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Identity, Intellectual and Paradigm Dialogue: India and Indonesia Public Administration Research in Global Order

Prakoso Bhairawa Putera
Indonesian Institute of Science, prak001@lipi.go.id

Rostiena Pasciana
Universitas Garut, rostiena_pasciana@yahoo.co.id

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Prakoso Bhairawa Putera[1, 3], dan Rostiena Pasciana[2,3]

[1]Indonesian Institute of Science; [2]Universitas Garut, [3]Doctoral Programme of Administrative Sciences, Faculty of Social and Political Sciences, Universitas Padjadjaran;

Correspondence to Prakoso Bhairawa Putera prak001@lipi.go.id

ABSTRACT

This paper attempts to scrutinize the concerned debates related to crises in Public Administration which convey identity, intellectuals and paradigms. Identity, intellectual and paradigm were examined and elaborated from the dialogues from a number of figures in Europe and America chapter. Additionally, the researchers initiate to enrich the analysis by providing the elaborated dialogues of Public Administration researchers in India and Indonesia, obtained from the Scopus database in the last 20 years (2000-2019). Paradigm that public administration in America and Eropa has no longer entangled a debate between "Science" or "Arts", but administration deals more with a profession. The enlargement of Public Administration research in the last two decades in Indonesia engaged several schemes in: local government, decentralization, leadership, governance, and good governance, while researchers in India emphasized the dialogue on issues related to: e-government, governance, e-governance, partnership and sustainable development. Existed debates from Indonesia and India authors in the field of public administration, dominantly involve concerned issues such as: e-government, local government and governance encouraging the emergence of future debates.

Keywords: Public Administration; Identity Crisis; Intellectual Crisis; Paradigm Crisis; bibliometric; India; Indonesia

I. INTRODUCTION

The longstanding debate in Public Administration that has taken place to date for more than a century ago when Wilson (1886) delivered a lecture at Cornell University entitled, "Administrative Studies", which was later published in the Political Science Quarterly (Woodrow Wilson, 1887). In his essay, Wilson endeavored to refocus political science that had gone far from political goals to more global operational questions regarding a more practical means of government (Graham Allison, 2006). Wilson acknowledged the

constraint for more practical knowledge in the modern era as Wilson's terms pointing out that "it is more difficult to implement a constitution than to formulate it." Wilson's essay publication later became "The Beginning of Public Administration as a specific field of study" (Hogan & Howlett, 2015; James D Carroll & Zuck, 1983).

It was Wilson, too, who explicitly articulated the administrative dichotomy as part of political science, or recognized as the dichotomy between "politics" and "administration". The debate has been continued, leading to discussions from journals, books, classes in the lecture room, to seminars on the position of "Public Administration (further recognized as State Administration)" as a science or arts (Domarkas, 2011; Hafer, 2016; Haque, 1996; Hummel, 1989; Jun, 1993; Kirwan, 1977; Ostrom & Allen, 2007; Woodrow Wilson, 1887). The notion had been supported by Riccucci (2010) stipulating that Public Administration is not questionable whether it is worthy of being considered as science or arts. Therefore, this paper attempts to scrutinize the concerned debates related to crises in Public Administration which convey identity, intellectuals and paradigms.

II. ANALYSIS METHOD AND FRAMEWORK

In order to provide an overview and analysis of this topic, the framework is developed in this paper as follows.
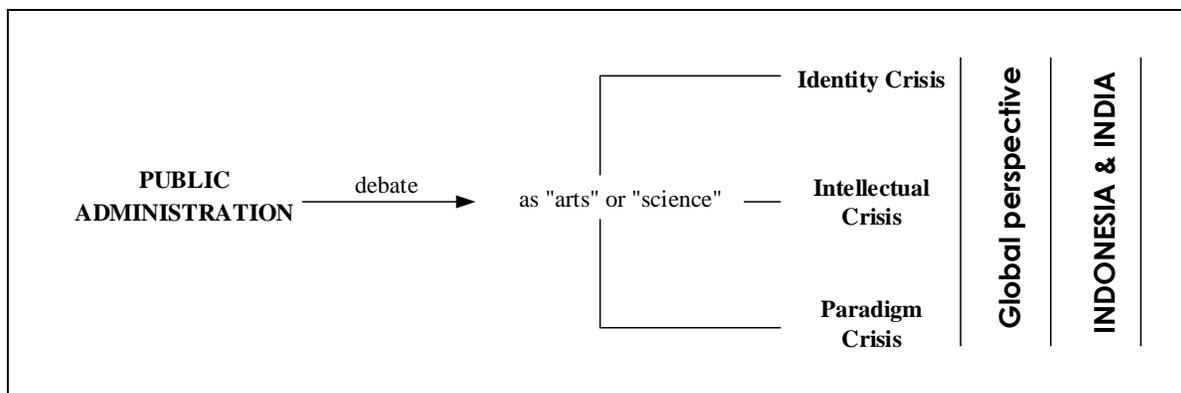

Figure 1. Framework for Analysis Unraveling Crisis Debates in Public Administration

Based on the framework in Figure 1, the administrative debate distinguished as "arts" or "science" is portrayed from the three crises, such as: identity, intellectual and paradigm.

Furthermore, the three crises were examined and elaborated from the dialogues from a number of figures in Europe and America chapter. Additionally, the researchers initiate to enrich the analysis by providing the elaborated dialogues of Public Administration researchers in India and Indonesia, obtained from the Scopus database in the last 20 years (2000-2019) and bibliometric analysis (Putera et al., 2020). Scopus database was searched by utilizing the keyword of "Public Administration", with the subject area of "Social Sciences" and source type of "Journal", accessed from the Scopus database on May 20, 2020. This research utilizes literature studies to formulate of the problem.

III. RESULT AND DISCUSSION

3.1 Identity Crisis: Response to "politics" - "administration"

As a consequence of the refusal to define administrative theory, such as political-administrative dichotomy and principle approach, the discipline of public administration faces an identity crisis. Numerous public administration scholars have responded to this crisis; in seek of restoring identity into chief discipline (political science), which is no longer accepted. John Gaus (1950) in his article entitled "Trends in public administration theory", published in Public Administration Review developed a thesis affirming *"a theory of public administration means in our time of politics"* (Gaus, 1950). In addition, Roscoe Martin wrote an article in 1952 entitled *"dominion of Political Science over Public Administration"* (Martin, 1952).

Public administration naturally aims to find alternatives, which is available in the form of administrative science. It is unfortunate that public administration has lost its distinctiveness in terms of identifying the identity into broader context of understanding. The protagonist from this view states that administration is a sole administration regardless of regulation, and it is on this premise that the journal of Science Administration Quarterly was founded in 1956 to facilitate the development of Public Administration. In addition,

Fred W. Riggs affirmed his thought recounting that: *"through macro, systemic, ecological and structural functional models of the administrative system, new vistas are opened for cross-cultural administrative research"* (Riggs, 1961). As a consequence, such notion encouraged the establishment of new relationship between political science and public administration (Hafer, 2016; Konečný, 2020; Sahni & Vayunandan, 2010).

Public Administration during the 1960s was regarded active in terms of discussions and thoughts about the 'New Human Relations' approach, popularized by scholars including Chris Argyris, Rensis Likert, Douglas McGregor and Warren Bennis. Their writings emphasized*"need for changing the traditional assumptions about human nature and for making an organization an organic institution"* (Sahni & Vayunandan, 2010).

Both political science and public administration have enthused to a new 'post-behavioral era'. It is inevitable that immense attention is devoted to develop an interdisciplinary, value-laden and philosophically non-parochial approach. The 1960s provided the two other major developments in administration, conveying: (a) the crystallization of the concepts in development administration (Edward Weidner and Fred W. Riggs) and (ii) New Public Administration (Dwight Waldo). As a result, both developments underpinned the post-behavioral revolution initiated by David Easton and others.

3.2 Intellectual Crisis

The presence of an intellectual crisis emerges as a result of the protracted political-administrative dichotomy; thus, the legitimacy of Public Administration strives to be debatable (Haque, 1996; Kuhn, 2012). Haque further asserted that in the current world order, Public Administration is faced with three forms of intellectual challenges, including credibility, normative crisis and self-confidence crisis. Furthermore, Vincent Ostrom believed that the discipline of Public Administration must be reviewed to achieve greater conviction in facing the intellectual crisis. Ostrom even suggested that bureaucratic theory as a central concept of Public Administration was replaceable with the more commonly recognized theory of public agencies (Ostrom & Allen, 2007).

"Public agencies are not viewed simply as bureaucratic units performing those services which someone at the top instructs them to perform. Rather, public agencies are viewed as means for allocating decision making capabilities in order to provide public goods and services responsive to the preferences of individuals in different social contexts (Ostrom & Allen, 2007)"

This attitude emerged as a form of correction of Public Administration thoughts based on theoretical propositions as formerly formulated by Woodrow Wilson a century ago, stating: a) there will always be a dominant center of power in the government system; b) there is a high capacity which is difficult to share raising irresponsibility and difficulty to control; c) the constitutional structure determines the composition of the center of power; d) the governance process is separated into two parts of politics and administration; e) although institutions and political processes greatly vary from government to government, the hierarchical system becomes the determinant, and f) administrative perfection plays as key role to achieve progress in human welfare (Chala & Oksana M. Poplavska, 2020; Ostrom & Allen, 2007).

3.3 Paradigm Crisis

The development of Public Administration has been inevitable from the debate of "paradigm", engaging the notable figures such as Nicholas Henry (1975), Frederickson (1976), and Kast and Rosenzweig (1981) into three fighters provoking discussions in the area of "paradigm". This 'paradigm' debate has been illustrated by shifts and differences (in terms of objectives, theories and methodologies or epistemology as well as values that underlie the views of these figures).

Long before the battle, it was Thomas Kuhn postulating a reference to the concept of paradigm, recognized as the framework of theory (Kuhn, 2012; Sagarik, 2019). Paradigm appears from the endorsement of scientific community overlooking at 'something' as a paradigm, supported by the construction of theory, epistemology and methodology. Thus, such starting point serves as a battle of "paradigms" in the world of Public Administration.

Nicholas Henry, further decided to declare the paradigm by examining the "locus and focus" of Public Administration. In addition, Nicholas Henry idea was also employed by

Golembiewski, acknowledged as the matrix approach of *locus & focus (2 x 2 matrix)* (Robert T. Golembiewski, 1977)[1], divided into five paradigms (Henry, 1975, 2016), which include:

Paradigm 1: Politico-Administrative Dichotomy (1900 - 1926) The focus of the science of state administration is limited to the problems of organization, staffing, and budgeting in the government bureaucracy while the problems of government, politics, and policy become the substance of political science (Henry, Public Administration and Public Affairs, 1975).	**Figures** Frank J. Goodnow Leonard D White
Paradigm 2: Administrative Principles (1927-1937) The locus of state administration is not a problem in this paradigm; the focus is on the focus of "administrative principles" which are considered universal in all forms of organization and in each socio-cultural environment.	**Figures** Mary Parker Follet Willoughby Henry Fayol
Paradigm 3: Public Administration as Political Science (1950-1970) This pattern was marked by the return of administrative studies into the political science environment, and the acceptance of the fact that the implementation of administrative principles is influenced by various environmental factors, not by "value free" or universal consideration. This concept further encouraged the development of comparative studies in the fields of political science and public administration. Even though the administration has returned to the political sphere, there is a separation of locus and focus and between the two.	**Figure** Nicholas Henry

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[1] Four phases in the development of Public Administration, including; (1) the political analytic difference phase (2) the concrete political difference phase, (3) the management phase, and (4) the orientation phase. Golembiewski also highlighted the existence of three comprehensive paradigms in the development of thoughts, which include (1) the traditional paradigm, (2) the social psychology paradigm, and (3) the humanitarian / systemic paradigm. Golembiewski offers a critique of such paradigms presenting drawbacks and the growth of anti-paradigm symptoms, clarifying as small (mini) paradigms (Golembiewski, 1977).

Paradigm 4 : State Administration as Administrative Science (1956-1970) The return of state administration into the political science environment encouraged the development of behavioral science in the field of administrative studies that developed in two ways, which were: organizational theory (to better understand organizational behavior from all points of view, such as social-psychology in "organization development" and management science including quantitative analysis, system analysis, operation research, econometrics, etc.) serving as the focus of paradigm 4.	**Figures:** Herbert A. Simon Henderson Thompson Caldwell
Paradigm 5 Public Administration as Public Administration This paradigm identifies itself with problems and public interests as the locus, along with organizational theory, management science, and public policy as the focus	**Figure** Nicholas Henry

Another view came from H. revealing the 5 paradigms, employed as a division in the development of public administration, including: (1) Classical Bureaucracy, (2) Neo-Classical Class Bureaucracy, (3) Institutional, (4) Humanitarian Relations, and (5) Public Choice (Frederickson, 1976). This view is subsequently revised into the sixth paradigm, which was: (6) New State Administration (Frederickson, 1976, 1991).

3.4 Development of Public Administration Research in India and Indonesia

Based on Scopus data from 2000-2019, the 924 articles were obtained from Indonesian authors, consisting of 1,507 articles from Indian authors, and globally there were 14,573 articles written by authors from all countries under the topic of "Public Administration" over the past two decades. Indonesia-India and Global publications trends have been gaining interest in the field of Public Administration (Figure 2) highlighted by the annual trend of this field. This finding confirms that more researchers have concerned towards the issues of public administration, under the Scopus-indexed International Journal.
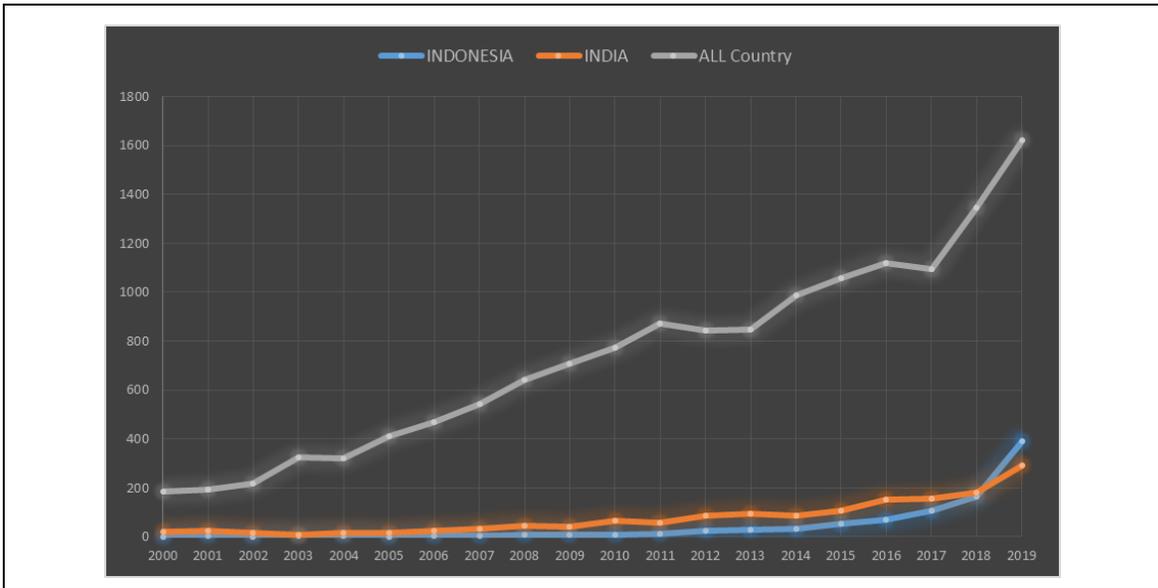
Figure 2. Trends in Public Administration "Global Administration" compared to India and Indonesia

The enlargement of Public Administration research in the last two decades in Indonesia engaged several schemes in: local government, decentralization, leadership, governance, and good governance (see Figure 3), while researchers in India emphasized the dialogue on issues related to: e-government, governance, e governance, partnership and sustainable development (see Figure 3).

Figure 3. Comparison of Keywords in Public Administration between Indonesia and India

Author collaboration with affiliates from Indonesia in the field of public administration, was conducted with countries (Top 5 collaborations) such as: Australia, United States, Malaysia, Netherlands, and United Kingdom (see Figure 3); while collaboration with affiliates from India included the United States, United Kingdom, Australia, Netherlands and Canada (see Figure 3). For the field of public administration, collaboration between Indonesian and Indian authors from 2000-2019 were depicted from the 10 articles as in Table 1).

Table 1. Collaboration between Indonesian and Indian authors in the field of Public Administration

Rank	Author, Year	Title	Source title	Cited by
1st	(Nesheim et al., 2014)	Causal chains, policy trade offs and sustainability: Analysing land (mis)use in seven countries in the South	Land Use Policy	21
2nd	(Reed et al., 2015)	Resilience projects as experiments: implementing climate change resilience in Asian cities	Climate and Development	15
3rd	(Waisman et al., 2019)	A pathway design framework for national low greenhouse gas emission development strategies	Nature Climate Change	13
4th	(Stevanovic et al., 2015)	The Relationships Between Alcohol/Drug Use and Quality of Life Among Adolescents: An International, Cross-Sectional Study	Journal of Child and Adolescent Substance Abuse	6
5th	(Shi et al., 2018)	Fourteen Actions and Six Proposals for Science and Technology-Based Disaster Risk Reduction in Asia	International Journal of Disaster Risk Science	4
6th	(Tallis et al., 2019)	Aligning evidence generation and use across health, development, and environment	Current Opinion in Environmental Sustainability	1
7th	(Cometto et al., 2019)	Analysing public sector institutional capacity for health workforce governance in the South-East Asia region of WHO	Human Resources for Health	1
8th	(Nguyen et al., 2019)	Role of politics and government in digital age [Papel de la política y el gobierno en la era digital]	Opcion	0
9th	(Rahim et al., 2019)	Green cloud computing ideas with security threats and solutions [Ideas de computación en la nube verde con amenazas y soluciones de seguridad]	Opcion	0
10th	(Nurul et al., 2019)	The effect of transformative interactive capability on team performance: An empirical investigation	International Journal of Innovation, Creativity and Change	0

Figure 3. Comparison of Research Collaboration in Public Administration between Indonesia and India

IV. CONCLUSION

It remains a long debate among numerous thoughts enriching the Public Administration scheme. Therefore, public administration is not merely perceived as "Science" or "Arts". Administration has been further identified more concretely, as a profession, which was administered by administrators, serving both as worker in government and in private sphere. Reinventing Government as written by Osborne and Gaebler (1991) provides a paradigm that public administration in America has no longer entangled a debate between "Science" or "Arts", but administration deals more with a profession. Existed debates from Indonesia and India authors in the field of public administration, dominantly involve concerned issues such as: e-government, local government and governance encouraging the emergence of future debates.

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