
RECONSTRUCTION OF LEGISLATIVE PERFORMANCE MEASUREMENT MODEL: PENTA HELIX PERFORMANCE MEASUREMENT MODEL FOR SOUTH TANGERANG DPRD

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ABSTRACT

This study examines the urgency of reconstructing the performance measurement model of the Regional People's Representative Council (DPRD) in the context of government administration in South Tangerang City. Through a qualitative descriptive approach with a case study design, this study analyzes multidimensional problems that reflect systemic dysfunction in local governance. Based on the theory of power distribution and the concept of Penta Helix, this study develops the Penta-Helix Performance Measurement Model as a holistic and contextual performance evaluation instrument for the DPRD. The model integrates five key dimensions: Responsive Legislation, Effective Oversight, Substantive Representation, Policy Innovation, and Public Accountability. The findings of the study reveal a significant gap between the constitutional mandate of the DPRD and its implementation in the field, which is manifested in the phenomenon of increasing poverty rates, and performance suboptimality in the functions of legislation, supervision, and representation. This study concludes that the reconstruction of the DPRD performance measurement model is a strategic step in efforts to revitalize local democracy and optimize local governance in the era of autonomy.

KEYWORDS Reconstruction of Performance Measurement Model, DPRD, Penta Helix, Regional Governance, Regional Autonomy



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INTRODUCTION

In Indonesia's political history, the New Order era is an important milestone that marks a long period of centralized executive power dominance. During the three decades of Suharto's rule, Indonesia experienced what political scientists call 'bureaucratic authoritarianism' (O'Donnell, 1973). The system is characterized by extreme centralization of power, in which state institutions, including the House of Representatives (DPR), function *de facto* as an extension of the executive, rather than as an independent body of checks and balances. The development paradigm adopted by the New Order regime, which prioritized economic growth over political participation, further legitimized this practice of centralization (Fartini, 2022).

The post-1998 political transformation brought about a paradigmatic change in Indonesia's constitutional landscape. The transition from an authoritarian system to a democracy was marked by a series of constitutional amendments that affirmed the principles of decentralization and regional autonomy. Law Number 22 of 1999 concerning Regional Government is the juridical basis for the devolution of power from the central to the regions. However, the implementation of this decentralized policy is not a linear and seamless process. Empirical studies have shown significant variation in the capacity of local governments to manage newly acquired autonomy (Ameliah, 2022).

In this case, strengthening the position of the Regional House of Representatives (DPRD) is a crucial aspect of the democratization and decentralization agenda. The DPRD, which previously only functioned as a 'rubber stamp' for executive policy, is now positioned as an equal partner in the implementation of local government. The four main functions of the DPRD—legislation, budget, supervision, and representation—reflect the complexity of the role of these institutions in the architecture of local democracy. However, this institutional transition is not necessarily followed by an increase in the capacity and integrity of council members (Maulana, 2019).

The paradox between expectations and the reality of the DPRD's performance is reflected in various empirical indicators. Data from the Corruption Eradication Commission (KPK) shows that during the 2004-2021 period, there were 254 corruption cases involving DPRD members in various regions in Indonesia. This phenomenon indicates a disjunction between the expansion of formal authority and substantive accountability. Furthermore, qualitative studies reveal that the practices of patronage and clientelism are still deeply rooted in local political dynamics, often subverting the mechanism of formal checks and balances (Herman et al., 2021).

The identification of problems by urban planning observer, Agus Susanto, regarding public transportation infrastructure and congestion as the main challenges, reflects the complexity of urban governance in the context of metropolitan cities. This shows an imbalance between the rate of urbanization and the capacity of local governments to provide adequate public services. Furthermore, the findings of the Media Survey Indonesia (MSI) survey in 2022, which showed a disparity between the level of general satisfaction with the performance of the city government (72.4%) and the evaluation of specific programs such as congestion management (34.6%), job provision (39.4%), and flood management (45.6%),

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indicated that there was a perception gap between the performance of the government in general and the effectiveness of sectoral policies.

In this context, the role of the DPRD as a regional legislative institution is very crucial. The tripartite functions of the DPRD—budgeting, regional regulation formation, and supervision—should be an effective instrument to articulate people's aspirations and oversee the implementation of public policies. However, reality shows that the South Tangerang City DPRD has not been able to optimize these functions. The low productivity of the DPRD in the initiation of the Draft Regional Regulation (Raperda) is an empirical indicator of the weak legislative capacity of this institution. The dominance of the executive in the legislative process not only reflects the imbalance of power between the two institutions, but also has the potential to produce legal products that are less responsive to the needs of society.

Law No. 23 of 2014 concerning Regional Government, which positions regional heads and DPRD as strategic partners, is actually a normative effort to create checks and balances in the implementation of local government. However, the allocation of greater authority to regional heads than the DPRD creates an asymmetric power relationship that has the potential to hinder the democratization process at the local level. This phenomenon is in line with what O'Donnell (1994) called "delegative democracy", where representative institutions tend to be reduced to a rubber stamp for executive policy (Sintara et al., 2024).

The challenges in optimizing the performance of the DPRD are not only institutional, but also operational. Limited human resources, lack of operational budget support, limited supporting facilities, and lack of expert support are factors that significantly affect the capacity of the DPRD to carry out its functions. Furthermore, the intervention of political parties in the internal dynamics of the DPRD has the potential to shift the focus of council members from the interests of constituents to partisan agendas. This phenomenon is in line with what Kitschelt and Wilkinson (2007) describe as "clientelistic accountability", where party loyalty often trumps public accountability.

Harmonization between local governments and the DPRD is an essential prerequisite in realizing regional autonomy that is more independent and responsive to local needs. However, this concept of harmonization should not be interpreted as the absence of criticism or constructive opposition⁵. On the contrary, a harmonious relationship between the executive and the regional legislature must be built on the basis of mutual control and mutual balance, as idealized in the principles of good governance. Thus, efforts to improve the performance of the South Tangerang City DPRD must be placed within the framework of broader institutional reform. This includes strengthening the capacity of council members, increasing transparency and accountability of the legislation process, and strengthening mechanisms for public participation in the decision-making process. Only through this kind of comprehensive transformation can the DPRD fulfill its mandate as a representation of the interests of the community and a catalyst for equitable regional development (Gilani et al., 2023).

Thus, the critical evaluation of the DPRD's performance measurement model is not only academically relevant, but also has significant practical implications.

Such studies have the potential to identify institutional gaps and innovative practices that can improve the effectiveness of local legislatures in the context of decentralization that is still evolving. Furthermore, the empirical findings from the South Tangerang City case study can make a theoretical contribution to the broader discourse on the consolidation of democracy at the subnational level in developing countries.

RESEARCH METHODS

This study adopts a qualitative descriptive approach with a case study design, a methodology that allows in-depth exploration of social phenomena and human behavior in the specific context of South Tangerang City. The choice of this methodology is based on the complexity of the variables involved in the performance of the DPRD, which requires a holistic and contextual analysis. The conceptual framework of the research is built on the premise that the DPRD, as a political organization, has a vital role in bridging people's aspirations with government policies, as well as functioning as a catalyst in the formation of public policies and the strengthening of local democracy. The analysis of the performance of the DPRD in this study is placed in a broad spectrum of Government Science, allowing for a more comprehensive understanding of institutional dynamics and their implications for local governance (Karuntu et al., 2022).

The sources and types of research data cover two main categories: informants and documents. Primary data were obtained through in-depth interviews with key informants selected based on authority, impact, and knowledge criteria. The purposive sampling method is used to ensure that the selected informants have relevance and competence related to the supervisory function of the DPRD. Secondary data is collected through comprehensive document analysis, including laws and regulations, performance reports, and scientific publications. The triangulation of this data source aims to increase the validity and reliability of research findings.

The data needed in this study includes three main categories. First, the DPRD's position, function, and duties policy, which was obtained through a documentation study of Law No. 23/2014, Law No. 17/2014, and Law No. 13/2019. Analysis of this legal framework is crucial to understand the formal basis of the authority of the DPRD in the context of decentralization and regional autonomy. Second, DPRD performance data, which includes a combination of primary data from interviews with key stakeholders and secondary data from planning documents and performance reports. This multi-method approach allows for a comprehensive assessment of the effectiveness of the DPRD in carrying out its legislation, supervision, and budget functions. Third, the identification of factors affecting the performance of the DPRD, obtained through in-depth interviews and observations, allows for a nuanced analysis of internal and external dynamics that affect the performance of the institution.

Supporting theories and references, as the conceptual basis of the research, are obtained through extensive documentation studies of the latest academic literature. This approach not only enriches the analytical framework of the research, but also positions the findings in the context of a broader academic debate on the performance of regional legislatures and the implementation of the concept of dynamic governance in the context of Indonesia (Arliman, 2018).

The methodology used in this study allows for a multi-dimensional analysis of the performance of the South Tangerang City DPRD. The qualitative approach chosen facilitates an in-depth exploration of the nuances and complexity of the factors that affect the effectiveness of the DPRD in carrying out its functions. Triangulation of data sources and data collection methods aims to increase the credibility of research findings. However, it should be noted that this approach also has limitations, especially when it comes to generalizing findings. Therefore, the results of this study need to be interpreted in the specific context of South Tangerang City, taking into account the unique characteristics of the area within the framework of the local government system in Indonesia.

RESULT AND DISCUSSION

The performance problems of the local government and the South Tangerang City DPRD reveal a complexity of problems that are multidimensional and interconnected. The problem of suboptimal quality of human resources, especially in health, education, and social aspects, indicates a deficiency in the allocation and utilization of the development budget. This phenomenon is closely correlated with the performance of the DPRD in the budgeting and supervision function which has not been maximized¹⁵. This inoptimality may be rooted in the lack of analytical capacity of DPRD members in understanding the complexity of human development issues, or it may also be a manifestation of the ineffectiveness of the public interest articulation mechanism in the policy making process (Dewi & Agustina, 2021).

Infrastructure problems and environmental degradation that have not been optimally resolved are other indicators of governance failures that need to be critically examined. This not only reflects the limited executive capacity in planning and executing development projects, but also indicates the weak supervisory function of the DPRD on the implementation of sustainable development policies. This phenomenon may also be a consequence of the misalignment between the short-term development agenda, which is often a political priority, and the long-term planning needs needed to address environmental and infrastructure issues (Yulistyowati et al., 2017).

In economic management, the identified inefficiencies are not only technical-administrative problems, but also reflect the complexity of local economic politics. The DPRD, as an institution that has legislation and supervisory functions, should play a crucial role in creating a regulatory ecosystem that is conducive to inclusive economic growth¹⁸. However, reality shows that this function has not been optimally implemented, perhaps due to the dissonance between short-term political interests and long-term economic development needs.

Suboptimal performance of governance and apparatus is a symptom of more fundamental problems in the local political system. This may be related to a political recruitment pattern that is not yet based on meritocracy, or it may also be a consequence of a political incentive system that is not in line with the principles of good governance. The DPRD, in this case, has a strategic role to oversee

bureaucratic performance and encourage governance reform through legislation and supervision instruments (Isnaeni, 2021).

The non-optimal performance of the DPRD in the functions of regional regulation formation, supervision, budgeting, and community representation is the core of the governance problem in South Tangerang City. This may be rooted in various factors, ranging from the limited capacity of individual DPRD members, the ineffectiveness of the DPRD's supporting system, to structural problems such as the unbalanced power relationship between the executive and the regional legislature. The complexity of the challenges faced by the City of South Tangerang, especially in the context of the Greater Jakarta agglomeration, adds urgency to improve the performance of the DPRD. The increasingly complex problems of waste, water, and transportation with the presence of the MRT are not only technical challenges, but also governance issues that require a holistic and collaborative approach. The DPRD, in this case, is required not only to be reactive to existing problems, but also to be proactive in anticipating and formulating innovative solutions.

In the millennial era and technological disruption, the South Tangerang City DPRD faces the challenge of carrying out institutional transformation to remain relevant and effective. This does not only concern the adoption of technology in the work process of the DPRD, but also includes a paradigm shift in understanding and responding to increasingly complex and rapidly changing socio-political dynamics²⁰. The success of the DPRD in adapting to these changes will greatly determine its effectiveness in carrying out the function of checks and balances and encouraging sustainable development in South Tangerang City.

Analysis of the Performance of the DPRD in the Implementation of Government in South Tangerang City

The performance of the Regional People's Representative Council (DPRD) of South Tangerang City, we are faced with multidimensional problems that reflect systemic dysfunction in local governance. This phenomenon is not only an institutional anomaly, but also reflects a broader crisis of legitimacy in the context of local democracy and regional autonomy in Indonesia²¹.

The performance of the South Tangerang City DPRD in the function of legislation shows a significant degradation of quality. Referring to the theory of legislation put forward by H.L.A. Hart, the legislative function should not only focus on the formal aspects of law formation, but also on its substance and effectiveness in regulating social behavior. However, reality shows that the legislation products of the South Tangerang City DPRD tend to be symbolic and less responsive to the needs of the community. This shows the existence of a tendency to:

1. There is a lack of legal innovations that are able to answer contemporary challenges such as government digitalization and the creative economy.
2. The absence of harmonization with regulations in national level, creating the potential for norm conflicts.

3. The weak research base and academic manuscripts indicate an evidence-based legislation process.

This phenomenon reflects what Jürgen Habermas calls a 'legitimacy crisis', in which representative institutions fail to meet public expectations, thus creating political alienation among society. The supervisory function of the DPRD, which is supposed to be an instrument of checks and balances, shows a systemic failure. Referring to the theory of supervision developed by Robert D. Behn, the effectiveness of legislative supervision is not only measured from the frequency of supervisory activities, but also from its impact on improving government performance, which gives rise to the following indications:

1. The persistence of poverty and inequality problems indicates the failure of supervision of poverty alleviation programs.
2. Stagnation in the Human Development Index (HDI) reflects weak supervision of the implementation of education and health policies.
3. Inefficiencies in regional budget management, which can be seen from the low budget absorption and high number of Silpa (Remaining Budget Utilization).

This situation leads to what Guillermo O'Donnell calls an accountability deficit, where the accountability mechanism is horizontal

between state institutions experienced dysfunction, thus opening up opportunities for abuse of power and systemic corruption. To overcome the performance problems of the South Tangerang City DPRD, a series of comprehensive institutional reforms are needed. First, the revitalization of the legislative function through strengthening the legal drafting capacity of DPRD members and the formation of an independent expert team to provide substantive input in the legislation process. Second, strengthening the supervision mechanism by forming an ad hoc oversight committee for strategic issues and increasing collaboration with independent supervisory institutions (Judijanto et al., 2024). Third, reform the budgeting system by adopting a performance-based budgeting model and strengthening participatory budgeting through digital platforms. Fourth, revitalize the representation function by establishing a constituent service office in each constituency and developing a crowdsourcing platform to accommodate public aspirations. Finally, strengthening political ethics through the establishment of an independent ethics committee with strong authority to enforce the code of ethics for DPRD22 members. The implementation of this reform requires a strong commitment from all stakeholders and is expected to restore the legitimacy of the DPRD, improve the quality of governance, and the welfare of the community in South Tangerang City.

Performance Measurement Model of the South Tangerang DPRD in Government Implementation

In answering problems related to the DPRD performance measurement model in the implementation of government in South Tangerang City, it is

necessary to develop a comprehensive, measurable, and adaptive approach to the local context. The proposed performance measurement model must be able to integrate quantitative and qualitative aspects, as well as reflect the complexity of the role of the DPRD in the local government system. Based on the analysis of best practices and public sector performance measurement theory, it is recommended to adopt a modified Balanced Scorecard model for the context of regional legislative institutions. The model will include four main perspectives: a constituency perspective, an internal processes perspective, a learning and growth perspective, and a finance and budgeting perspective (Madeira & Geliski, 2021).

In its implementation, each perspective will be equipped with Key Performance Indicators (KPIs) that are specific, measurable, and relevant to the main functions of the DPRD. The constituency perspective, for example, will measure the level of public satisfaction with the performance of the DPRD through periodic surveys and social media analysis. The perspective of the internal process will evaluate the effectiveness of the implementation of legislation, supervision, and budget functions, with indicators such as the number and quality of local regulations produced, the frequency and impact of supervisory activities, and the timeliness of the discussion and ratification of the APBD. The learning and growth perspective will focus on increasing the capacity of DPRD members, including participation in training and seminars, as well as innovation in the implementation of tasks. Meanwhile, the financial and budget perspective will assess the efficiency of the use of the DPRD budget and its contribution to the improvement of the South Tangerang City PAD (Shyafary et al., 2021).

Dimension	Key Performance Indicators	Measurement Method		Weight
Responsive Legislation	Quality of Substance of PERDA	Peer review by experts		25%
		law		
	Public Participation Rate in the process of Legislation	Public process analysis	Hearing	
	Harmonization with regulations national and other regions	Material Test by	MINISTRY OF HOME AFFAIRS	
Effective Supervision	Meeting frequency and quality	Meeting	Minutes	20%
	Hearing	Analysis		
	Follow-up recommendations	Tracking system		
	DPRD Effectiveness of Supervision	Recommendations	APBD performance audit	
Substantive Representation	Policy Compliance with	Satisfaction Survey		20%
	Constituent aspirations	Constituent		
	Frequency and Quality visits to constituencies	Visit report		
	Group representation marginal in policy	Work	Policy Analysis	
Policy Innovation	Number of policy initiatives	Expert	Board	20%

	Research-based	Assessment	
	Collaboration with academics	Collaboration Index	
	and think tanks	Triple Helix	
	Adoption of Technology in management	Information Systems Audit	
	work of the DPRD	DPRD	
Public Accountability	Process transparency	Disclosure Audit	15%
	Decision	Information	
	Accessibility of performance information	Website Assessment	
	DPRD	DPRD	
	Responsiveness to	Handling Analysis	
	Public complaints	Complaint	

To ensure objectivity and accountability in performance measurement, it is necessary to establish an independent evaluation team consisting of academics, government practitioners, and civil society representatives (Aulia & Wulansari, 2019). This team will conduct periodic assessments, for example every semester, and convey the results of the evaluation to the public through various communication channels. The implementation of this model must also be supported by an integrated performance management information system, allowing for real-time monitoring and comprehensive analysis of DPRD performance trends.

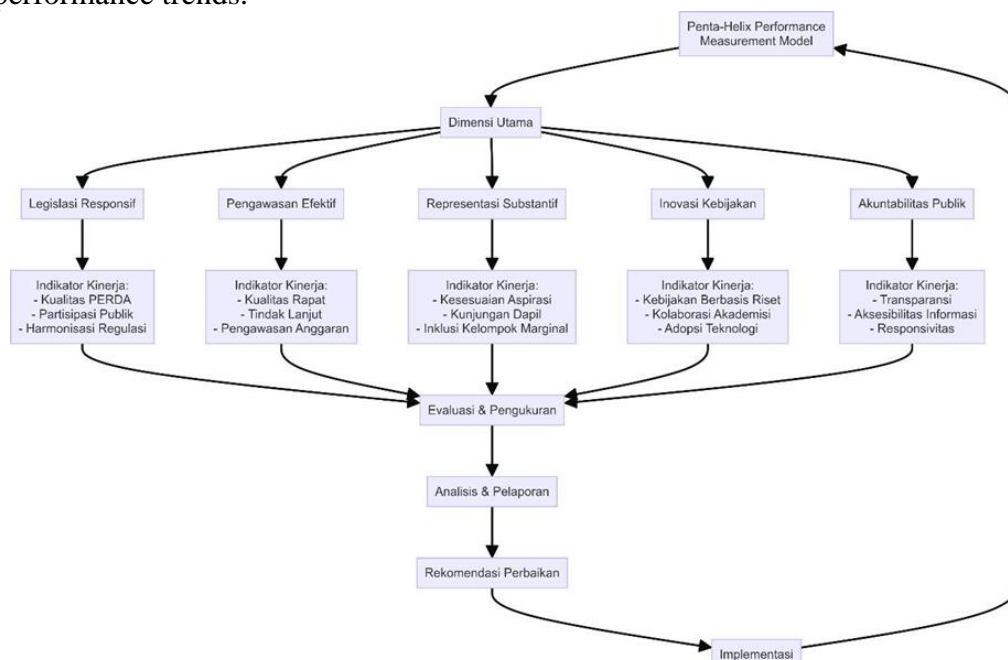


Figure 1. Model Penta Helix Performance Model

The following is a table describing the structure of the proposed DPRD performance measurement model. The implementation of this model requires a

multi-stakeholder approach involving not only the DPRD and local governments, but also academics, civil society, and the private sector. Concrete steps that can be taken include:

1. The establishment of an Independent Performance Evaluation Committee consisting of representatives of academics, community leaders, and professionals in the field of governance.
2. Development of an integrated digital platform to collect, process, and present DPRD performance data in real-time and accessible to the public.
3. The organization of an annual performance evaluation forum involving all elements of society, as a form of public accountability and a means to get feedback.
4. Preparation of Regional Regulations on the DPRD Performance Measurement System which regulates in detail the mechanisms, indicators, and consequences of performance measurement results.
5. The implementation of a performance-based reward and punishment system, including consideration of evaluation results in the allocation of the DPRD budget and nominations for strategic positions in the commission.
6. Integration of performance measurement results into the political education curriculum at the local level, to improve people's political literacy and encourage more qualified participation in the democratic process.

The proposed performance measurement model is expected to encourage the transformation of the South Tangerang City DPRD into a more responsive, accountable, and results-oriented legislative institution. In the long term, the implementation of this model can be a catalyst for improving the quality of local governance as a whole, as well as a benchmark for institutional reform of the DPRD at the national level.

In closing, it should be emphasized that the success of the implementation of this model is highly dependent on strong political commitment, both from within the DPRD and from the regional executive. Transformative leadership is needed that is able to internalize an evidence-based performance culture into the work ethic of the DPRD. Thus, the ideal of realizing a clean, effective, and people's welfare-oriented local government can be realized in South Tangerang City.

CONCLUSION

This study reveals the urgency of reconstructing the performance measurement model of the South Tangerang City DPRD in the context of regional autonomy. Critical analysis shows the existence of systemic dysfunction that reflects a crisis of legitimacy in local democracy. The adoption of the Penta-Helix Performance Measurement Model offers a comprehensive evaluation framework that reflects the contemporary governance paradigm. This model integrates the dimensions of Responsive Legislation, Effective Oversight, Substantive Representation, Policy Innovation, and Public Accountability. The theoretical implication of this study is the need to reconceptualize executive-legislative

relations at the regional level, beyond the simple dichotomy between cooperation and conflict. In practical terms, the implementation of this model has the potential to be a catalyst for the institutional transformation of the DPRD, although its effectiveness depends on the commitment of local political elites and the capacity of civil society.

The adoption of the Penta-Helix Performance Measurement Model in this study is a significant conceptual innovation. This model not only offers a more comprehensive evaluation framework, but also reflects a contemporary governance paradigm that emphasizes multi-stakeholder collaboration in public policy processes. The integration of the dimensions of Responsive Legislation, Effective Supervision, Substantive Representation, Policy Innovation, and Public Accountability in this model allows for a more nuanced evaluation of the complexity of the role of the DPRD in the local government ecosystem.

The main limitation of this study lies in the focus of a single case study that limits the generalization of findings. For further research, it is recommended to conduct a cross-regional comparative study to test the validity of the model in a broader context. Integration of quantitative methods and longitudinal research

It is also necessary to evaluate the long-term effectiveness of this model in improving the performance of the DPRD and the quality of local governance.

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