The Ontology of Government Studies Development: A Systematic Review

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Abstract

Ontology is the process of discussing knowledge from a philosophical point of view. Therefore, this research aims to explain the nature of government studies based on ontology, which is a governmental science used to carry out periodic paradigm shifts. Data was collected from the Scopus database and reviewed using the systematic method. The results showed that government studies are associated with the management of the executive and legislative branches, their leadership, and the relationship between central and local government and between government and society. The study of government science progress is in three phases; the first determines the essence of science in governance and ends with the third phase, which is the development of the concept of good governance. The governance concept is considered a solution to the crisis of lack of public trust in the government and their participation, effectiveness, accountability, and coherence in community activities. This becomes the wheels of government by mono and multi-stakeholder. Collaborative correlation is the initiation by the government to involve the public and the private sector.

Keywords: Ontology; Government Studies; Governance

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INTRODUCTION

This research aims to determine the nature of government from a philosophical point of view generally known as ontology. The ontological basis is a technique used to determine the right object needed to deal with human comprehension (Smith, 2012). According to Ylst (2017) the process of perceiving or testing the subject, object, and intentionality is known as studies.

Humans act as subjects whose role is to obtain, create and use knowledge. On the other hand, the object is fundamental in the discussion, which is clear when observed, examined, learned, and discussed (Karniawati, 2017; Syafiie, I. K., Rasjidi, L., & Gunarsa, 2001). The object is classified into *forma* and *materia*. The *materia object* is a subject of study used in general discussion. Meanwhile, the *forma object* is a specific subject of study because it is the center of discussion (Karniawati, 2017).

All study courses consist of differences (*forma object*) and equations (*materia object*), with similarities, differences, and discussions. The government studies which become the *materia object* of the "State" provide similarities, such as the State Administration, Constitutional Law, and Political Studies. These studies comprise varying *forma objects* focusing on relationships, phenomena, and events in government (Karniawati, 2017).

Government Studies is also a *state-of-the-art* discipline with a development paradigm conducted occasionally (Ndraha, 2011). Soewargono (1993) stated that the paradigm development is derived from the Dutch words, *Bestuurkunde* and *Bestuurswetenschap* to *Bestuurwetenschappen*. *Bestuurkunde* is interpreted as the art and techniques used to develop knowledge on developing, organizing the government, and leading the department. *Bestuurswetenschappen* is the study of structure and process in managing the internal and external government

related to or associated with the community. It only focuses on certain aspects, such as politics, psychological government, law, and communications.

Several books on *Bestuurkunde*, *Bestuurswetenschap*, and *Bestuurwetenschappen* have been published in Europe since the 40s. Studies on the new government were carried out in Indonesia at the beginning of the 20th century. At that time, the associated paradigm only concerned the law and the administration. Therefore, the emergence of the early paradigm in Indonesia is only about the positive law taught to the civil service (Ndraha, 2011). The paradigm change was continuous to improve knowledge. Furthermore, in the 90s, the government studies paradigm in Indonesia changed from a study addressed only to the government to a community governed.

The struggle, dynamics, and renewal of government studies' meaning, insight, and focus tend to develop continuously. This process rapidly grows because it is helpful for the community. According to MacIver (1963), government is the organization of men under an authority, with ever-changing myths and sovereignty similar to the governors and the governed. Based on this definition, the government is a group of organized people within the government's jurisdiction. Authority is the executive power within the narrow understanding of government. However, prominent Scholar such as Montesquieu stated that government is a separation of power into executive, legislative, and judicial (Krause, 2000).

These categories of government are associated with the object of nature (ontology), such as *materia object*. However, the *forma object* studies consist of the executives' power. The legislative power is the range of political studies, while the judiciary powers consist of the *forma object* occupying all levels of the existing state judicial institutions.

The government perception is traditionally defined as an institution/organization tasked to control and regulate the community (Bekke, H. A. G. M., Kickert, W. J. M., & Kooiman, 1995). Furthermore, the concept proposed by Lippmann (1955) is a connection between the government and the governed. Ndraha (2011) stated that the essence of these thoughts is to create mutual understanding between the government and those in command (Ndraha, 2011).

Government studies are also a part of art because all knowledge originates from philosophy. Subsequently, this art is associated with the ability to explore, express, or communicate a value system within the local environment by having a sense of mutual trust and legitimacy (Ndraha, 2011). This characteristic is essential and inseparable from the government and those in command. According to Little (2020), an action of an interrelated network carried out by various actors using specific strategies is known as government.

This study on the ontology of government studies is carried out to observe, research, and investigate predetermined leadership means. It aims to determine the meaning of governance, its mode of operation, and purpose. Ontological studies of the artefacts are performed and implemented to create realities into which the objects work (Carusi, Rawlins, & Ashton, 2018).

Government is a combination of several social entities functioning and networking together at various high and low levels (Little, 2020). In addition, the government also consists of a group of individuals with the same purpose, interest, or commitment to a social network. It is an organization or institution established on behalf of the state and adjusted to the public's interests in the provinces. Every government agency has a purpose and a priority based on the category of the institution. In most cases, the organization does not have a static structure rather, it comprises a recurring role rich in innovation with clear purpose and strategy (Scott, W. R., & Davis, 2015).

Understanding the government's executive and legislative management is imperative to determine the right leadership coordination between the central and local government and society (Syafiie, I. K., Rasjidi, L., & Gunarsa, 2001). According to Little (2020), the government expresses the community's desire for organized informal and normative structures. The government is a manifestation of society's needs and common interests. They are responsible for creating and organizing policy rights protection for people, including service administration and the assurance protection laws in each country (Marlow, 2002).

Therefore, this research aims to comprehend the ontology of the science of governance. The development of government studies in analyzing the phenomenon of the public is in line with the initial scope. An organization is considered static, assuming its purpose is clear with innovative demand. The development of government studies to understand public issues, such as the loss of confidence, led to the closure of *mono stakeholders*. However, it has become a reference in developing coverage in studies as a government that works in the open, with participation in the *multi-stakeholder*, accountability, effectiveness, and coherence. Government studies need to follow the trend without responding to challenges or continuously changing issues.

This research aims to examine the ontology of government science from various preliminary studies. Furthermore, it also aims to describe (1) the relationship and dominant themes of government science ontology; (2) clusters and theme relationships in its study; and (3) the Concept Map.

RESEARCH METHODS

The qualitative method with a systematic review was used to provide a comprehensive overview of preliminary studies. This process is carried out to demonstrate the known and unknown characteristics of the subject and seek rationale (Creswell, J. W., & Poth, 2016; Denney & Tewksbury, 2013). Data were collected from various international and national journals, such as Scopus and Google Scholar. Additionally, it was also collected from several books related to the ontology of government science processed using Nvivo 12 Plus software. Figure 1 is the referral process of the research.

Data were collected from 98 articles related to government ontology studies and mapped using the Nvivo 12 software Plus. A qualitative data analysis process was used to gather, categorize, map, analyze, and visualize documents (Edwards-Jones, 2014; Jackson & Bazeley, 2019; Salahudin, Nurmandi, & Loilatu, 2020). Nvivo was also used to identify keywords related to the ontology of government studies due to its more accurate and systematic validation ability. From the 98 articles, 18 themes were grouped into 11 clusters. The 98 articles obtained from Scopus were correlated and used to describe the three questions previously mentioned. Lastly, a concept map of the study was developed.

RESULTS AND DISCUSSION

The Relevance and the Dominant Theme in the Ontology of Government Studies

From the 98 articles reviewed in Scopus, 18 themes divided into 11 clusters were related to the ontology of government studies. The dominant themes associated with Ontology are government, policy, public, and social. Presentation of themes related to the ontology of government studies makes it easier to describe. Additionally, the cluster tends to clarify further the concepts discussed earlier. Figure 2 shows that the themes labeled with orange are dominant in the ontology associated with the government, research, public, social data, and policy. These factors are related to the ontology of government study due to changes in the needs of society. Subsequently, these dominant themes were discussed severally from 2012 to 2017. Figure 2 shows that the signature years in the inscription are thick and were often discussed in 2018. In 2019, there was a decline in the discussion of dominant themes in government ontology.

Cluster and Correlation Themes in the Ontology of Government Studies

The ontology of the government studies theme is obtained from 98 articles divided into 11 main clusters. These include governance, government, institutional, policy, public, relations, social studies, technology, urban, and work. The
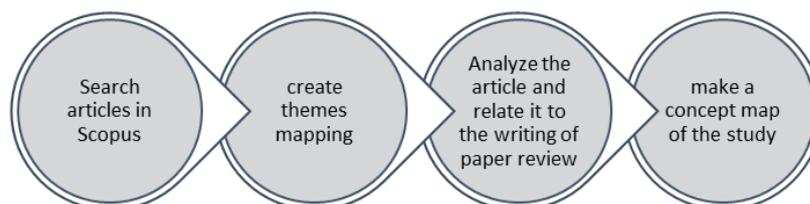

Figure 1. The Paper Review Method Process
Source: Processed by the Authors (2022)

Figure 2. The Dominant theme in the Ontology of Government Studies
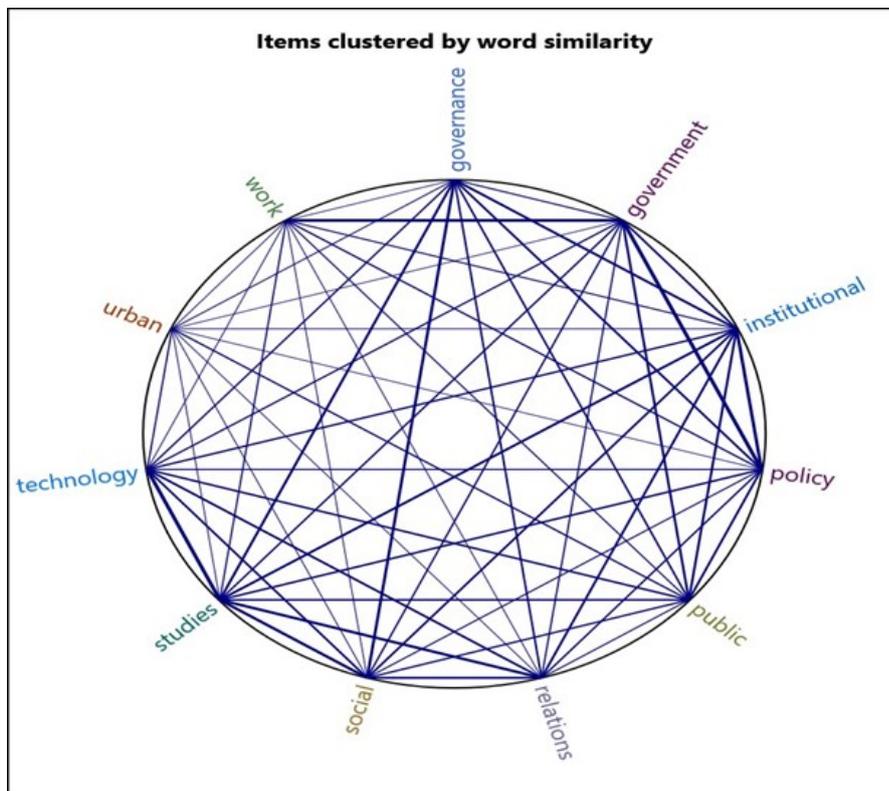Source: Processed Nvivo 12 Plus (2022)

Figure 3. The Dominant theme in the Ontology of Government Studies
Source: Processed Nvivo 12 Plus (2022)

themes clusters are interrelated in the discussed ontology of government studies. The linkages of the discussion are shown in figure 3.

Figure 3 shows 11 clusters of themes from 98 articles with close linkage. First, the themes clusters at the top of the circle are simultaneously connected to governance, government, and work. It does not change government agencies' involvement in conducting their duties. However, the difference in the proportion is carried out by a mutual dependence on government agencies and actors (L. H. Crawford & Helm, 2009; Peters & Pierre, 1998). Interdependent relationships were initially between the central and local governments as well as with other non-government agencies (Peters & Pierre, 1998).

Second, the state is not impotent, although the country has already lost the capacity to regulate or control society (Peters & Pierre, 1998). When the government concept has the duty to regulate and control the community, the view is shifted to the influence capacity. Therefore, the power of the effect runs the cooperation with non-government relevant agencies. The third is the mutual combination of the resources owned by the government and the non-government (private), and this led to the collaboration of exchange resources. The last is the use of multiple instruments to develop the networking ideas of government agencies with the private sector (Sourouni, Kourlimpinis, Mouzakitis, & Askounis, 2010). This spurs innovations in production, which leads to intervention to achieve common goals.

Governance is rated as a central element in implementing democracy due to its ability to create a cooperative relationship between the public and private sectors. A good cooperation relationship is a new nuance in controlling the government's external performance. This is because the government's performance escapes external control during this period.

Peters & Pierre (1998) stated that governance emphasizes observing from the process side. It is associated with the process of visualizing how the process should be run by involving other non-government agencies. Therefore, the development can be interpreted to determine the outcome from this variety of actors.

When the government works under the governance structure formally, it offers the concept of performance by collaborating with the public and private sectors (Kooiman, 1993; Peters & Pierre, 1998; Rhodes, 1997). This perspective is open and creates a good relationship between the state and society. Furthermore, it enables the community to feel their existence and influence in running the economy, in order to regain their trust. The government has experienced difficulties in evaluating the development of the scientific scope of which was initially considered a static organization with clear goals and strategies. In addition, the development of government studies in understanding public problems such as the loss of trust works as a mono stakeholder closed in the concept of governance. This has become a reference material in developing the scope that works openly. Government studies must follow trends to ensure accountability, effectiveness, and coherence (Amailef & Lu, 2013; Votis, Alexakos, Vassiliadis, & Likothanassis, 2008).

Yang & Callahan (2007) stated that the top three potential barriers to substantive citizen engagement by public managers were inadequate time to promote their agenda and lack of trust. Similarly, Yang & Pandey (2011) stated that citizen competence in public participation is used to determine their expertise or technical knowledge, to make a valuable contribution (Nisar, 2017). Wijnhoven, Ehrenhard, & Kuhn (2015) reported that the Germans engage in three forms of open government initiatives. The first is

citizen sourcing, which is the regular administration of public activities, such as road maintenance. The second is collective democracy, such as the provision of feedback for decision-making by citizens on general policy issues. The third is citizen ideation and creativity, which contribute to discovering social problems and creating solutions (de Jong, Neulen, & Jansma, 2019).

After the emergence of the paradigm, governance continued to experience a shift in challenges and world change. The technological advancement, demographic strength, social and economic change led to a fundamental study and redesign of the performance as well as what is needed by the government and the public (Albarghothi, Saber, & Shaalan, 2018; Tapscott, D., Williams, A. D., & Herman, 2008). Therefore, government studies must balance and follow the world conditions and progress to upgrade knowledge. This led to the evolution of the e-governance concept to facilitate all their activities and the wheels to utilize the technology better.

Figure 2 shows that the study of the ontology of government has a dominant theme. The study of ontology has the highest correlation coefficient with the government, as shown in Table 1. The government concept is widely used from the 19th until the early 20th century. The European Public Administration influences the government concept, which traditionally leads to the version of the idea

of public administration (Lacina, 2011). The mono stakeholders ensure government carries out their duties themselves. Therefore, formal government institutions are the single actor in carrying out their responsibilities in running the government. One of the reasons for the loss of trust from the public in the government is closed public administration. Around the 1960s, there was a discussion by scientists on the renewal of the government concept. In 2001 in Europe, studies were carried out more intensively to assess the update of the government concept, which had many shortcomings and was unable to provide answers to the existing demands and problems.

Figure 2 shows that the study of government ontology has a dominant theme that is closely correlated. Table 1 shows that the highest and lowest correlations of 0.601921 and 0.463154 were found in the study on ontology with government and governance. This is because the study of governance in science is still classified as a new paradigm, dependent on few studies on governance. This concept was widely used from the 19th till the early 20th century. The European Public Administration influences the government concept. Meanwhile, the traditional concept led to the version of the idea of public administration (Lacina, 2011). Mono stakeholders were used to conducting this concept. Therefore, formal government institutions are the single actor in carrying out their responsibilities in running

Table 1. The Ontology of Government Studies Theme Correlation
Source: Processed Nvivo 12 Plus (2022)

Code A	Code B	Correlation Coefficients
Ontology	Government	0.601921
Ontology	Studies	0.600745
Ontology	Institutional	0.515416
Ontology	Social	0.507598
Ontology	Relations	0.503747
Ontology	Governance	0.463154

the government. The enclosed administrative process is one of the reasons the public lost its trust in the government. In the 1960s, there were discussions on the renewal of the government concept. Subsequently, in 2001, studies in Europe were conducted more intensively to assess the update of the government concept, which had many shortcomings and had not been able to provide answers to the existing demands.

The concept shift from the government to governance was more intensively carried out in European countries after the publication of European Governance, A White Paper by the European Commission. The text explained that the concept of governance is the rules, processes, and behaviors affecting the European Countries. These include openness, participation, accountability, effectiveness, and coherence (Lacina, 2011; Massey, 2007; Schmidt & Wood, 2019). The governance concept in Europe arose to answer and determine solutions to problems faced by the public and provide solutions for the lost public trust in the government (Schmidt & Wood, 2019).

Over time, government studies, accompanied by adjustments to conditions and needs, led to an analysis of the science of government. The shift is certainly to answer the problems that occur in the world of government, which is increasingly complex and should be able to follow the world's constantly changing conditions and development. Consequently, it makes to review the study continually. The concept of government describes the relationship with the governed (Lippmann, 1955; Maclver, 1963; Ndraha, 2011).

Mono and multi-stakeholders characterize the concept and idea of government, respectively. It means that the government in running the regulation is not only conducted by its formal institutions but also by networking with non-formal institutions capable of solving the prob-

lems. The government concept has uncertainty, ambiguity, and stakeholder management issues that are diverse and complex to political pressure (L. Crawford, Costello, Pollack, & Bentley, 2003; L. H. Crawford & Helm, 2009).

The government is shifted to governance is due to the complex problems faced by the community. Moreover, global issues have become a problem because the world is increasingly united. Globalization creates an international environment with an increase in vulnerability (Boyer, 1990). The problems faced by the wider community include the difficulties on the brink of ecological catastrophe, population explosion, high poverty, the greenhouse effect, ozone thinning, and export-import competition. As the issues are increasingly complex and comprehensive, it cannot be conducted assuming the government works with the concept. Therefore, they take the performance of broader coverage, more competent in the resolution process. The governance concept is considered more capable because it will collaborate with the private sector and the public.

The development concept from the government to governance is interpreted more broadly and not merely between the government's relationship and the governed to control and manage the people. Further development of the scope of outside institutions, non-governmental, are considered more capable of handling problems, changes, and challenges. The shift in government study to governance is to organize better administration. European countries after the publication of "European Governance, A White Paper" by the European Commission (Massey, 2007). The first is openness in running the government by updating all their activity. The government also needs to establish good communication with the public by using a common language that is easily understood to avoid misunderstanding. The openness principle is the

concept of governance, and the government can extensively share its programs and officials with the public. Therefore, the community will know which way the government is run by analyzing the shared activity.

The second is participation as part of the governance concept, which needs the collaboration between the public and stakeholders to achieve success. The lack of participation by the public or stakeholders due to government activities or programs makes it easy to carry out the governance concept.

The third is effectiveness, which makes the government more effective in facilitating its performance in overcoming all the public problems. This is because networking government agencies with non-governmental institutions make obtaining solutions easier through the adjustment process. Therefore, they can develop the right policy according to the objectives of the requirement. The fourth is accountability, which ensures all government agencies carry out their duties properly. This is because the public needs to be involved in whatever policy they implement. Therefore, the government agency is transparent and focused on providing for the public needs. Fifth, coherence is a fundamental component in running the governance concept. The policies and actions undertaken should be coherent and easy to understand.

A government review is associated with the agency, while governance is a broader concept used to describe the organization of public and private sectors to achieve the same goal. The concept scope is also applicable to the understanding of e-governance and e-government (Wang, Zhang, Deng, & Zhang, 2020). E-governance is considered a broader range than e-government because it includes government, public participation, political organization, the parliament, and the judiciary's function (L. Crawford et al., 2003). These signify that e-government and e-

democracy are part of e-governance.

E-governance was coined from governance, which implies using technology to keep the collaboration between government and non-government organizations. Nevertheless, e-government runs with technology in sharing information with the public. The community can also communicate with the government through this electronic media. Therefore, the purpose of e-government is to realize public cooperation.

The Ontology of Government Studies Concept Map

The ontology of government science consists of three major phases, as shown in Figure 4. The first is the early stage, which comprises determining the subject and object of study that is different from others. According to Ylst (2017), there must be subject, object, and intentionality for an ontology to be called studies. Man is a subject because the human role is to obtain, create, and use that knowledge. Conversely, the object is something that is becoming fundamental in the discussion. Therefore, it determines what will be observed, examined, learned, and discussed (Karniawati, 2017; Syafiie, I. K., Rasjidi, L., & Gunarsa, 2001).

In the 20th century, government studies from the perspective of Anglo Saxon were introduced by the President of the United States, Woodrow Wilson (Syafiie, 2005). Government studies consist of a discipline that focuses more on learning about the performance of the state apparatus of internal government. Soewargono (1993) stated that the development of the paradigm of government studies in the 20th century was derived from the Dutch words, *Bestuurkunde* (the art and technique of government) and *Bestuurswetenschap* (government) to obtain *Bestuurwetenschappen* (government studies).

In the second phase, there is a change in the paradigm of government

where the public service is performed entirely by public and private actors. According to Akbar (2017), this concept was introduced by Christopher Hood. The paradigm of reinventing government is a step toward entrepreneurship; therefore, the failure of the previous paradigm can be resolved. This is because the concept provided to the community is the same as the service by the private sector; therefore, people are treated like customers. The government plays a significant role in steering and following the marketplace's desires (Heffy, 2009).

The third phase is associated with where the dynamics of the scope of the study start. The World Bank introduced the concept of Good Governance in 1989 due to the need for reformation. In the report of the World Bank entitled "Saharan Africa: From Crisis to Sustainable Growth," governance is defined as the exercise of political power to manage the nation (Eko Yunanto, 2020). It stated that the development source failed due to the role of the government. The government

acts as a regulator, while the actors, such as civil society and the private sector are involved in the full limitation of the state.

The European Public Administration influences the government concept, which leads to the attainment of the traditional concept (Lacina, 2011). According to preliminary studies, the relationship between government and the governed is determined by various policies (Lippmann, 1955; Maclver, 1963; Ndraha, 2011). In 2001, the incentive to assess the renewal government concept in Europe still had numerous shortcomings and unanswered problems. The shift from the government concept to governance was more intensively conducted mainly in European countries after the publication of "European Governance, A White Paper" by the European Commission. The text explains that governance is the rules, processes, and behaviors capable of affecting the power that is being run, especially in terms of openness, participation, accountability, effectiveness, and coherence (Lacina, 2011; Massey, 2007; Schmidt &
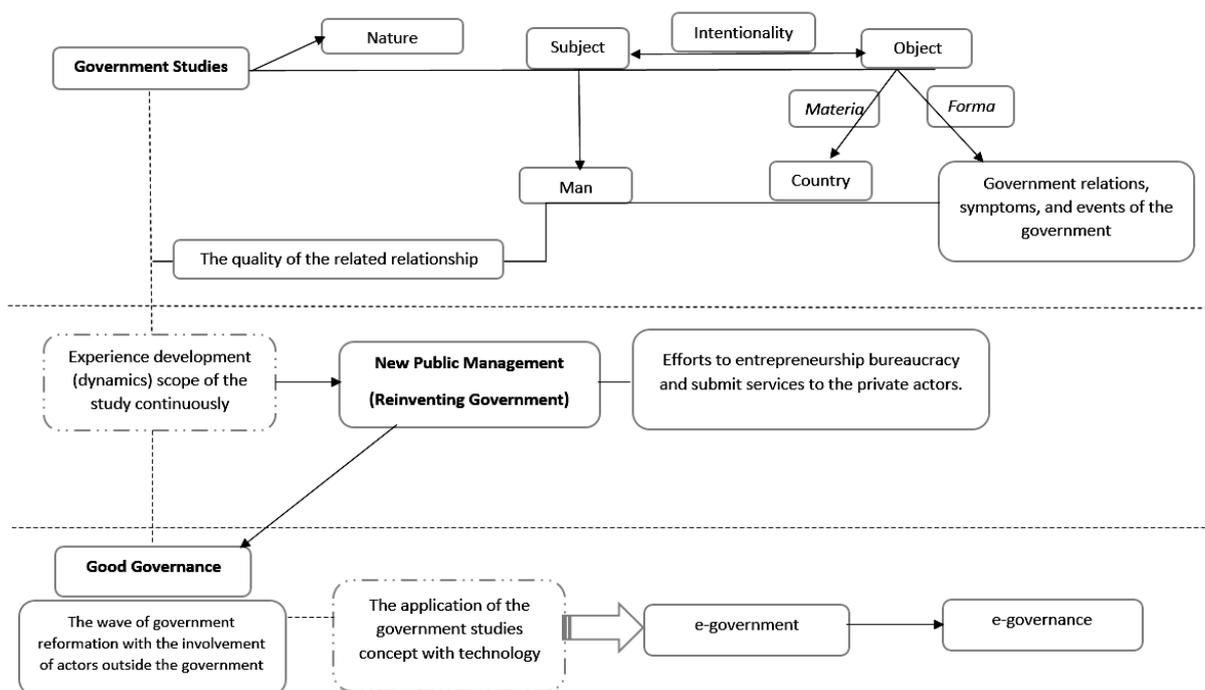

Figure 4. The Ontology of Government Studies Concept Map
Source: Processed by the Authors (2022)

Wood, 2019). The governance concept in Europe was born to answer and find solutions to problems faced by the public and government globally (Schmidt & Wood, 2019).

Along with the progress of information technology, applying the government studies concept also takes advantage of advances in information technology (Brusa, Laura Caliusco, & Chiotti, 2008). Nowadays, the world is faced with the advancement of technology, the demographic, social, and economic processes associated with determining a fundamental change to review and redesign the government's performance (Tapscott, D., Williams, A. D., & Herman, 2008). Therefore, this led to the concept of e-governance, which facilitates all the activities and wheels of government by utilizing technology. It includes government, public participation, political organization, the parliament, and the judiciary (L. Crawford et al., 2003).

CONCLUSION

Ontology is the foundation used to easily evaluate the nature of government studies by connecting the object and the subject. This process enables humans to feel the result and benefits of scientific studies. Meanwhile, the object is the target, which focuses on discussions that distinguish the *materia* and *forma object*. *Materia object* is general science studies, which also becomes the object of other studies. Meanwhile, the *forma object* characterizes or focuses on differentiators with other science. It correlates with the administration, events, and symptoms of the government.

Government studies are the study of management in the executive and legislative branches. Its leadership and relationship coordinate with the central and local government and society. The "government" concept is characterized by its relationship with the governed. Furthermore, a single actor runs the government of an agency, which is considered a closed organization because the actor performs the static and less innovative way of governance in everyday work.

Development accompanied by the scope of public issues is also changing because the concept of government is still considered traditional. Therefore, there is a shift in concept from the government to governance, which is considered to be a solution to the crisis of public trust in the government. Nevertheless, governance offers openness, participation, effectiveness, accountability, and coherence. The concept becomes the wheels of government by mono and multi-stakeholder. Collaborative correlation is the initiation by the government to involve the public and the private sector.

The world is currently faced with the advancement in electronic technology, using e-government or e-governance. This scope is broader than e-government because it uses electronic technology with the established collaboration between the government, the private sector, and the community. Meanwhile, e-government is part of e-governance because the concept utilizes electronic technology undertaken by the government to share information with the community. Hence, further studies are recommended on a detailed government exploration regarding the cooperation between the government, the community, and the private sector in carrying out effective and efficient governance.

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