

## Development and Dynamics of State Administration in Indonesia: The Struggle of the Discourse of the “State” Administration vis a vis the “Public” Administration



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**ABSTRACT:** Since Woodrow Wilson “stirred up” the United States public through his writing entitled *The Study of Administration* (1887) in the journal *Political Science Quarterly*, state administration began to develop worldwide, including to Indonesia. Since the 1990s, the state administration has grown considerably compared to Wilson's time. It cannot be denied that the development of State Administration Science is so massive in its home country of the United States and other Anglo-Saxon countries such as England, Canada, Australia and New Zealand. While in developing countries, the dynamics of State Administration is not so intense because there is still strong political, bureaucratic and cultural control. The concept of “State Administration” is not “public administration” for a while until the author can accept the logic thinking (epistemology) of Public Administration as the mainstream science of State Administration in Indonesia today. In theory, concepts and paradigms, state administration is experiencing a fairly rapid development. Many contemporary theories have emerged in the repertoire of State Administration that criticize and enrich classical theories such as theories about Organization and bureaucracy. That development is something natural considering that state administration is part of the social sciences that have dynamic characteristics, unlike the Natural Sciences which tend to be passive and positivistic. This development should be appreciated because it indicates that the state administration is able to exist in the midst of increasingly complex community problems and needs concrete solutions.

**KEYWORDS:** State Administration, Public Administration

### I. INTRODUCTION

The development of theories, concepts and paradigms in administration is also very diverse (distinct) and unique (Aneta, 2012; Gow & Dufour, 2000). Every ingenious-scholar of State Administration has a theory and concept of State Administration with arguments and interpretations that are different from each other, so that the dynamics of State Administration thinking is so much felt (Cristofaro, 2020). In addition, the condition of an increasingly globalized world where the increasingly unclear geographical boundaries of the country thanks to the information technology revolution, also influenced the development of theories, concepts and paradigms of State Administration (Nur et al., 2022). More and more theories, concepts and paradigms of State Administration have been co-opted with the ideology of globalization that wants every country, into a territorial unity in a non-physical. That is, there are no more barriers or national borders that are too far to reach because everything can be explored in a short time by utilizing information technology media.

This dynamic has had a great influence on the science of State Administration in various parts of the world. Not only in his home country and in other developed countries, in developing countries, especially Indonesia, the discourse of State Administration scientists is developing rapidly and is so dynamic (Lutfi, 2020). Conceptually there has been a very significant development in the theory and paradigm of State Administration in Indonesia (Soehartono et al., 2021). This development is of course pioneered by campus academics who are engaged in state administration and the wider community who have a concern for state administration. This fact can be traced from the dynamics of scientific development in various public, private and official universities that organize State Administration programs. Each place that organizes State Administration Education has its own horizon and is different from each other. This dynamic is more due to the different interpretations of theories, concepts and paradigms of State Administration that develop in the science of State Administration.

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It cannot be denied that the theories, concepts and paradigms of State Administration that develop in Indonesia are imported from outside. Public policy theory, Public Management Theory and governance theory are theories that were born in the West, which were later adopted by academics and practitioners of State Administration in Indonesia. Until now, the author has not found a single writing or book about the theory of State Administration that is “native” to Indonesia. Mostly, books about the theory of State Administration written by Indonesians and circulating in Indonesia are books that include theories of State Administration from outside with slight modifications (threat) and additions here and there with the case of Indonesia. This phenomenon if allowed to last for a long period of time can result in the loss of independence and identity of the Indonesian state administration.

State Administration Science in Indonesia took place in a dynamic condition has been felt since the political reform in Indonesia (Thoha, 2017), which was marked by the overthrow of the New Order in 1998 (Ginting & Haryati, 2011) until now, the dialectic of Administrative Science occurred so warmly. Each department/Department / study program that offers state administration education in universities in Indonesia has a different scientific horizon from each other. Furthermore, this raises a different perspective in looking at and running state administration education. In the current context, a very interesting development and dynamic to highlight is the dialectic and debate about “state” administration and “public” administration. At first glance, this issue seems simple because it only concerns the problem of the name (label). However, more than that, these developments and dynamics have long philosophical and historical roots and deserve to be analyzed as they relate to the identity of the Indonesian state administration itself.

### **II. METHODS**

This research will essentially highlight the development and dynamics of State Administration in Indonesia, including its scientific discourse in this case is driven by the campus world developed by each university in Indonesia, its thinking and especially on the struggle of “State” Administrative discourse vis a vis public administration. Before entering on the main issue, this paper will review the nature of State Administration, the development of its paradigm and theory in order to find the state of the art of State Administration. As a comparison material, this study will also look at the development of State Administration scientists in the United States, England, the Netherlands, Australia, Singapore and Malaysia as an outward looking effort and identify the dynamics of the discourse of State Administration scientists in developed countries which due to the influence of globalization often becomes the “mecca” of State Administration for developing countries, including Indonesia. In the end this study will be closed with an input for the development of State Administration in Indonesia in order to find the identity of the state administration” Indonesia”.

### **III. RESULT AND DISCUSSION**

#### **A. Nature State Administration**

To manage and implement government, of course, requires a reliable public administrator, this administrator is now known as bureaucracy (Bozeman & Feeney, 2011; Shafritz et al., 2016). The difference is that public problems in those days were not as complex as now so that the tasks and functions of State Administration were not too prominent (Wahab, 2021).

As an independent discipline and separate from political science, State Administration only found itself as a science in the 19th century (Johan, 2018), administration is understood as the implementation of routine government tasks and implementing public policy (Kurhayadi et al., 2020). Thus, the administration must be separated from politics. It was this thought that inspired the emergence of the paradigm of the political-administrative dichotomy.

In its classic sense, State Administration is understood as the implementation of policies made by public officials (Ramdhani & Ramdhani, 2017), the use of power to impose rules to guarantee the public good and the relations between the public and the bureaucracy that has been appointed to carry out the common good. The state administration is formed to organize the public interest and serve the public (Nuraini, 2020). In principle, the state administration is formed to serve the public and should not side with any one political interest, for any reason. The state administration must be neutral and non-partisan so that service to the public can be carried out fairly without discriminating one's social status, position and political preferences.

Then at this point the question arises, who is the public? Public is everything related to the wider community and the interests of the crowd (Nuraini, 2020). Public can mean the state along with its authorities and equipment, civil society organizations, private organizations (Saglie & Sivesind, 2018), educational organizations (Pratomo, 2022), religious organizations (Aziz et al., 2023), even the smallest organizations such as the neighborhood unit (RT) even though it is a manifestation of the public. So it is wrong if there is an opinion that states that the public is only the state, outside the state is not public. The concept

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of the public itself is not only a state monopoly, but more than that the public is a domain that deals with the interests of society at large.

### B. The Development of Paradigms and Theories of State Administration

State administration has paradigms that can be divided based on the context of the time of its appearance. Henry divided the paradigm of State Administration into five diachronic paradigms. According to Henry (2015) paradigm in state administration consists of:

1. Political-administrative dichotomy (1900-1926);
2. Principles of administration (1927-1937);
3. Administration as political science (1950-1970);
4. State administration as management (1956-1970);
5. State administration as State Administration (1970-?).

Looking at Henry's (2015) opinion in Public Administration and Public Affairs, it seems that there is a break in the idea of the fifth paradigm because Henry only mentioned that the fifth paradigm began in 1970, but it is not clear when it will end. Even in the sixth revision of his book, Henry has not dared to reveal whether the paradigm of State Administration as state administration is still relevant today. Whereas the dynamics of State Administration took place very quickly because of the increasingly turbulent times (turbulence). The question we have to ask is, is the state administration still in the fifth paradigm? Is the fifth paradigm still relevant or not for the current situation?

To answer the above question, Denhardt and Denhardt's writing, *The New Public Service: Serving, not Steering*, written in 2003, can be used as a reference. Denhardt and Denhardt divided the state administration paradigm into 3 paradigms, namely, Old Public Administration (OPA), New Public Management (NPM) and New Public Service (NPS). The OPA paradigm cannot be separated from the classical paradigms in state administration proposed by Henry, while the idea of NPM is covered from Osborne and Gaebler's entrepreneurial government thoughts (Denhardt & Denhardt, 2003).

The most current paradigm in state administration according to Denhardt and Denhardt is the NPS. In general, the NPS mindset opposes previous paradigms (OPA and NPM). The theoretical basis of the NPS paradigm is developed from the theory of democracy, with more respect for differences, participation and human rights of citizens. In NPS the concept of public interest is the result of dialogue of various values that exist in society. Values such as fairness, transparency and accountability are values that are upheld in public service. The NPS paradigm holds the view that the responsiveness (responsibility) of bureaucracy is more directed to citizens not clients, not constituents and not customers (Ulum, 2018). The government is required to view its people as citizens who pay taxes. In a country that adheres to the notion of democracy, actually citizens are not only seen as customers who need to be served with certain standards, but more than that, they are the owner of the government that provides these services.

**Table 1. Paradigm Shift of State Administration**

Aspect	Old Public Administration	New Public Management	New Public Service
Theoretical foundations and foundations of epistemology	Political theory	Economic theory	Democratic theory
The concept of public interest	Public interest is politically explained and expressed in the rule of law	The public interest represents the aggregation of individual interests	Public interest is the result of dialogue of various values
Responsiveness of the public bureaucracy	Clients and constituents	Customer	Citizen
Government role	Rowing	Steering	Serving
Accountability	Administrative hierarchy with a firm level	Work in accordance with market requirements (customer desires)	Multi-faceted: legal accountability, values, community, political norms, professional standards
Organization structure	Bureaucracy characterized	Decentralization of the	Collaborative

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	by top-down authority	organization with the main control is on the agents	structure with shared ownership internally and externally
Assumptions about the motivation of employees and administrators	Salary and benefits, protection	Entrepreneur spirit	Public service with the desire to serve the community

Source: Denhardt dan Denhardt, 2003 : 28-29

The development of these paradigms in turn had an influence on the development of the theory of State Administration. The development of the theory of State Administration can be traced from the flow or paradigm that develops in the science of State Administration. Tjokrowinoto very consistently notes about the flow (schools) that develop in the science of State Administration that affects the theories of State Administration (Tjokrowinoto, 1996).

The theories of State Administration did not arise by themselves, but they were born due to the development of the dialectic of paradigms, thoughts and currents in state administration. From the development of paradigms and streams (schools) emerged many theories in state administration. However, today only a few theories have become mainstream in state administration. These theories are public policy theory, Public Management Theory and governance theory.

### C. State Administration and Public Policy

Public policy is often defined as whatever the government chooses to do and not do. In other words, the government's “silence” is also part of the policy, that is, it does not take any action (status quo). For example, the Sumatran causeway that has been badly damaged but never repaired by the government. Government actions that do not repair damaged roads are part of government policy. The government can not do anything because of several factors. First, from the point of view of the government not taking a policy is the most effective option to solve a problem. Second, the budget is limited so that it is not possible for the government to take a policy. Third, related to the political risks that will be accepted when the government takes a policy. Fourth, the government is silent and does not take a policy because of public pressure.

Public policy is structured by scientific methods to solve public problems. There are several activities in the process of preparing public policy. According to Dunn, the policy formulation process consists of several activities as follows:

- 1. Problem formulation:** the Government must be able to identify the problems that are being faced by the public. The results of the identification is followed by formulating public problems to be solved.
- 2. Forecasting:** forecasting the impact, benefits, solvency and analyze the level of difficulty of the implementation of a policy to be taken;
- 3. Policy recommendations:** provide policy alternatives that have the highest benefits and recommend them to policy makers;
- 4. Monitoring:** the activity of monitoring the results and impact of a policy that has been implemented;
- 5. Evaluation:** assess the performance of policies in general in accordance with the standards that have been determined.

The state administration is responsible for formulating excellent public policies that are able to benefit the public at large. The strong demand that the state administration can produce quality policies has triggered the birth of public policy analysis studies. Public policy analysis is an Applied Social Science discipline that uses a variety of multiple assessment methods in the context of political argumentation and debate to create, critically assess and communicate policy-relevant knowledge. Policy analysis is the work of calculating, assessing and selecting Policy Alternatives that have the highest net benefit in order to solve public problems with a specific set of criteria and methods.

People who work on formulating and analyzing public policy are often referred to as policy analysts. The job as a policy analyst is both a difficult job and an important one. It is difficult because policy analysts must carefully search and determine the identity of the policy problem, only then can they formulate the policy correctly. A problem must be defined, structured, laid out, within certain limits and named. How this process occurs is crucial for the handling of a particular problem through policy.

Furthermore, in order to be able to make conclusions about the “goodness” of a policy, an analyst is required to conduct research of adequate quality around the policy issue he is studying. In addition, policy analysts are often faced with the logic of power, group interests and pressure in formulating policy alternatives. However, his position is important and honorable because it is from his hands that smart and solutive policies are born. There are various designations of policy analysts in government organizations. Sometimes policy analysts are referred to as consultants and expert staff.

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### D. State Administrative Scientist in Several Countries

State administration in developed countries such as in the United States, the United Kingdom, Australia, the Netherlands and Singapore has shown very rapid development, both in theoretical and practical terms. Most theories about public policy, public management, governance, and development management come from these countries. Indonesia at this stage is still only a follower of these “foreign” theories.

The state administration education system in developed countries has also shown significant development as an effort to respond to changing times. Currently, there are many new programs that are branches of Administrative Science as a separate study program, among them can be seen in the following table:

**Table 2. Education Master (graduate) of State Administration in several Countries**

No	Country	University	Department	Programs offered
1	United States	Harvard University Princeton University	John F. Kennedy School of Government Woodrow Wilson School of Public Affairs	Master of Public Administration (MPA) Master of Public Policy (MPP) Ph.D Master in Public Administration (MPA) Master in Public Policy (MPP) Ph.D in Public Affairs
2	England	York University	Atkinson Faculty of Liberal and Professional Studies	Master of Public Policy, Administration and Law (MPPAL)
3	Dutch	Leiden University Erasmus Mundus University	- -	Master of Science in Public Administration (M.Sc) Master of Arts in Public Policy (MA)
4	Australia	Australian National University Monash University Flinders University	- - -	Master of Public Policy (MPP) Master of Development Administration (MDA) Master of Public Policy and Management (MPPM) Master of Policy and Administration (M.Pol.Admin) Ph.D
5	Singapore	National University of Singapore	Lee Kuan Yew School of Public Policy	Master of Public Administration (MPA) Master of Public Policy (MPP) Master of Public Management (MPM) Ph.D
6	Malaysia	Malaya University University Sains Malaysia Universiti Utara Malaysia	School of Bussines and Administration - College of Law, Government and International Studies	Master of Public Administration (MPA) Master of Public Administration (MPA) Ph.D Master of Public management (MPM) Ph.D

**Source:**[www.hks.harvard.edu/degrees/masters/mpp](http://www.hks.harvard.edu/degrees/masters/mpp);[www.spp.nus.edu.sg/Master\\_Public\\_Policy.aspx](http://www.spp.nus.edu.sg/Master_Public_Policy.aspx);[www.princeton.edu/academics/](http://www.princeton.edu/academics/);[www.monash.edu.au/study/coursefinder/course/1065/](http://www.monash.edu.au/study/coursefinder/course/1065/);[www.um.edu.my/?pfct=ips&modul=Programmes\\_Offered&pilihan=Faculties&subpilihan=Master\\_of\\_Public\\_Administration\\_\(MPA\)](http://www.um.edu.my/?pfct=ips&modul=Programmes_Offered&pilihan=Faculties&subpilihan=Master_of_Public_Administration_(MPA));[www.yorku.ca/pubadmin/graduate.html](http://www.yorku.ca/pubadmin/graduate.html);[www.en.mastersinleiden.nl/programmes/publicadministration/en/introduction/](http://www.en.mastersinleiden.nl/programmes/publicadministration/en/introduction/)

The progress was spearheaded by the existing universities in the country, especially those that carry out state administration education, both at the bacheloriat, Master's and Ph.D. It was the scientists of the state administration from this college who gave birth to works and ideas that were exported to other countries. The theory of Public Policy Analysis developed by William,

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for example, is a theory born from the campus of The Graduate School of Public and International Affairs (GSPIA) of Pittsburgh University (BYERS, 1980; Herbert, 2004; Karazsia, 2012; Picard et al., 2015; Soraya, 1980).

### E. State Administration in Indonesia: Identity Crisis

State Administration scientists in Indonesia are currently faced with a debate on the discourse of “state” administration versus “public” administration (Mahsyar, 2011). Many parties support the change of terminology from state administration to public administration, but not a few are opposed to it. As a result, there are two extreme poles in the current state administration: those who maintain the status quo and those who want a change to public administration (Ibrahim, 2019). Long before that, there has actually been a difference of perspective among theory of Indonesian state administration in translating the word “public” in the word public administration. There are those who equate this public term with the state, society and government. However, many also consider that the public is a broad meaningful public, not only government, but also private and civil society organizations.

The impact of this difference in perspective has led to dynamics in naming majors and awarding degrees to its alumni. Universitas Indonesia, for example, enjoys using the name of Administrative Sciences and a Bachelor's degree in Political Science (S.IP), but Gadjah Mada University and Padjadjaran University use the term state administration and its alumni are awarded a Bachelor of Political Science (S.IP). While Universitas Brawijaya has long been using the name of Public Administration with an academic degree of Bachelor of Public Administration (S.AP). Recently, Diponegoro University and Jenderal Sudirman University, which was previously named state administration, also joined the name of Public Administration. As a result, there is often confusion among prospective students and students studying state administration.

The name change will not mean anything if there is no transformation in the educational institutions of State Administration in Indonesia (Pasolong, 2014). That is, the name change should be followed by changes in Curriculum (Djubaedi et al., 2023), Lecture system (Rochmat et al., 2022), learning methods (Supriatin et al., 2022) and mechanisms. In addition, the changes made must have a foundation of thinking that is logical, rational and can be accounted for scientifically.

**Table 3. List of Public Administration Education Provider Universities with Superior Ranking in Indonesia**

No	University	Faculty	Department	Level (Strata)
1	Brawijaya University	FIA	Public Administration	S1, S2
2	Parahyangan Catholic University	FISIP	Public Administration Science	S1
3	National Veteran Development University of East Java	FISIP	Public Administration	S1
4	Yogyakarta State University	FISHIPOL	Public Administration	S1
5	Airlangga University	FISIP	Public Administration	S1
6	Hasanuddin University	FISIP	Public Administration	S1, S2, S3

Source: [www.banpt.or.id](http://www.banpt.or.id)

Currently, the mainstream that is developing is the strong support for public administration rather than state administration. This happened because of the very strong agitation of some academics in well-known universities in Indonesia. Universitas Brawiya and Universitas Gadjah Mada are among the universities that are proactive in changing state administration to public administration. Universitas Brawijaya has long been using the concept of public administration than other universities, but Universitas Brawijaya is not too eager to promote public administration. This can be proven from the writings and thoughts of academics of Public Administration Universitas Brawijaya. In contrast, academics at other universities are so vociferous in promoting public administration. Many state administration literatures written by academics from various universities use the concept of Public Administration.

Dwiyanto (2004) can be called a pioneer of the change of State Administration to public administration because through his writings the concept of public administration, especially governance-oriented public administration, is academically justified. In essence, Dwiyanto argues that public administration needs to increase its orientation into a science that not only examines bureaucracy, government, policy, public management, but also concerns public issues. This means that public administration needs to be understood as a dynamic science that is highly responsive to issues not only related to government, but also concerns civil society, market mechanisms and the private sector provided that they provide for public needs and act in the public interest and are oriented to the public. More details, Dwiyanto wrote as follows:

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“In the study of governance, Public Administration is defined as the process of using administrative, political and economic power to solve public problems. The institutions of Public Administration are no longer limited to other institutions, such as market mechanisms and civil society organizations. All institutions, both governmental and nongovernmental, are subject to the study of Public Administration insofar as they operate in response to public concerns and interests. In other words, the criteria for distinguishing whether an institution it becomes a locus of the science of Public Administration are not determined by its ownership and status, whether they are government, market or voluntary association, but are determined by its behavior and orientation. If the institution organizes public goods and operates to achieve the objectives that are part of the public interest, then it should be the subject of the study of Public Administration.

...By defining the science of Public Administration as the study of governance, the science of public administration becomes very powerful in explaining contemporary problems in public administration”.

From the foregoing is a continuation of what was once expressed by Denhardt. Denhardt said that in order for state administration to exist in the world of practice, the state administration must have insight into publicness (public-oriented) because the field of State Administration is different from the private sector and the non-profit sector. A public administrator should be effective and responsive to the needs of the public. Effective and responsive is the core of governance teachings delivered by Dwiyanto above.

“The features in turn all derive from the simple fact that the public or nonprofit manager is pursuing public purposes. In terms of the actions and experiences of the public administrator, therefore, we may say that it is the “publicness’ of the work of the public or nonprofit manager that distinguishes public administration from other similar activities. The view of the administrator’s role suggests that, as a public or nonprofit manager, you must operate with one eye toward managerial effectiveness and the other toward the desires and demands of the public. It recognizes that you are likely to experience an inevitable tension between efficiency and responsiveness as you work in governmental or nongovernmental organizations, a tension that will be absolutely central to your work.”

If studied further, the roots of this concept of governance was born in the West. The concept of governance assumes that the power of the state is not only centered on one power, namely the government, but has begun to be dispersed to other powers outside the government, namely civil society and the private sector. These two sectors can take part in governance and public policy. Governance here is defined as the mechanisms, practices and procedures of government and citizens to manage resources and solve public problems. In the concept of governance, the government is only one actor and not always the most decisive actor. That is, the public at large, the private sector and other sectors outside the government can participate in determining solve public problems. The concept of governance was then adopted by the World Bank (World Bank), the United Nations Development Program (UNDP), the International Monetary Fund (IMF) and other donor institutions into good governance. The principles contained in good governance include; efficiency, effectiveness, transparency, accountability, fairness, responsiveness and responsibility. The World Bank is so active that these principles are embraced by developing countries if they want to get loans from them. In fact, good governance is used as a standard in providing assistance to developing countries.

Indeed, there is nothing wrong because good governance can increase government responsiveness and community participation, but keep in mind that the grafting of governance ideas into state administration will not always run smoothly because of differences in government, social and cultural characteristics between developed countries and developing countries. In addition, it should be borne in mind that the World Bank’s good governance projects in some countries have proven to fail, such as in Sudan, Zimbabwe and Ethiopia which remain poor despite implementing good governance from the World Bank. Moreover, we need to criticize the efforts of the World Bank and other banks to promote good governance as an attempt to undermine the role of government in an effort to smooth out the project of neo-liberalism and neo-colonialism of Western countries to developing countries. Therefore, we must reflect on the son’s advice below:

“Good governance acts as an ideology that will smooth out the ideology that will pave the way for the spread of a wider path for the entry of neo-liberalism into the consciousness of citizens of nations around the world. Like commandos who serve as pioneer troops to pave the way for regular troops, the concept of good governance is an elite unit that will undermine the most core basis of the defense of anti-liberalism and anti-neoliberalism consciousness, namely the concept of what is good in the management of the nation-state.”

Basically, the values of transparency, justice, effectiveness and efficiency have long existed in the Indonesian state, from the first Indonesian people have implemented the principles of transparency, accountability, responsibility, responsiveness in a simple format, but have never been institutionalized. There are still many other practices in other parts of the archipelago that can be strengthened because Indonesia is rich in local values (local wisdom) that can be lifted to the surface and used as a

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basis for compiling theories of State Administration in order to form its own independence and identity. Thus, it is time for us to change course from a more outward-looking perspective of State Administration to an inward-looking one.

### V. CONCLUSIONS

The theory and concept of State Administration has developed rapidly. In terms of science, the scientific discourse of State Administration in several developed countries and in Indonesia experienced a very intense dynamic. However, we still take many theories from the outside to form a theory. One of the theories of State Administration that has become mainstream is the theory of Public Policy. Public policy theory teaches how to formulate good and correct public policies. In formulating public policy, the role of policy analysis is vital in choosing Policy Alternatives that have the most-high benefits. As an effort to establish the independence and identity of State Administration in Indonesia, it is time for state administration academics to explore local values that develop in Indonesia in order to design theories that reflect our identity as a nation.

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