

Policy Gridlock Typologi Based on Systematic Literature Review

Devrizon

Gadjah Mada University
devrizon@mail.ugm.ac.id

Wahyudi Kumorotomo

Gadjah Mada University
kumoro@ugm.ac.id

Agus Heruanto Hadna

Gadjah Mada University
hadna@ugm.ac.id

Abstract

This article systematically reviews academic research on policy gridlock (PG) to provide an overview of the development of PG in public administration (PA). This study analyzed 94 articles published between 1988 and 2022 using a systematic meta-analysis of literature reviews (SLRs) with Vosviewer software and a qualitative approach. This study finds the main research typologies in the PG literature, namely PG formation and PG completion. Our analysis also reveals that PG formation has a predominance in PG research. Meanwhile, the least published typology of PG is the completion of PG with sub-typologies, namely looking at the impact. Finally, we offer 28 future research directions to fit this typology. This study may be the first to use SLR analysis and qualitative analysis to generate detailed information about each typology of PG literature research in PA disciplines by measuring the number of publications over the last 30 years. The results of our review are limited to PG publications in the social sciences to focus on PA and policy studies and are derived from the Scopus database.

Keywords: Policy Gridlock; Public Policy; Systematic Literature Review

INTRODUCTION

The concept of policy gridlock (PG) in social science studies has been introduced by Levine (1988) by explaining the occurrence of PG in civil service policies due to disagreements between actors in the reforms that the government will carry out. However, there is no explanation in substance about the origin of the PG concept in the publication. Studies on PG were later carried out by Caplan & Priester (1992), Becker (1993), and Feldman et al. (1994) which still focuses on conflicting decision-making by interest actors. The initial discussion regarding PG was then put forward by Peterson & Greene (1994) and Taylor (1998) who discussed the opinions of experts in the field of government politics such as Sundquist, Lowi, Chub & Kerell who studied the relations between branches of government that gave rise to conflict. It was explained that the conditions of conflict between branches that caused PG always occurred until the election of President Bill Clinton in 1992 with the establishment of a unified government and a study from Mahyew in 1991 regarding his findings related to the absence of the influence of a divided government on legislation productivity. If it is related to the performance of the congress and the government, the PG study existed in the early 20th century with discussions regarding recording the performance of the congress which then developed into an analytical assessment of the performance of the legislature and president and the final discussion shifted to policy making (Binder, 1999).

Policy gridlock (PG) is defined as a situation of maintaining the status quo policy (Krehbiel, 1996; Chiou & Rothernberg, 2003; Beckmann & McGann, 2008; Saeki, 2009), political conflicts which impact difficulties in the policy-making process (Bowling & Ferguson, 2001) and deadlock in the policy-making process (Jones, 2001) eventually received the attention of experts in the field of public administration, particularly regarding policy studies (Bowling & Ferguson, 2001; Kalu, 2005; Boushey & McGrath, 2020), although initially, the political literature dominated

about gridlock studies (Krehbiel, 1996; Binder, 1999; Gelman & Wilson, 2022). This may be due to the linkage of policy making which is inseparable from the main role of political actors and their preferences (Lynch, 1992; Krehbiel, 1996; Hicks, 2015; Boushey & McGrath, 2020; Devrizon et al., 2024).

Previous literature studies on PG have been discussed, but are still discussed at a more limited issue level. Only Binder discussed several aspects such as the concepts and causes of PG but did not try to deepen the various PG literature from several experts (Binder, 2000). Whereas other discussions move at the level of limited issues and policies such as court decision-making (Neubauer, 1986), European Union policies (Hix, 2018; Börzel & Risse, 2018), climate and environmental policies (Happaerts et al., 2012; O'sullivan & Emmelhainz, 2014; Kemp, 2016), water management policy (Mukhtarov & Gerlak, 2014), energy policy (Dodge & Lee, 2017), and health policy (Kalu, 2005). As far as tracing the authors, there are no publications that have conducted a comprehensive systematic review to find multiple streams of research as well as cover the development of the PG literature. This study will comprehensively review the PG literature so that it is hoped that it can fill this gap and can see the development of PG studies more broadly. PG studies are very important to study, because they see the ability and consistency of the government in establishing a policy which is one of its performance indicators (Klarner et al., 2012). In the process of ratifying a quality policy, knowledge about citizens' preferences must be obtained in its entirety (Bowling & Ferguson, 2001). Thus, the determination and ratification of a policy, makes the government care about influencing the quality of life of its citizens (Clinton, 2019) by implementing it in a program (Jones in Setyati & Utomo, 2015).

This research aims to expand previous publications on the PG concept by using Systematic Literature Review (SLR) analysis on PG articles by looking at the development of PG studies from 1988 to 2022 (Figure 1). SLR has become the main methodology in various disciplines including

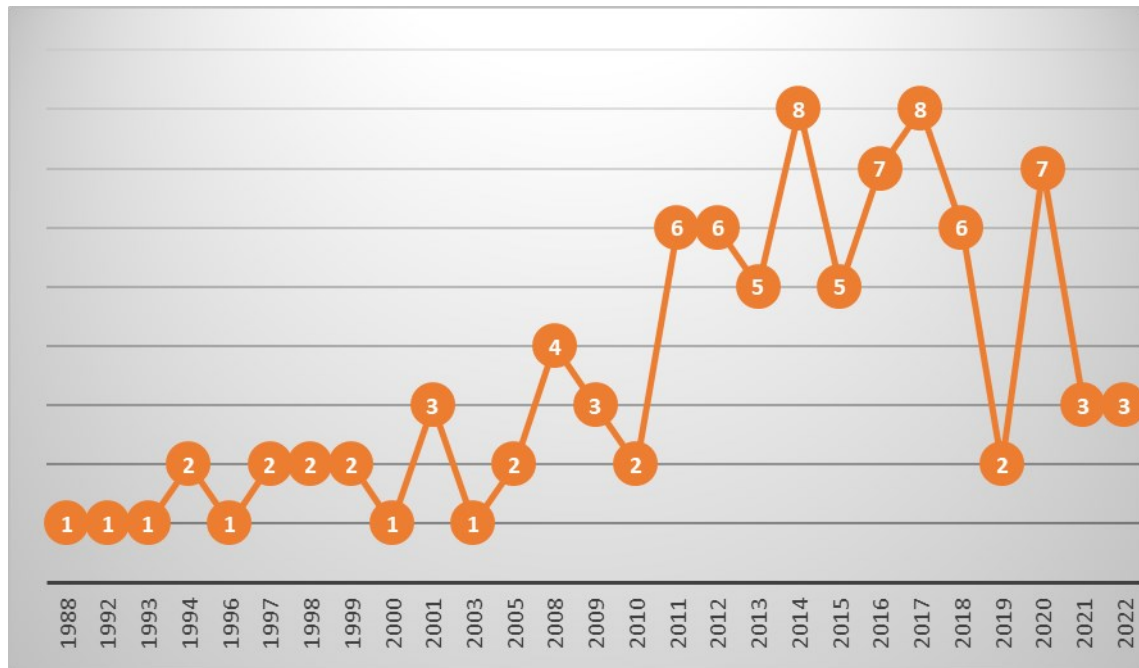


Figure 1. The amount of Policy Gridlock literature from the Scopus database in the context of social science and policy making

Source : scopus database from 2000-2022

research on policy studies because it synthesizes previous research as scientific evidence to answer certain research in a transparent and reproducible manner (Lame, 2019). Of course in public administration (PA), especially policy studies, SLR analysis has been carried out by several experts on various topics such as policy entrepreneurship (Faling et al., 2019; Aviram et al., 2020), public participation (Mcdonnell, 2020; Bartocci et al., 2022; Baxter et al., 2022), informal negotiations in decision making (Laloux, 2020), public services (Petkovsek et al., 2021), bureaucratic levels (Ouimet et al., 2017; Peeters & Campos, 2022). Even so, attention to public policy and administration studies using bibliometric and SLR methods is still very limited (Pradana et al., 2022).

This analysis is different from the literature study on PG studies which has been stated previously. First, the use of the "Preferred Reporting Items for Systematic Reviews and MetaAnalyses" (PRISMA) approach, namely a systemic review by selecting and evaluating contributions, analyzing and synthesizing data from existing studies to enable clear conclusions

(Laloux, 2020). Second, combining analysis with the use of VOSviewer software based on previous scientific publications using statistical data and images (Suominen & Hajikhani, 2021; Zhavoronok et al., 2022). This combination will be able to produce a more comprehensive and extensive literature review compared to previous studies as well as fill in research gaps in the meta-analytic review of PG studies and is expected to be able to answer several research questions which include: The relations between each country's actors and levels of government that are most examined by PG publications, Possible research typologies to receive the most attention in PG publications, Research sectors that have received less attention in PG studies, and Future research questions of PG studies that provide new avenues for public administration scholars in policy studies.

This study has several contributions. First, it can identify research themes in PG studies that have been carried out by scholars of policy studies for the last 30 years or so. This identification is expected to be able to analyze the context of research themes in PG studies that are often and

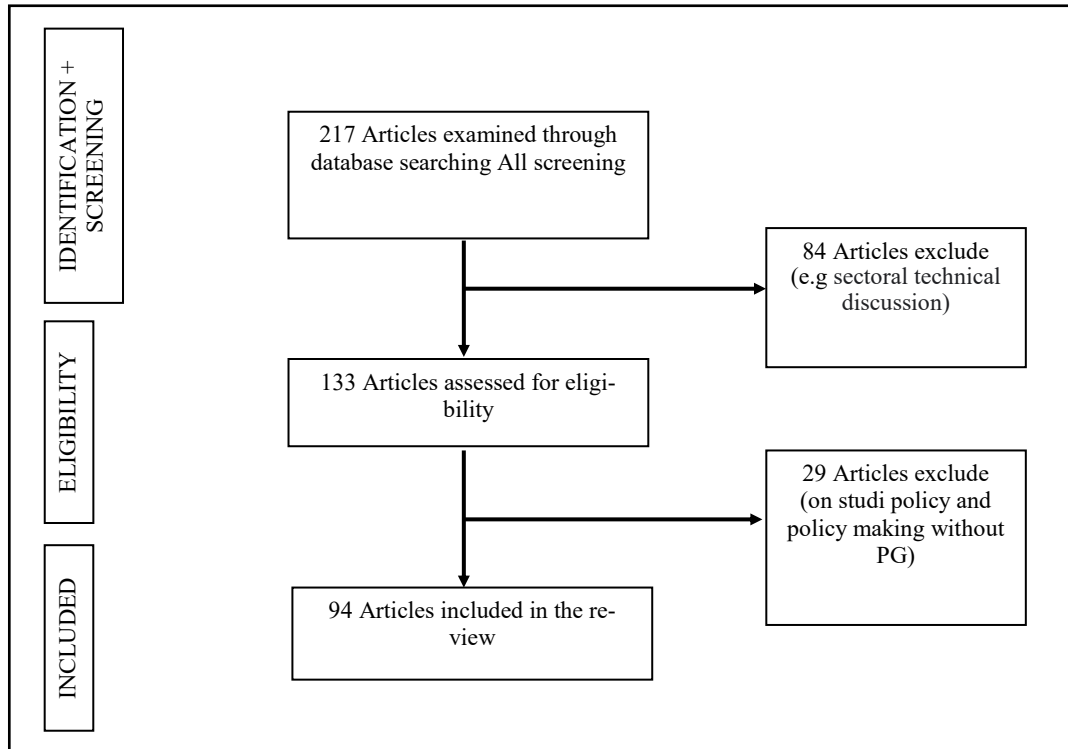


Figure 2. Flowchart of the article selection process

Source: filtering and selection process using the PRISMA flow stream (Laloux, 2020)

rarely studied. Second, it provides an overview of actors or institutions that in a relationship greatly influence decision-making in PG studies. This will be able to help future scholars to deepen and broaden their knowledge of PG studies, especially the relations of actors or institutions. Third, synthesizing previous publications regarding PG studies for the last 30 years or so can provide an overview of scholars on future research for the development of further PG studies. The rest of the article is organized as follows: methods, results, discussion, conclusions, limitations, and future research.

METHODS

This study uses the "Preferred Reporting Items for Systematic Reviews and MetaAnalyses" (PRISMA) approach, which indicates how much research is assessed, where it comes from, how much data is excluded, what reasons are excluded and accepted, and how many publications are in the end (Lame, 2019; Johannes et al., 2023). As an initial description of the analysis in the form of data and statistical images, the VOSviewer software is used (Zhavoronok et

al., 2022). The selection of articles for review uses three steps, namely identification and screening, eligibility, and final data using the Scopus database (Laloux, 2020). The use of Scopus because it has a database that has more than 1.7 billion references, so its use is very good because the central aspect and quality of query results to find relevant articles have been designed correctly (Suominen & Hajikhani, 2021). As a first step, we selected all articles from the subject area "social sciences" which used the keyword "policy gridlock". Several screening processes were carried out except document types in the form of "articles", as well as source titles related to policy studies. As a second step, we exclude again articles that are not related to policy studies as well as discussions on decision-making processes that are only sectoral. As a third step, based on the full text we excluded articles that were not about PG. In the final results, data were obtained from 94 articles which formed the basis of this review. Using the PRISMA protocol step by Laloux, Figure 2 details the screening process of this article (Laloux, 2020). Although this number may

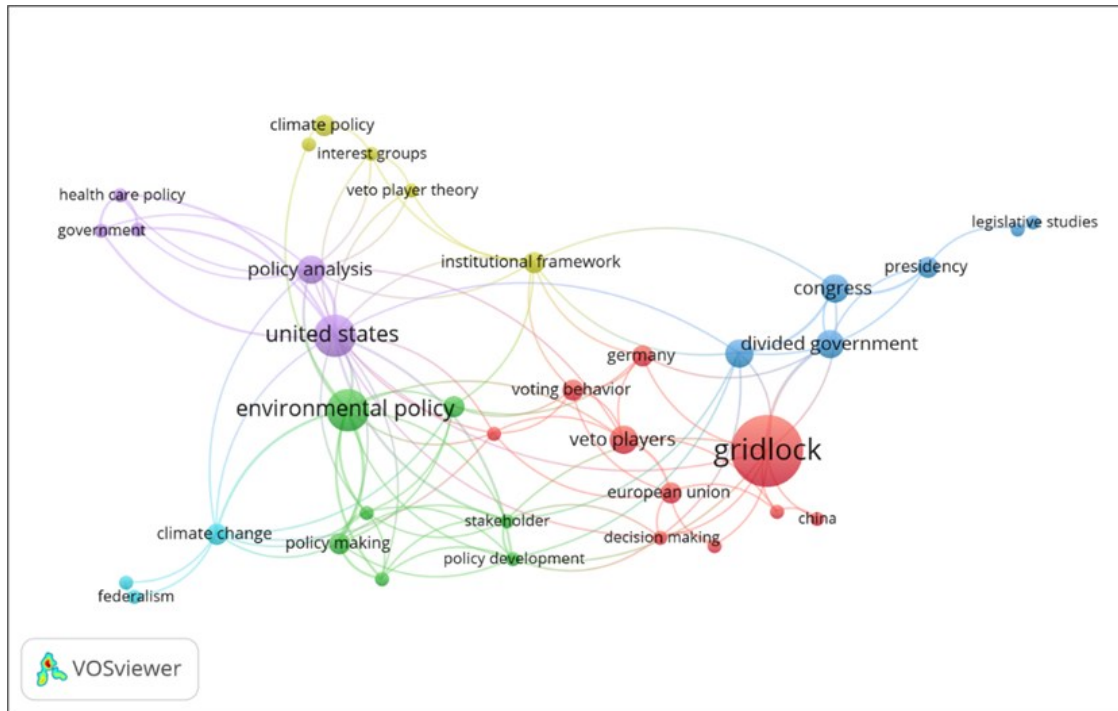


Figure 3. Network Visualization Related to Policy Gridlock (PG) Studies
 Source: VOSviewer, Author Processed Data, 2023.

seem rather small given the large number of studies on PG, it is an acceptable sample for review in SLR research (Faling et al., 2019).

As an illustration of the analysis, the initial data obtained from the results of the Scopus database are input into the VOSviewer software so that it synthesizes published data to produce statistical data and figures (Zhavoronok et al., 2022). In the VOSviewer software input process, namely choosing the type of cooccurrence analysis with the full calculation method and using the unit of analysis for all keywords. Furthermore, from the data of 315 keywords, the minimum number of occurrences of keywords is taken as many as 2 keywords to get 37 keywords together. In the end will get network visualization, overlay, and density

FINDINGS

VOSviewer Analysis: Network Visualization, Overlays and Density

The visualization representation of the chart made in Figure 3 explains that each color indicates the existence of a cluster created using a modularity algorithm and a network of relationships between one point

and another. The point size reflects the number of article citations in the network, while the network visualization is made up of six large communities visualized in graphs in green, purple, red, blue, light blue, and yellow. From a total of 37 related keywords, the largest red cluster with 10 keywords (27%) and the most citations is the keyword "gridlock". Then, the green color with the 7 keywords (19%) the most is "environmental policy". Furthermore, Cluster 3 is blue with 6 keywords (16%) with the most being 3 keywords namely "congress", "divided government" and "polarization". Besides that, followed by yellow and purple with the 5 most keywords (14%) namely "climate policy", "institutional framework" and "united states". Lastly, the light blue color with the 3 most keywords (8%) is "climate change".

Then, figure 4 shows the time dimension for each article. At the beginning of the discussion related to several keywords, namely "health care policy" and "government". Furthermore, around 2010, discussions on various policy issues with keywords such as "environmental policy" and "climate change". The keyword

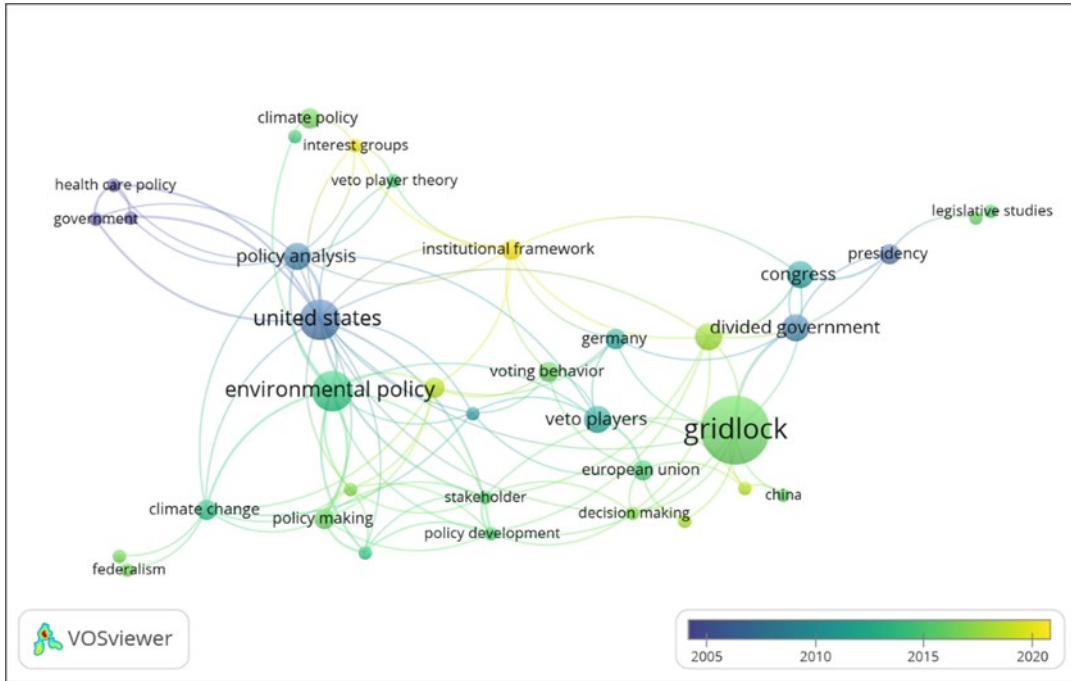


Figure 4. Overlay Visualization Related to Policy Gridlock (PG) Studies
 Source: VOSviewer, Author Processed Data, 2023.

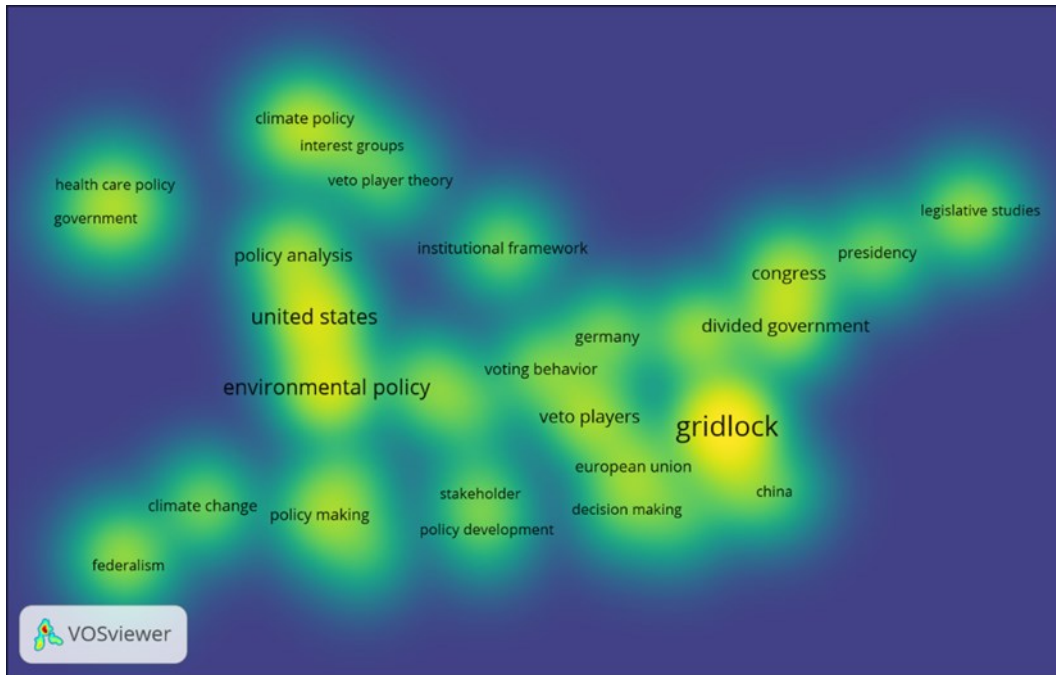


Figure 5. Density Visualization Related to Policy Gridlock (PG) Studies
 Source: VOSviewer, Author Processed Data, 2023.

"gridlock" only developed after 2015 and the latest discussion is with the keywords "institutional framework" and "interest groups".

Furthermore, figure 5 shows the dimensions of keyword density discussed in

the published article. The results can be seen from several keyword elements such as countries and policies that are often discussed in publications. First, the country that is often discussed is "The United States". The policy that is most often

discussed is the "environmental policy", while the keyword "gridlock" is also one of the most frequently discussed keys when viewed from its depth.

Vosviewer Analysis: Countries, Research Methods, Levels of Government and Relations Between Actors

The results of a qualitative analysis of 94 PG articles revealed that most of the PG studies were empirically carried out in the US, namely 62 publications (65.95%), and in European Union countries, namely 7 publications (7.45%). Apart from discussing the European Union itself, we found that continental European countries such as Germany also occupy the most positions discussing PG studies with 4 publications (4.26%). In addition, we find the growth of Asian countries as a new context for PG studies with East Asia such as China with 3 publications (3.19%), and South Korea, namely 2 publications (2.13%) as the leading countries. Meanwhile, for other Asian countries, including Southeast Asia, it is the rarest locus of PG studies. These findings indicate that the development of PG theory was led by America and Europe, namely as many as 75 publications (79.79%) which may contain mechanisms and institutional bias for non-Western countries. Regarding research methods, this study revealed that most of the PG research used quantitative methods, namely 54 publications (57.45%). The second is a qualitative study, namely a total of 33 publications (35.11%). Only 1 PG publication applies mixed methods (1.06%), namely by Carcelli (2022). These findings indicate that the use of quantitative methods dominates the development of PG studies.

Regarding levels of government, the study found that central, national, or federal government was the most common with 83 publications (88.3%), compared to local, state, or sub-national governments with 11 publications (11.7%). The high attention of experts in the field of PG in the central or federal government is caused by the dynamics of relations between branches of government that are increasingly visible, especially in the government in the US. We also find that most of the PG studies explain the relationship between the two chambers of the legislature and the executive, which is

26 publications (27.66%), followed by the relationship between the executive and the legislature, which is 19 publications (20.21%), and between the two legislative chambers which totaled 12 publications (12.77%). Most of the PG publications looked at the relationship between the two policy-making actors explaining that the PG study was a study that discussed the relationship between political actors who make policy decisions, very vulnerable to conflicts of interest in the process of making a policy.

Research Typology in the Development of Policy Gridlock (PG) Studies

Still using the qualitative analysis method of 94 PG articles, this study calculates the number of publications on PG studies based on research typology (table 1). The result is that there are two major typologies, namely the formation of PGs and the breakdown of PGs. The PG typology was identified through a literature review based on Excel analysis, where each PG phenomenon was identified according to the two main typologies. If we discuss how PG was formed, it is categorized as PG formation. Meanwhile, if we discuss solving PG, it is categorized as breakdown of PGs.

Each typology is then divided into subtypologies. The formation of PG can be seen through the formation process, namely 17 articles (18.09%), the causes for the formation of PG are 31 articles (32.98%) and the impact due to the occurrence of PG is 12 articles (12.77%). Furthermore, for solving PG, it can be seen from the process of solving PG, there are 9 articles (9.57%), the causes of solving PG, namely 19 articles (20.21%), and the impact of solving PG, namely 6 articles (6.38%). Overall for the formation of PG, there are 60 articles (63.83%) and the breakdown of PG is 34 articles (36.17%).

Research Sector in Policy Gridlock (PG) Studies

This section will analyze which policy sectors are widely discussed in PG studies (table 2). From the analysis of several publications, many articles discuss the context of PG by reviewing several policy sectors in general, such as discussing the

Table 1. Overlay Visualization Related to Policy Gridlock (PG) Studies

Research typology	Sub Typology	Number of Articles	Percentage
Formation of Policy Gridlock	Process	17	(18,09 %)
	antecedent	31	(32,98 %)
	Impact	12	(12,77 %)
Breaking of Policy Gridlock	Process	9	(9,57 %)
	antecedent	19	(20,21 %)
	Impact	6	(6,38 %)

Source: Author Processed Data, 2023.

Table 2. The Policy Sector in the Policy Gridlock (PG) Study

Policy sector	Number of articles	Percentage
Multiple Policies	47	(50 %)
Environmental policy	8	(8,51 %)
Budget Policy	8	(8,51 %)
Health Policy	5	(5,32 %)
Climate Policy	4	(4,26 %)
Energy Policy	3	(3,19 %)
Transport Policy	2	(2,13 %)
Gun Possession Policy	2	(2,13 %)
Economic policy	1	(1,06 %)
Brexit Policy	1	(1,06 %)
Civil Service Policy	1	(1,06 %)
Individual Rights Policy	1	(1,06 %)
Foreign policy	1	(1,06 %)
Institution Selection Policy	1	(1,06 %)
Education policy	1	(1,06 %)
Decision Making Policy	1	(1,06 %)
Pension Policy	1	(1,06 %)
Tax Policy	1	(1,06 %)
Water Governance Policy	1	(1,06 %)

Source: Author Processed Data, 2023.

overall output of the legislative process and discussing several policy cases. Articles that discuss several policies directly are as many as 47 articles (50%). Furthermore, the sectors that were widely discussed were environmental policy and budget policy, namely each with 8 articles or (8.51%). Next is health policy with 5 articles (5.32%), climate policy with 4 articles (4.26%), energy policy with 3 articles (3.19%), weapons policy and transportation policy with 2 articles each

(2,13%). Finally, several policies such as the economy, civil service, foreign affairs, education, pensions, taxes, and other policies (table 2) totaled 1 article (1.06%).

The large number of discussions about universal policies in PG studies is due to the author's interest in seeing the condition of PG from all policies approved or agreed upon by the government or organization. In addition, the importance of policy-making actors and the magnitude of the impact of the policies that are passed are the cause of

Table 3. Future Research Recommendations

Research Typology	Recommendations For Future Research
Typology : Formation of Policy Gridlock Sub Typology : Process	It is necessary to conduct a more in-depth study of the influence of the policies of the veto players, not only from political parties, parliament, and the bureaucracy but also from various socio-economic actors. Furthermore, considering the wider political-economic context of each country and the characteristics of each policy would indeed be interesting and useful from a research point of view (Heo, 2013).
	It is necessary to carry out an analysis using a specific policy using a suggested structural model using finer data and preference measures (Woon & Cook, 2015).
	Future research should further examine how institutional features have important consequences for the ability of political systems to change policies (Crosson, 2019).
	Future research should explore the design of political institutions and alternative strategies for measuring compromise (Harden & Kirkland, 2021).
	We propose the value of systematic research on lobbying, testimony, and other data sets for understanding interest group actors at the sub-national level (Culhane et al., 2021).
Typology : Formation of Policy Gridlock	Future research needs more data on policy agendas and outcomes (Binder, 1999).
Sub Typology : Antecedent	Future research needs to explore the measurement of actor's position in budget policy (König & Troeger, 2005).
	Future research will need to revisit the president's potential influence on Congress (Beckmann & Mcgann, 2008).
	Need to see about the policies that come out of the laws that have been set (Saeki, 2009).
	It is necessary to look at the substantive content of policies that change over time due to the preferences of the actors (Crombez & Hix, 2014).
	It is necessary to consider the effect of the interaction between institutional arrangements and the role of the electorate (Kang, 2017).
	Future comparative research will be useful to ascertain how far other factors contribute to the role of actors of interest who do not have the ability to influence policy consistently (Kamal & Burton, 2012).
Typology : Formation of Policy Gridlock	Future research should be more skeptical of policy moderation based on explanations from divided governments (Bechtel & Füss, 2008).
Sub Typology : Impact	Future research should explore further into the policy context to look at the issue areas and the kinds of challenges contained in the presidential constitutional signing statement (Kelley & Marshall, 2010).
	Future research should more comparative evidence across legislative systems be needed to further investigate formal legislative initiatives and informal agenda-setting activities strategically deployed as heterogeneity in policy preferences diminishes (Citi & Justesen, 2016).

Typology : Breaking of Policy Gridlock	Future research requires understanding the skills that policy actors have to understand and translate between the various epistemic forms of negotiation (Mukhtarov & Gerlak, 2014).
Sub Typology : Process	Future research may elaborate on civil society's contribution to (or detract from) the discursive, ethical, epistemic, and democratic functions of public deliberation, and how these functions can interact to strengthen or undermine one another (Dodge, 2015).
	Future comparative research could include work across countries and comparisons between state or province-level units within countries (Brown & Hess, 2016).
	Subsequent research should include mechanisms on processes for reaching an agreement in the Council (Warntjen, 2017).
	Future research may evaluate other potential effects of rider legislation (Carcelli, 2022).
Typology : Breaking of Policy Gridlock	Future studies of the productivity of lawmaking should consider complementary explanations beyond the traditional focus on party control (Krutz, 2000).
Sub Typology : Antecedent	In future research, more systematic hypothesis tests that have been developed should select a representative sample of cases, measure variables reliably, including several parties and levels of sound discipline, and perform fair comparisons (Colomer, 2005).
	Further research on other case studies is needed to learn more about timebased mechanisms (Müller & Slominski, 2013).
	Future research may use the same methodological and theoretical components discussed to investigate regulatory development in other US or international institutions (Rinfret & Cook, 2014).
	Future research should deal with the dynamics of policymaking in the face of the problem of enduring commitment (Callander & Krehbiel, 2014).
	Future research should address the obvious question of how governments and opposition parties decide when to seek compromises in pursuit of policy advantage and when to enter into disputes for electoral purposes (Hohendorf et al., 2020).
Typology : Breaking of Policy Gridlock	Research into future developments in environmental policy should be watched to see if this marks an evolution in the longstanding cooperative federalism arrangements that have underpinned most US environmental policies (Konisky & Woods, 2016).
Sub Typology : Impact	Further research should evaluate public responses to presidential decisions about unilateral power issues in the real world when public alignments and familiarity with actual presidents can influence their attitudes (Reeves & Rogowski, 2022).

Source: Data Processed from Various Sources, 2023.

the author's attention to the PG study on these policies such as environmental, budget, health and climate policies.

Future Research On Policy Gridlock (PG) Studies

Based on qualitative analysis, this research generates several future research questions from several PG articles by grouping the nature of the discussion as shown in Table 3.

DISCUSSIONS

Our meta-analysis of the literature on 94 PG articles in the public policy discipline successfully addresses the research questions in this article and expands on previous studies of PG. This qualitative analysis is strengthened by the results of VOSviewer so that it can strengthen the answers to the research questions. For the first research question, this study finds that empirically contemporary PG research is mostly still conducted in developed

countries such as the US and the European Union. Furthermore, for the research methods carried out, the quantitative method is still the most common method used in the assessment of PG studies. Meanwhile, the level of government, the central or national government is still the most studied by looking at the relationship between the executive and the legislature most commonly found in PG publications. Thus, scholars need to examine non-Western countries with levels of government at the local level as well as look at the broader relations of decision-making institutions to extend PG theories further.

Then, in the second research question, the analysis reveals two major typologies in PG studies, namely the formation, and completion of PG. Whereas in each of these typologies, it can be further divided according to sub-typologies with the same conditions, namely looking at the process, antecedents, and impacts. The most researched typology is related to the formation of PG by looking at the causes of the PG. This can be explained because: First, the formation of PG is still being debated by experts whether it is related to divided government or conflicts between chambers and between branches of government and the factors behind the occurrence of this gridlock (Saeki, 2009; Heo, 2013) so it is interesting to discuss. Second, these issues can broadly explain the various interests that can influence policymaking (Levan, 2011; Dodge & Lee, 2017). Third, experts can discuss and make comparisons regarding various mechanisms, designs, and institutional authorities on the dynamics of PG (Krehbiel, 1996; Binder, 1999; Crombez & Hix, 2014).

Furthermore, on the third research question, this study found that sectors that are often discussed by several publications are still generally discussing policy outputs in general or all policies discussed in the legislative process at a certain time. Although from the results of primary data processing and VOSviewer mapping, it is stated that several sectors have also been extensively studied in PG studies, such as environmental policy, climate policy, and budget policy. This finding implies that scholars need to examine and study in depth

the dynamics that occur in PG studies if they are focused on certain sectoral policies.

Using typology in PG studies, future research can be seen regarding the formation of PG and completion of PG and adjusted to the focus of discussion of each article. Looking at the process of forming PGs, several publications suggest being able to look at different interest actors (Heo, 2013), including the interaction mechanisms (Culhane et al., 2021), different institutional designs (Crosson, 2019; Harden & Kirkland, 2021), and reviewing other policies (Woon & Cook, 2015). Furthermore, related to the causes of the formation of PG, scholars are directed to explore the policies that are the causes, including the positions of the actors (Binder, 1999; König & Troeger, 2005; Beckmann & Mcgann, 2008; Saeki, 2009), as well as other factors that cause the formation of PG (Kamal & Burton, 2012). Other future research regarding the impact of PG formation still suggests a comparative policy case (Bechtel & Füss, 2008; Kelley & Marshall, 2010; Citi & Justesen, 2016).

In addition, the PG settlement process should be directed at further deepening the negotiation mechanism to obtain an agreement (Mukhtarov & Gerlak, 2014; Dodge, 2015; Warntjen, 2017), as well as comparisons at various levels of government as case studies (Brown & Hess, 2016). Furthermore, it is recommended that the typology of causes of PG resolution be deepened through other cases and the use of more varied data (Colomer, 2005; Müller & Slominski, 2013), other causal factors (Krutz, 2000), including actors in the dynamics of negotiations (Hohendorf et al., 2020). Finally, regarding the impact of PG completion, it outlines further research space to deepen institutional design (Konisky & Woods, 2016), and evaluate public responses to PG settlement strategies (Reeves & Rogowski, 2022).

CONCLUSION

The dearth of literature review studies that thoroughly examine PG publications from 1988 to 2022 pinpoints the diverse research typology and underscores the vacancy for research in this sector to fill. This study aims to expand on and complement previous studies on the topic of

PG by identifying and elaborating on the context of PG studies, classifying research policy sectors, highlighting research clusters, and future agendas for PG scholars. More than half of the PG empirical research was carried out in Western countries, especially American and European countries. While Asian countries still receive less attention from PG scholars in the research context, especially Southeast Asian countries in the field of PG. In addition, the central and national governments are empirically the most common types of government levels studied by PG experts, while PG experts pay less attention to local and sub-national governments. Therefore, future studies need to explore this context, to comprehensively develop the topic of PG.

The new findings of this study relate to the division of research typologies in the PG literature. They are the formation of PGs and the completion of PGs with the same sub-typology, namely discussing processes, causes, and impacts. This study also found that the causes of PG formation dominate the progress of the PG literature, while the impact on PG settlement is the least popular. Finally, our study offers 28 future research questions for PA and policy studies scholars to broaden PG research topics based on research typologies (see Table 3).

This article has several limitations, namely it only accommodates articles from the Scopus database, and our sample is limited to social science journals to focus on Public Administration (PA) journals and policy studies. Therefore, this study suggests several avenues for the future. First, future studies can re-analyze the latest SLR studies to uncover new research typologies that have the potential to enrich the development of PG constructs in the PA field. Second, future metaanalytic studies may adopt journals from outside the Scopus database and social science disciplines because many scholars of PA and policy studies can publish their interdisciplinary work outside of PA journals as well as policy studies.

ACKNOWLEDGEMENTS

The Authors would like to thank everyone who was involved in this literature review, in particular, the Public Administration

Science Doctoral Program at Gadjah Mada University, Indonesia.

REFERENCES

- Aviram, N. F., Cohen, N., & Beerli, I. (2020). Policy entrepreneurship in developing countries: A systematic review of the literature. *Public Administration and Development*, 40 (1), 35–48. <https://doi.org/10.1002/pad.1852>
- Bartocci, L., Grossi, G., Mauro, S. G., & Ebdon, C. (2022). The journey of participatory budgeting: a systematic literature review and future research directions. *International Review of Administrative Sciences*, 1–18. <https://doi.org/10.1177/00208523221078938>
- Baxter, S., Barnes, A., Lee, C., Mead, R., & Clowes, M. (2022). Increasing public participation and influence in local decision-making to address social determinants of health: a systematic review examining initiatives and theories. *Local Government Studies*, 00 (00), 1–27. <https://doi.org/10.1080/03003930.2022.2081551>
- Bechtel, M. M., & Füss, R. (2008). When Investors Enjoy Less Policy Risk: Divided Government, Economic Policy Change, and Stock Market Volatility in Germany, 1970-2005. *Swiss Political Science Review*, 14(2), 287–314.
- Becker, F. (1993). The politics of closing state mental hospitals: A case of increasing policy gridlock. *Community Mental Health Journal*, 29(2), 103–114. <https://doi.org/10.1007/BF00756336>
- Beckmann, M. N., & McGann, A. J. (2008). Navigating The Legislative Divide: Polarization, Presidents, and Policy Making In The United States. *Journal of Theoretical Politics*, 20(2), 201–220. <https://doi.org/10.1177/0951629807085818>
- Binder, S. A. (1999). The Dynamics of Legislative, 1947-96. *American Political Science Review*, 93(3), 519–533.
- Binder, S. A. (2000). Going Nowhere: A Gridlocked Congress. *The Brookings*

- Review, 18(1), 16–19.
- Börzel, T. A., & Risse, T. (2018). From the euro to the Schengen crises: European integration theories, politicization, and identity politics. *Journal of European Public Policy*, 25(1), 83–108. <https://doi.org/10.1080/13501763.2017.1310281>
- Boushey, G. T., & McGrath, R. J. (2020). Does partisan conflict lead to increased bureaucratic policymaking? evidence from the american states. In *Journal of Public Administration Research and Theory* (Vol. 30, Issue 3, pp. 432–447). <https://doi.org/10.1093/jopart/muz030>
- Bowling, C. J., & Ferguson, M. R. (2001). Divided government, interest representation, and policy differences: Competing explanations of gridlock in the fifty states. *Journal of Politics*, 63(1), 182–206. <https://doi.org/10.1111/0022-3816.00064>
- Brown, K. P., & Hess, D. J. (2016). Pathways to policy: Partisanship and bipartisanship in renewable energy legislation. *Environmental Politics*, 25(6), 971–990. <https://doi.org/10.1080/09644016.2016.1203523>
- Callander, S., & Krehbiel, K. (2014). Gridlock and delegation in a changing world. *American Journal of Political Science*, 58(4), 819–834. <https://doi.org/10.1111/ajps.12105>
- Caplan, A. L., & Priester, R. (1992). For Better or Worse?: The Moral and Policy Lessons of Minnesota's HealthRight Legislation For Better or Worse?: The Moral and Policy Lessons of Minnesota's HealthRight Legislation. *Kennedy Institute of Ethics Journal*, 2(3), 201–215. <https://doi.org/10.1353/ken.0.0080>
- Carcelli, S. P. (2022). Congressional polarization and limitation riders in foreign aid appropriations. *International Politics*, 59(5), 898–924. <https://doi.org/10.1057/s41311-021-00324-1>
- Chiou, F. Y., & Rothernberg, Lawrence S. (2003). When pivotal politics meets partisan politics. *American Journal of Political Science*, 47(3), 503–522. <https://doi.org/10.1111/1540-5907.00036>
- Citi, M., & Justesen, M. K. (2016). Institutional constraints, legislative activism and policy change: The case of the European Union. *European Journal of Political Research*, 55(3), 609–625. <https://doi.org/10.1111/1475-6765.12150>
- Clinton, J. D. (2019). Lawmaking in American Legislatures: An empirical investigation. In *Journal of Public Policy* (Vol. 39, Issue 1, pp. 143–175). <https://doi.org/10.1017/S0143814X17000265>
- Colomer, J. M. (2005). Policy making in divided government: A pivotal actors model. *Public Choice*, 125(3), 247–269. <https://doi.org/10.1007/s11127-005-4598-6>
- Crombez, C., & Hix, S. (2014). Legislative Activity and Gridlock in the European Union. *British Journal of Political Science*, 45(3), 477–499. <https://doi.org/10.1017/S0007123413000380>
- Crosson, J. M. (2019). Control Rules and Policy Output in American Legislatures. *Legislative Studies Quarterly*, 44(1), 3–33. <https://doi.org/10.1111/lsq.12210>
- Culhane, T., Hall, G., & Roberts, J. T. (2021). Energy Research & Social Science Who delays climate action? Interest groups and coalitions in state legislative struggles in the United States. *Energy Research & Social Science*, 79, 102114. <https://doi.org/10.1016/j.erss.2021.102114>
- Devrizon, Kumorotomo, W., & Hadna, A. H. (2024). Analysis of the Budget Formulation Process Through the Multiple Streams Approach. *Journal of Governance and Regulation*, 13(1 Special issue), 299–309. <https://doi.org/10.22495/jgrv13i1siart4>
- Dodge, J. (2015). The deliberative potential of civil society organizations: framing hydraulic fracturing in New York. *Policy Studies*, 36(3), 249–266. <https://doi.org/10.1080/01442872.2015.1065967>
- Dodge, J., & Lee, J. (2017). Framing Dynamics and Political Gridlock: The Curious Case of Hydraulic Fracturing in New York. *Journal of Environmental Policy and Planning*, 19(1), 14–34.

- <https://doi.org/10.1080/1523908X.2015.1116378>
- Faling, M., Biesbroek, R., Vinkhuyzen, S. K., & Termeer, K. (2019). Policy entrepreneurship across boundaries : a systematic literature review *. *Journal OfPublic Policy*, 39(2), 393–422. <https://doi.org/10.1017/S0143814X18000053>
- Feldman, D. L., Peretz, J. H., & Jendrucko, B. D. (1994). policy gridlock in waste management : Balancing federal and state concerns. *Policy Studies Journal*, 22(4), 589–603.
- Gelman, J., & Wilson, S. L. (2022). Measuring Congressional Partisanship and Its Consequences. *Legislative Studies Quarterly*, 47(1), 225–256. <https://doi.org/10.1111/lsq.12331>
- Happaerts, S., Schunz, S., & Bruyninckx, H. (2012). Federalism and Intergovernmental Relations : The Multi-Level Politics of Climate Change Policy in Belgium. *Journal of Contemporary European Studies*, 20(4), 441–458. <https://doi.org/10.1080/14782804.2012.737662>
- Harden, J. J., & Kirkland, J. H. (2021). Does Transparency Inhibit Political Compromise? *American Journal of Political Science*, 65(2), 493–509. <https://doi.org/10.1111/ajps.12564>
- Heo, I. (2013). The Political Economy of Policy Gridlock in South Korea : The Case of the Lee Myung-bak Government ' s Green Growth Policy. *Politics & Policy*, 41(4), 509–535. <https://doi.org/10.1111/j.1747-1346.2008.00145.x/abstract>
- Hicks, W. D. (2015). Partisan Competition and the Efficiency of Lawmaking in American State Legislatures, 1991–2009. *American Politics Research*, 43(5), 743–770. <https://doi.org/10.1177/1532673X14564388>
- Hix, S. (2018). When Optimism Fails: Liberal Intergovernmentalism and Citizen Representation*. *Journal of Common Market Studies*, 56(7), 1595–1613. <https://doi.org/10.1111/jcms.12785>
- Hohendorf, L., Saalfeld, T., & Sieberer, U. (2020). Veto power fosters cooperative behaviour : institutional incentives and government- opposition voting in the German Bundestag. *West European Politics*, 44(4), 1–25. <https://doi.org/10.1080/01402382.2020.1739868>
- Johannes, A. E., Kusumasari, B., Hadna, A. H., & Retnandari, N. D. (2023). Human Trafficking: A Systematic Review and Future Research Agenda. *JKAP (Jurnal Kebijakan Dan Administrasi Publik)*, 27(2), 107. <https://doi.org/10.22146/jkap.84709>
- Jones, D. R. (2001). Party polarization and legislative gridlock. *Political Research Quarterly*, 54(1), 125–141. <https://doi.org/10.1177/106591290105400107>
- Kalu, K. N. (2005). Competing ideals and the public agenda in medicare reform : The “garbage can” model revisited. In *Administration and Society* (Vol. 37, Issue 1). <https://doi.org/10.1177/0095399704272593>
- Kamal, R. D., & Burton, C. (2012). Policy Gridlock Versus Policy Shift in Gun Politics: A Comparative Veto Player Analysis of Gun Control Policies in the United States and Canada. *World Affairs*, 181(4), 317–347. <https://doi.org/10.1177/0043820018814356>
- Kang, M. (2017). Representation, sophisticated voting, and the size of the gridlock region. *Journal of Theoretical Politics*, 29(4), 623–646. <https://doi.org/10.1177/0951629817710564>
- Kelley, C. S., & Marshall, B. W. (2010). Going it Alone : The Politics of Signing Statements from Reagan to Bush II. *Social Science Quarterly*, 91(1), 168–187.
- Kemp, L. (2016). Bypassing the ‘ratification straitjacket’: reviewing US legal participation in a climate agreement. *Climate Policy*, 16(8), 1011–1028. <https://doi.org/10.1080/14693062.2015.1061472>
- Klarner, C. E., Phillips, J. H., & Muckler, M. (2012). Overcoming fiscal gridlock: Institutions and budget bargaining.

- Journal of Politics*, 74(4), 992–1009. <https://doi.org/10.1017/S002238161200062X>
- König, T., & Troeger, V. E. (2005). Budgetary Politics and Veto Players. *Swiss Political Science Review*, 11(4), 47–75.
- Konisky, D. M., & Woods, N. D. (2016). Environmental Policy, Federalism, and the Obama Presidency. *Publius: The Journal of Federalism*, 46(3), 366–391. <https://doi.org/10.1093/publius/pjw004>
- Krehbiel, K. (1996). Institutional and Partisan Sources of Gridlock. *Journal of Theoretical Politics*, 8(1), 7–40. <https://doi.org/10.1177/0951692896008001002>
- Krutz, G. S. (2000). Getting around Gridlock: The Effect of Omnibus Utilization on Legislative Productivity. *Legislative Studies Quarterly*, 25(4), 533–549.
- Laloux, T. (2020). Informal Negotiations in EU legislative Decision-Making: A Systematic Review and Research Agenda. *European Political Science*, 19(3), 443–460.
- Lame, G. (2019). Systematic Literature Reviews: An Introduction. *International Conference on Engineering Design, Iced 19, August*, 5–8. <https://doi.org/10.1017/dsi.2019.169>
- Levan, A. C. (2011). Power Sharing and Inclusive Politics in Africa's Uncertain Democracies. *Governance*, 24(1), 31–53.
- Levine, C. H. (1988). human resource erosion and the uncertain future of the U.S civil service : from policy gridlock to structural fragmentation. *Governance*, 1(2), 115–116.
- Lynch, T. D. (1992). Federal budgeting prognosis: Madison's nightmare? *International Journal of Public Administration*, 15(5), 1053–1066. <https://doi.org/10.1080/01900699208524749>
- Mcdonnell, J. (2020). Municipality size, political efficacy and political participation : a systematic review. *Local Government Studies*, 46(3), 331–350. <https://doi.org/10.1080/03003930.2019.1600510>
- Mukhtarov, F., & Gerlak, A. K. (2014). Epistemic forms of integrated water resources management: towards knowledge versatility. *Policy Sciences*, 47(2), 101–120. <https://doi.org/10.1007/s11077-013-9193-y>
- Müller, P., & Slominski, P. (2013). Agree now - pay later: Escaping the joint decision trap in the evolution of the EU emission trading system. *Journal of European Public Policy*, 20(10), 1425–1442. <https://doi.org/10.1080/13501763.2013.800794>
- Neubauer, D. W. (1986). Are We Approaching Judicial Gridlock? A Critical Review of the Literature. *The Justice System Journal*, 11(3), 363–387.
- O'sullivan, T. M., & Emmelhainz, R. (2014). Reframing the climate change debate to better leverage policy change: An analysis of public opinion and political psychology. In *Journal of Homeland Security and Emergency Management* (Vol. 11, Issue 3, pp. 317–336). <https://doi.org/10.1515/jhsem-2013-0117>
- Ouimet, M., Jette, D., Fonda, M., Jacob, S., & Bedard, P. O. (2017). Use of systematic literature reviews in Canadian government departments : Where do we need to go? *Canadian Public Administration*, 60(3), 397–416. <https://doi.org/10.1111/capa.12225>
- Peeters, R., & Campos, S. A. (2022). Street-level bureaucracy in weak state institutions : a systematic review of the literature. *International Review of Administrative*, 1–19. <https://doi.org/10.1177/00208523221103196>
- Peterson, P. E., & Greene, J. P. (1994). Why Executive-Legislative Conflict in the United States is Dwindling. *British Journal of Political Science*, 24(1), 33–55. <https://doi.org/10.1017/S0007123400006773>
- Petkovsek, V., Hrovatin, N., & Pevcin, P. (2021). Local Public Services Delivery Mechanisms : A Literature Review. *LEX LOCALIS*, 19(1), 39–64.
- Pradana, I. P. yoga bumi, Susanto, E., & Kumorotomo, W. (2022). Bibliometric Analysis of Public Sector Innovation Total Number of. *Jurnal Ilmu Sosial Dan Ilmu Politik*, 25(3), 297–315.
- Reeves, A., & Rogowski, J. C. (2022). Unilateral Inaction: Congressional Gridlock, Interbranch Conflict, and Public Evaluations of Executive Power. *Legislative Studies Quarterly*, 47(2), 427–457. <https://doi.org/10.1111/lsq.12353>
- Rinfret, S., & Cook, J. (2014). Environmental Policy Can Happen: Shuttle Diplomacy

- and the Reality of Reg Neg Lite. *Environmental Policy and Governance*, 24(2), 122–133. <https://doi.org/10.1002/eet.1641>
- Saeki, M. (2009). Gridlock in the government of the United States: Influence of divided government and veto players. *British Journal of Political Science*, 39(3), 587–607. <https://doi.org/10.1017/S0007123408000550>
- Setyati, R., & Utomo, W. (2015). Implementasi Kebijakan Penataan Ruang Terbuka Hijau Kawasan Perumahan Kota Banjarbaru. *JKAP (Jurnal Kebijakan Dan Administrasi Publik)*, 19(1), 59. <https://doi.org/10.22146/jkap.7534>
- Suominen, A., & Hajikhani, A. (2021). Research themes in big data analytics for policymaking: Insights from a mixed - methods systematic literature review. *Policy & Internet*, 13(4), 464–484. <https://doi.org/10.1002/poi3.258>
- Taylor, A. J. (1998). Explaining Government Productivity. *American Politics Quarterly*, 26(4), 439–458.
- Warntjen, A. (2017). Why no Gridlock? Coping with Diversiy in Council of the European Union. *Journal of Contemporary European Research*, 13(1), 963–979.
- Woon, J., & Cook, I. P. (2015). Competing Gridlock Models and Status Quo Policies. *Political Analysis*, 23(3), 385–399. <https://doi.org/10.1093/pan/mpv004>
- Zhavoronok, A., Chub, A., Yakushko, I., Kotelevets, D., Lozychenko, O., & Kupchyshyn, O. (2022). Regulatory Policy : Bibliometric Analysis Using the VOSviewer Program Regulatory Policy : Bibliometric Analysis Using the VOSviewer Program. *International Journal of Computer Science and Network Security*, 22(1), 39–48. <https://doi.org/10.22937/IJCSNS.2022.22.1.7>