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Models of field administration and its contribution to future research agenda: A systematic literature review

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Abstract

This study aims to review the concept of field administration as it exists and is applied in the current government of a nation-state. Therefore, the Systematic Literature Review (SLR) approach is appropriate for this study. As a methodological process, this study uses the PRISMA framework by establishing a protocol in the form of inclusion and exclusion criteria. The results of this study successfully identified aspects that influence the form and model of field administration implementation in a country and presented recommendations for future research related to the transition of the shift in the field administration model from Fragmented Field Administration (FFA) to Integrated Field Administration (IFA), or vice versa, including the shift from the Integrated Prefectural System to the Unintegrated Prefectural System.

Keywords: Decentralization, Field administration, Functional system, Prefectural system, Systematic literature review.

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1. Introduction

Field administration as a mechanism for placing government representatives has existed for a long time, both in Anglo-Saxon countries and in Continental European countries [1]. The English know the terms Sheriff and prefect in France and Italy, respectively [2]. Regeirungspräsident in Germany [3] and Commissioner in the Netherlands [4] are forms of government representation [3, 5]. Field administration is developed in a nation-state through the principle of

deconcentration, Bjørnå and Jenssen [6], implemented by the field administrator [7]. Therefore, in the implementation of state governance, deconcentration and field administration cannot be separated. Deconcentration results in the existence of field administration, and vice versa.

The placement of government representatives in several countries, in general, consists of two methods, namely integrated field administration (IFA) and fragmented field administration (FFA) [8, 9]. IFA is a way of placing government representatives based on integration areas led by general government representatives (general administrator) [2, 8]. In contrast, FFA places government representatives based on the functional characteristics of the region. In other words, IFA has general and specific government representatives, while FFA only has specific government representatives [2, 8]. The principle of deconcentration, which produces field-level government, is faced with the principle of decentralization, which produces two systems of government, namely the prefecture system and the functional system [1]. The prefecture system emerged as a result of the linkage of the general representative administrative areas of the government with the jurisdictional areas of the local government [6]. On the other hand, the functional system only recognizes specific government representatives to operate in the jurisdiction of the local government. Both systems still exist today in the practice of modern state governance [6].

In this context, this study highlights the research topic studied by providing descriptive analysis (i.e., how previous research discusses this) and thematic analysis (i.e., what topics are discussed in related research, including their findings), with the aim of offering a knowledge map and research recommendations related to the topic, as well as its contribution to future research related to field administration, in a practical manner. Therefore, in detail, several research problems are formulated, namely:

RQ1 : What are the characteristics of field administration-related articles?

RQ2 : What is the main purpose of each article related to field administration?

RQ3 : What are the aspects that differentiate the application of the field administration concept

based on the reviewed articles?

RQ4 : How does the development of the field administration concept contribute to

Recommendations for further research?

The structure of this article will then explain the methods, protocols, and strategies for searching the existing literature. After that, the next two stages are descriptive and thematic analysis of the review results, including the synthesis of previous research findings. There is also a special section to provide information related to the knowledge map concerning field administration and its contribution to future decentralization policies. Finally, it presents conclusions and recommendations for future research.

2. Research Method

The systematic literature review method is used to answer the research objectives and provide comprehensive insights related to the concept of field administration. To conduct a systematic literature review [10, 11], this study used the updated 2020 Preferred Reporting Items for Systematic Review (PRISMA) guidelines [12]. To ensure a transparent, replicable, and scientifically adequate literature review process, this study used several protocols to select information sources, such as search strategies, article selection criteria, data collection, and analysis.

2.1. Searching Strategy

This study uses the Scopus database to search for scientific literature related to field administration. The Scopus database is used because of its reputation as one of the good databases and is widely used by universities [13]. The searching strategy is carried out by setting keywords: ("administrative decentralization" OR "deconcentration" OR "field administration") AND "local government", without a period. The last data collection was carried out on January 7, 2025. The results of the initial article search were 139 documents (n = 139). In the process of selecting articles for in-depth review, criteria were set according to a protocol.

2.2. Articles Criterion

To select and include articles that are in accordance with the research topics identified by the journal publisher. The inclusion and exclusion criteria are determined as follows:

2.2.1. Inclusion Criterion (IC)

IC1 : Subject Area = Social Science

IC2 : Document type = article

IC3 : Language = English

IC4 : Source type = Journal

IC5 : Publication stage = final

IC6 : Open access policy = all access

IC7 : Articles originating from educational/academic environments

IC8 : Articles containing reviews, research, and/or in-depth descriptions related to field administration

2.2.2. Exclusion Criterion (IC)

EC1 : Subject Area = Non-social science

EC2 : Document type = book chapter, review, conference paper, book

EC3 : Language = except English

EC4 : Source type = proceeding, book, except journal

EC5 : Publication stage = draft

EC6 : Open access policy = document cannot be accessed or is no longer available

EC7 : articles originating from outside the educational/academic environment

EC8: This article is a personal opinion and is not based on scientific studies related to field administration.

Query: (TITLE-ABS-KEY (("administrative decentralization" OR "deconcentration" OR "field administration") and "local government") and (LIMIT-TO (SUBJAREA, "SOCI")) and (LIMIT-TO (DOCTYPE, "ar")) and (LIMIT-TO (LANGUAGE, "English")) and (LIMIT-TO (SRCTYPE, "j")) and (LIMIT-TO (PUBSTAGE, "final"))

2.3. Data Collection

Based on the 2020 PRISMA systematic literature review guidelines, the articles obtained (n = 139) were selected through five stages. The first stage was based on the subject area, with social sciences being the first filter (n = 104). The second stage involved selecting articles by document type, namely articles (IC2, EC2), resulting in a total of 76 articles. Next, the criteria of language and source type (IC3, IC4, EC3, and EC4) produced 70 articles. IC5 and EC5 yielded 69 documents because one document was still in draft form. The next stage related to the article access policy (IC6 and EC6), which produced 69 documents. The fifth stage involved sorting based on the scientificity of the articles, as assessed from the review of the title and abstract of 69 articles (IC7), resulting in 42 documents. This review process was carried out manually by the author, assisted by the Mendeley desktop application version 1.19.8. The final stage involved carefully screening the total documents for the suitability of the field administration theme, based on personal opinions (IC8 and EC8). In the final stage, 42 documents were added to previous research articles related to the theme but not included in the retrieval stage (21 documents), resulting in a total of 63 documents. These were reviewed in depth through descriptive and thematic analysis stages to answer the research questions derived from the database retrieval and previous research results. The description of this stage can be summarized in the following PRISMA diagram.

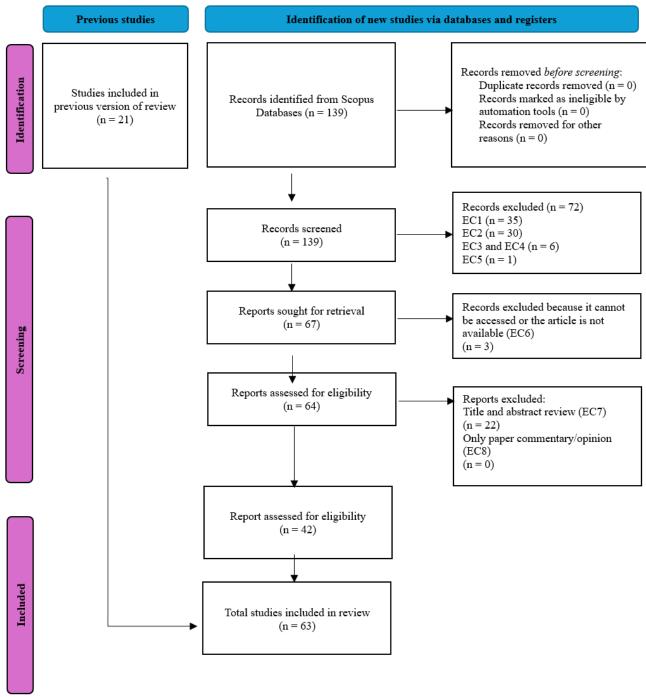


Figure 1. PRISMA 2020 flow diagram. **Source:** Page, et al. [12].

2.4. Data Analysis

The data analysis stages were carried out with reference to the statement of Manetti et al. [14] and Mauro et al. [15], who have conducted a literature review study, several pieces of information can be collected, such as:

Data source: overview regarding the year of publication, number of countries by author.

Research methodology: begins with reading the abstract and full article to identify the research methods used. After that, mapping the types of research used by referring to Kitchenham et al. [16], which divides the types of research into five, namely Validation Research, Evaluation Research, Solution Proposal, Philosophical Paper, and Experience Paper.

Research setting: is done by determining the geographical context of the published articles, and determining the level of analysis of each article. The level of analysis in this study is guided by Mauro et al. [15], which consists of (a) central level; (b) regional or state level; (c) intermediary level; (d) municipal level; and (e) not specified.

3. Result and Discussion

3.1. Descriptive analysis of the literature

3.1.1. Production Over Time and Geographical Context

As shown in Figure 2, the first article related to field administration was published before 1970. Furthermore, the publication of articles appears to have experienced fluctuations since 1970, with the highest number of publications in 1998 and 2022, each with four articles. Thus, it can be claimed that the issue of field administration within a country's decentralization policy continues to emerge and persists. Among the articles, it was found that the United States has the most prolific writers related to field administration, with 16 authors (27.12%), followed by China with 8 authors (13.56%) and Indonesia with 6 authors (10.17%). Meanwhile, regarding the level of analysis, the central government is the most studied level (32 articles), followed by unspecified levels (20), then municipal (6), regional (3), and intermediary (2) levels. Many articles have an unspecified level of analysis because they only analyze secondary data, conceptual comparisons, and practical comparisons (see Figure 3b).

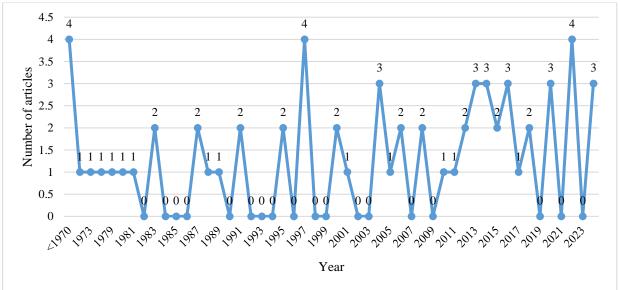


Figure 2. Production of article over time. Source: authors' elaboration.

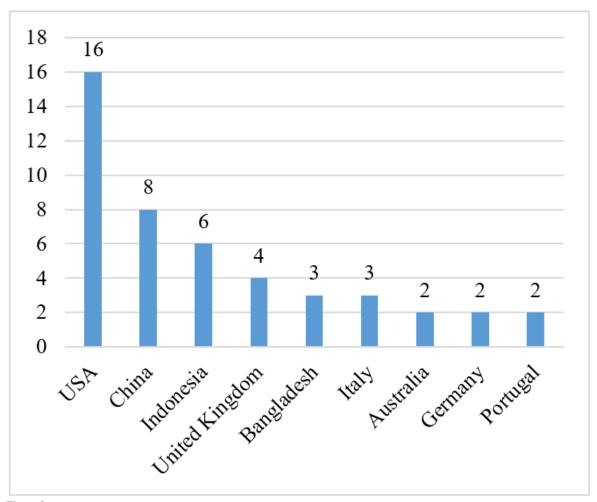


Figure 3a. Geographical context.

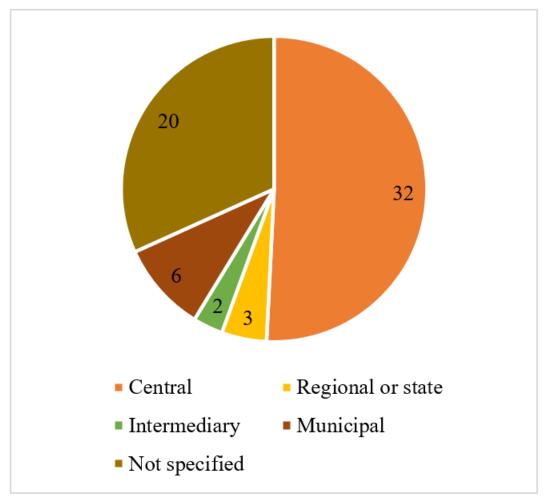


Figure 3b. Level of analysis.

3.1.2. Journal

The 63 articles obtained came from 53 different journals. Table 1 presents a list of journals that published more than one article. The journal that produced the most related articles was Local Government Studies, which produced 4 (out of 63) manuscripts related to field administration.

Table 1. Paper distribution among journals.

Journal	Publisher	SJR 2023	No. of articles	Percentage
Local Government Studies	Taylor & Francis	0.900	4	6.25
Public Administration and Development	Wiley	0.641	3	4.69
International Journal of Public Administration	Taylor & Francis	0.614	2	3.13
Australian Journal of Public Administration	Wiley	0.773	2	3.13
Environment and Planning C: Government and	SAGE Publishing	1.231	2	3.13
Policy				
Regional Development Dialogue	United Nations Centre for	N/A	2	3.13
·	Regional Development			
Journal of Law, Economics and Organization	Oxford Academic	1.173	2	3.13

3.1.3. Research Methodology & Purpose

As shown in Figure 3, article analysis reveals the dominance of qualitative research with 36 articles (85.7%), while quantitative research comprises 5 articles (11.9%), and 1 article (2.4%) employs a mixed-method approach. Furthermore, the most common type of philosophical paper is written by experts, accounting for 23 articles (36.5%), followed by experience papers (18 articles / 28.6%), evaluation papers (16 articles / 25.4%), validation research, and solution proposals. Based on the objectives, there are 8 research objective groups derived from the 63 articles (see Table 2). The primary research objectives are related to central government control (15 articles) and central-local relations (14 articles).

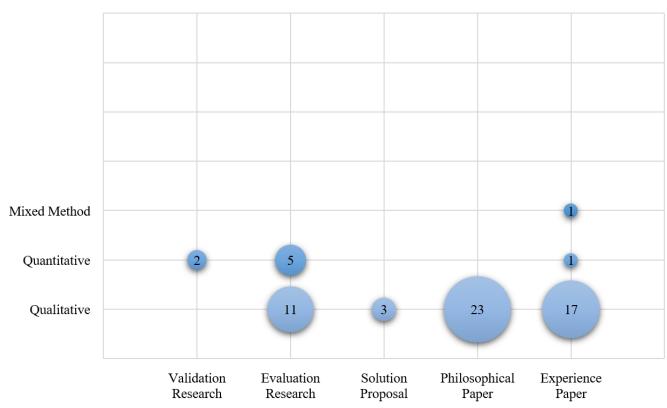


Figure 3. Number of articles based on research type. Source: authors elaboration.

Table 2.
Indicate purpose of papers dealing with field administration

Indicate purpose of papers dealing with field administration.				
Purpose of paper	Frequency*	Paper		
Facilitating national interest at	3	Whitford [17]; Ramadhan, et al. [18] and Xhindi and Bessa Vilela		
the local level		[19]		
Prefectural and functional	5	Kotze [20] and Ridley [21]		
systems work mechanisms				
Identifying factors affecting the	14	Cao [22]; Fesler [23]; Schiffer [24]; Ali, et al. [25]; Curto and Dias		
nation's policymakers (central-		[26]; Satria and Matsuda [27]; Siano and D'uva [28]; Sandford		
local relations).		[29]; Adamolekun [30]; Moroni [31]; Faust and Harbers [32];		
		Alfonso and Núñez [33]; Yu and Xiang [34] and Venugopal and		
_		Yilmaz [35]		
Coordination and general-	6	Diamant [36]; Edwards and Peter [37]; Rathore and Fadia [38];		
specialist relations		Thomas Jr and Hilleboe [39] and Ayee [40]		
Central government control	15	Duncan and Goodwin [41]; Hammond and Knott [42]; McCubbins,		
		et al. [43]; Smith [44]; Woodham [45]; Sripokangkul [46];		
		Remington [47]; Regulski [48]; Xhindi and Bessa Vilela [19];		
_		Rodriguez and Ward [49] and OLA [50]		
Application of Napoleonic	3	Peters [51]; Montricher De [52] and Bjørnå and Jenssen [6]		
tradition				
Central-local distribution of	12	Waterman [53]; Mitullah [54]; Nkrumah [55]; Moran and Porter		
authority		[56]; Satria and Matsuda [27]; He, et al. [57]; Purwanto and		
		Pramusinto [58]; Boex and Edwards [59]; Sok, et al. [60] and		
_		Robinson and Stiedl [61]		
Impact on democracy,	11	West [62]; Zsamboki and Bell [63]; O'dwyer and Ziblatt [64]; Basu		
participation, and local finance		[65]; Aljaloudi [66]; Mok and Wu [67]; Mkandawire and Yassin		
		[68] and Begadze [69]		

Note: * the number of existing articles is greater than the number of existing articles because there are articles that have more than one purpose.

3.2. Thematic Analysis

3.2.1. Aspects That Differentiate the Application of Field Administration in a Country

We identify, inductively, aspects that influence the implementation of field administration in a country, namely (1) the government system; (2) the local political system; (3) the principles of government; and (4) the allocation of resources.

Before discussing the above aspects further, several research results reveal that the effectiveness of the implementation of field administration is not determined by the form of state, whether a unitary state or a federal state [21] but rather the

school of government between Anglo-Saxon and continental European [5]. This determines the representative system of government when dealing with devolution, namely, Anglo-Saxon countries use the functional system as a derivative of the FFA. In contrast, continental European countries use the prefecture system as a derivative of the IFA [1, 9, 44].

Regarding to the government system, Judge [70] who conducted research in the UK with a parliamentary government system found that the application of the field administration concept in a fragmented manner resulted in the absence of government representatives (general), only specific government representatives, so that the existing coordination mechanism was carried out by forming a temporary (ad hoc) coordination institution if needed [20]. Strengthening previous opinion, Bjørnå and Jenssen [6], who studied the prefecture system in Norway, Sweden, and Denmark, revealed that the prefecture system, as a derivative of the IFA, a strong executive, determines the existence of the prefect in the region. This is because a prefect carries out executive functions in his work area [21]. The executive function that is most inherent in prefects, as per the results of Kotze [20], is the coordination and integration of decentralized government units operating in regional areas. In addition to coordination, there is also the function of fostering and supervising regional government [19, 46] as an effort to ensure that all government affairs carried out do not conflict with national interests [17, 18].

Meanwhile, research conducted in China by Cao [22] and in the USA by Hammond and Knott [42] both expressed that a strong presidential system determines the effectiveness of the implementation of supervision at the regional level, even though in the USA, there is no representative government. On the contrary, implicitly, Peters [51] reveals that government representatives, both in parliamentary and presidential systems, depend on the strength or weakness of the executive. This means that a president, even in a presidential system, can be weak if he is not supported by parliament [36].

Table 3.

Aspect	Sub-aspect	Contribution in the field of administration concepts	
Government	Presidential	Strong or weak field administrator is determined by presidents'	
system		support from parliament.	
	Parliamentary	Strong field administrator is determined directly by the prime	
		minister.	
Local politic	Election	Functional system with FFA	
	Appointing	Prefecture system with IFA	
Governance	Devolution is stronger than	Functional system with FFA or an unintegrated prefectural system	
principle	centralization/decentralization	with IFA.	
	Centralization/decentralization	Integrated prefectural system or unintegrated prefectural system	
	is stronger than devolution	with IFA	
Resources	National resources	Through centralization or deconcentration principles	
allocation			
	T1	There also described as a minimal a	
	Local resources	Through the devolution principle	

The main implication of devolution is the transfer of political authority to local communities to organize and manage their own affairs [34]. Electing political representative institutions and regional heads is the main form of devolution, therefore, devolution is also referred to as political decentralization [71]. This condition, by Ridley [21], differentiates the adoption of the prefectural system and the functional system in local government in the field administration system. Furthermore, Smith [1] revealed that the democratic system through regional head elections is more appropriate for the implementation of the functional system because it is not related to the mechanism for appointing government representatives (general). On the other hand, the mechanism for appointing government representatives is a characteristic of the prefecture system [19, 52]. Research conducted by Smith [1] in Nigeria and by Fesler [23] in the USA reveals that local democratic systems that support the existence of a functional system in FFA are found in countries with the Anglo-Saxon school. In contrast, continental European countries with an authoritarian history support the existence of a prefecture system in IFA [9].

In relation to the principles of government, several experts have stated that centralization/deconcentration and decentralization are like a pendulum, and are always present in the governance of a nation state [8, 72]. The shift of the pendulum determines the adoption of the concept of field administration, where the more centralized a country is, the stronger supervision of local governments must be [37]. The supervision by utilizing government representatives (prefect-IFA) is considered effective by several experts. On the other hand, the more decentralized the country, the more effective the supervision of regional government administration, according to several experts, is carried out by the community and government representatives (specialists-FFA), Rashid [73]. Ridley [21] revealed that there is a subsystem of the prefectural system that is more flexible to accommodate the democratization system, namely the unintegrated prefectural system. Research by Jones [9] and Bjørnå and Jenssen [6] reveals that the unintegrated prefectural system separates regional heads based on devolution, with government representatives (general) based on deconcentration. This shift occurred during the modern French and Dutch eras, which placed their government representatives differently from regional heads [5].

The implementation of resource allocation has also been studied by many experts in the context of carrying out the duties of a field administrator. Yu and Xiang [34] conducted research in one of China's autonomous regions, revealed that the success of the delegation of socio-economic authority in China was due to the commitment to delegate financial resources through fiscal decentralization and human resources. More technically, in the context of political decentralization, the success of road construction in countries undergoing transition to a democratic state was followed by the transfer of financing from

the central government to local governments [58, 61]. In the aspect of supervision, consistency is also required, where if there is a devolution of functions, then general supervision is carried out by government representatives (general), while technical supervision is carried out by government representatives (specific) [63, 74]. Meanwhile, if de-concentration is maintained, supervision is carried out directly by government representatives (specific) and coordinated by government representatives (general) [74].

3.2.2. Contribution of the Development of the Field Administration Concept to Future Decentralization Policy Research

Before we discuss the contribution to future research, it is necessary to show the mapping of the use of terms in related journals. There are several terms, such as "decentralization" and "administrative decentralization." The term "decentralization" is defined by several experts as the transfer or delegation of authority to political entities to plan, make decisions, and implement public functions, from the central government or its work units to subordinate governments, semi-autonomous organizations, local governments, and non-governmental organizations [67]. Therefore, "decentralization" includes the concepts of devolution/political decentralization, de-concentration/administrative decentralization, and delegation [75, 76]. While some experts define the term "administrative decentralization" as the same as decentralization, consisting of de-concentration and delegation [32, 77]. These differences in terms can result in variations in perception when defining decentralization, such as in Indonesia, where the term *desentralisasi* is understood as political decentralization or devolution, rather than decentralization itself [78].

In relation to the future research agenda, related to field administration, Moroni [31] recommends the need to strengthen horizontal coordination by government representatives, not only to government representatives (specifically), but also to non-governmental organizations, in order to ensure that local programs are in line with national programs. Strengthening the previous opinion, several experts recommend a shift in the system, from integrated prefectures to unintegrated prefectural, because the influence of democratization is very strong in today's nation state [2] for countries that still adhere to the integrated prefecture system, and have problems in its implementation, including its impact [66].

In terms of resource allocation, in the prefecture-IFA system, Xhindi and Bessa Vilela [19] see the importance of conducting further research on mapping financial and human resources, which is consistent with the principles of governance, including the competence of the prefect himself as a representative of the central government [40]. Meanwhile, in terms of coordination, as a government representative's task, Ahsan and Panday [74], who conducted research in Bangladesh, recommended further research on informal communication factors and inter-departmental communication that make it difficult to coordinate the implementation of authority.

4. Conclusion

The urgency of the concept of field administration in the governance of a nation-state is still necessary. This study successfully mapped several important points in the implementation of the concept through available literature, such as (1) identifying journal publishers that publish the most articles related to field administration; (2) finding aspects that influence the form and use of field administration, namely the government system, local politics, principles of government, and budget allocation; (3) this article contributes to mapping previous research focusing on the transition from an integrated prefecture system to a non-integrated prefecture system in the IFA corridor, as well as horizontal and vertical coordination mechanisms in the FFA corridor. For researchers interested in conducting field research, the aspects mentioned above are highly relevant. Finally, this article has limitations related to the database used. While the Scopus database is reputable, further research could complement it with other reputable databases such as Web of Science (WoS).

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