COLLABORATIVE ELECTORAL GOVERNANCE IN WEST NUSA TENGGARA PROVINCE

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Abstract

This article explores election management practices using a collaborative governance method, focusing on the 2019 election in NTB Province. The study employs a qualitative case study approach, governance paradigm and collaborative drawing on the governance theory. Findings reveal that election management in NTB implemented a hepta-helix collaboration model involving seven actors: election organizing institutions, government, businesses, NGOs, mass media, universities, and political parties. Unlike typical collaborative governance, decision-making in this context remains the prerogative of election organizers, while other actors provide functional support. A critical limitation of this approach is the lack of clear categorization and functional mapping of stakeholders. The study recommends grouping actors into primary, key, and secondary stakeholders, each with defined, mutually supportive roles. Such a structured application of collaborative governance could enhance efficiency and stakeholder synergy. This research contributes to the evolving framework of collaborative governance in election management, enriching the contingency model by Ansell and Gash. By emphasizing structured actor integration, the study offers practical insights into optimizing stakeholder collaboration, ensuring that diverse contributions align with election integrity and transparency goals.

Keywords: Collaborative, Electoral, Governance, Hepta-Helix

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A. Introduction

The state needs to manage general elections with a collaborative method called collaborative electoral governance to improve the quality of democracy. This concept is increasingly urgent to be practised, considering that Indonesia's election process index of 7.92 is the lowest among Asian countries, and Indonesia's democratic position is called flawed democracy with an index of 6.71.1

The 2019 election was Indonesia's first experience of practicing a simultaneous scheme for five types of elections: the election members of the House of Representatives of the Republic of Indonesia (DPR RI), members of the Provincial House of Representatives (Provincial DPRD), members of the Regency/City Regional House of Representatives (Regency/City DPRD), Regional Representative Council (DPD), and the election of the President and Vice President (Nuryanti, in Hanafi, 2020).

The same election scheme will be held again in 2024, where voting according to the KPU schedule will be held on February 14, 2024 and if the presidential and vice presidential elections are two rounds, then the second round of voting will be held on June 26, 2024.2 Thus, the implementation of the 2019 election is the main reference basis for the 2024 election management.

² See General Election Commission Regulation Number 3 of 2022 concerning the Stages and Schedule for the 2024 General Election.



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¹ See The State of Democracy Around The World, https://pages.eiu.com/rs/753-RIQ-438/images/eiu-democracy-index-

Simultaneous elections cause double complexity, because elections are the most colossal work of the country. The number of people involved is huge. Referring to the 2019 election, the number of voters nationally is 192,866,254 people. The ranks of organizers involved consisted of KPU, Bawaslu, and DKPP as many as 8,695,087 people (KPU RI Secretariat, Bawaslu RI, and DKPP RI, 2019).

The election in NTB Province was attended by 3,667,253 people registered in the permanent voter list, with the distribution of voters in East Lombok Regency 25%, Central Lombok Regency 21%, West Lombok Regency 13%, Bima Regency 10%, Sumbawa Regency 9%, Mataram City 8%, North Lombok Regency 5%, Dompu Regency 4%, Bima City 3%, and West Sumbawa Regency 3%. All voters are distributed at 15,988 polling stations (TPS).3

The total number of election organizers from the ranks of the KPU and Bawaslu of NTB Province is 136,570 people with a distribution of 3,654 people from the KPU of NTB Province and Regencies/Cities, 348 people from the District Election Committee (PPK), 3,411 people from the Voting Committee (PPS), 111,916 people from the Voting Organizing Group (KPPS), and 15,989 people from the ranks of voter data update officers (KPU NTB Province 2019). The ranks of the NTB Provincial Bawaslu are 340 people, 369 members of the sub-district supervisory committee (Panwascam), and 723 members of the village supervisory committee. The number of election organizers who serve in the ranks of Bawaslu from the

³ Sekretariat KPU Provinsi NTB, 2019

provincial to village levels is 1,432 people (Bawaslu of NTB Province, 2019).

The heavy burden of election administration caused the 2019 election to sacrifice many organizers. The General Election Commission of the Republic of Indonesia (KPU RI) released that 894 KPPS officers died and 5,175 became ill.4 NTB Province also showed the number of officers who died as many as 6 people.5

The complexity of election governance and the challenge of presenting the quality of democracy have been realized by lawmakers, shown by the provision of two ways of holding elections regulated in Law of the Republic of Indonesia Number 7 of 2017 concerning General Elections, namely article 448 which explains that to hold elections requires community participation through the role of stakeholders. The provisions of this article show that lawmakers intend to connect election organizing organizations with election stakeholders.

Public administration science provides a theoretical basis to explain the relationship between public organizations and stakeholders through collaborative governance theory and has been widely researched. The results show that the application of collaborative governance theory has developed rapidly by identifying the helix model. Until now, helix models have developed from triplehelix, quadruple-helix, and penta-helix to hexa-helix.

⁵ See the number of election officials who died in NTB to six people, https://mataram.antaranews.com/berita



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⁴ See: Reflections on the 2019 Election. KPU: The Committee's Workload Is Too Heavy, https://nasional.okezone.com/read/2020/

The triple-helix model focuses on the collaboration of three stakeholder actors, namely universities, industry, and government (Wang, 2014). The quadruple-helix model adds one actor: the community (McAdam and Debackere, 2017; Carayannis, et.al., 2012). The penta-helix model adds one more actor, namely the mass media (Warsono, et.al: 2019; Yuniningsih: 2019; Yunas: 2019; and Halibas, et.al:2017; and Ariwibowo, et.al., 2018). Finally, the hexa-helix model adds actors to the affected group (Rachim, et.al, 2020).

None of the above studies have specifically examined the practice of collaborative electoral governance in election management. In fact, this concept has been practised in election policy in Indonesia. To fill this gap, the question is what is the collaborative electoral governance practice model in managing elections? In uncovering this question, this study uses a governance paradigm.

Governance is the sixth paradigm in public administration that has developed since the 1990s. The essence of his thinking states that the purpose of exercising power by power holders is to realize the welfare of the community. Because the goal is large, public administration requires management that involves various actors as stakeholders (Henry, 2007; and Ikeanyibe, et. al, 2019).

Stakeholders are interpreted as parties from within or outside the organization who are interested in the organisation's performance so that good governance is created.6 Grimble and

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⁶ See Nur Hidayat Sardini in the Role of the Civil Sector in Continuing the Election Reform Agenda/Regional Elections, virtual discussion in the context of the change of Perludem management, Thursday, August 20, 2020,

Wellard (1997) identified three categories of stakeholders in public policy, as follows:

Primary stakeholders, namely stakeholder groups that have a direct interest in the policy. Because of their immediate importance, they must be placed as a determinant in the policy-making process;

Supporting (secondary) stakeholders, namely stakeholders who do not have a direct interest in the policy, but they have a concern to voice and advocate for the interests of the community;

Key stakeholders, namely a group of stakeholders who have legal authority in policy-making and institutions responsible for policy.

LPP stakeholders in the management of elections are defined as individuals or organizations with interests, influence, influence, or contribute to the policies and operational work of LPP. There are two groups of LPP stakeholders, namely primary and secondary stakeholders. Primary stakeholders are actors directly interested in LPP policies, including political parties, candidates, and voters. Meanwhile, secondary stakeholders are actors who only have a looser relationship with LPP policies, including the business world, NGOs, and mass media (Wall et al., 2016).

In achieving the goals of public administration collaboratively with stakeholders, governance offers the concept of collaborative governance (Ikeanyibe, et.al. 2017). Collaborative governance is "in which one or more public bodies involve multistakeholder non-public organizations in public policy, implemented in a formal, consensus-oriented, and deliberative manner" (Anssell and Gash, 2007). Ansell and Gash further explain the contingency

model that encourages or hinders the collaboration process with four dimensions as follows;

Initial condition

Initial conditions are conditions that describe the conditions before or at the time of collaboration, including three variables: (1) there is an imbalance in influence, resources, and knowledge of actors; (2) there are clear incentives in collaboration; and (3) there is a fear that occurs when collaboration is carried out.

Institutional design

It is the involvement of actors as stakeholders who are equipped with the availability of basic rules to support collaboration;

Participatory leadership

Actors can bring all parties to the negotiating table or negotiations in collaborating and being able to prevent problems that arise in the collaboration process;

Collaboration process

A serious problem often faced in collaboration is about where the implementation of collaboration begins. Ansell and Gash (2007) identified the collaboration process through five stages:

Face-to-face dialogue

Dialogue between actors as stakeholders is an initial process to produce a common agreement (consensus). Another purpose of face-to-face dialogue is to identify opportunities with a mutually beneficial narrative among stakeholders if collaboration can be built

Building trust

Building mutual trust among actors as stakeholders cannot be separated from dialogue. Collaboration will be effective if mutual

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trust has been built between actors. However, the process of building trust is a long process. It requires a high level of commitment, so building trust can be carried out while implementing collaboration.

Commitment in the collaboration process

Commitment among actors as stakeholders will be driven by high interdependence conditions and a strong commitment to collaboration. Anssel and Gash emphasized that collaboration is not a one-time deal but a sustainable and mutually beneficial cooperation activity.

Shared understanding

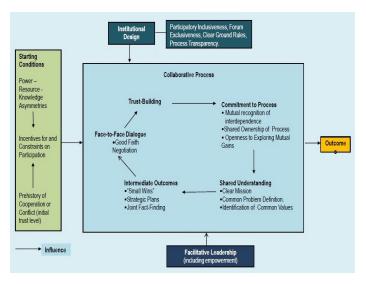
Through dialogue, mutual trust, and mutual commitment, actors as stakeholders are expected to have the same understanding of what will be achieved in collaboration activities. Common understanding can be in the form of clarity of common goals, understanding of the definition of problems faced together, and values to be achieved in collaborating.

Intermediate results

Usually, collaboration will continue if each actor as a stakeholder obtains results and benefits from the collaboration. Interim results or intermediate outcomes can be a driver to give birth to strong trust and commitment from actors to continue collaborating (see Figure).

Figure 1
Collaborative Governance Contingency Model Ansell and Gash (2007)

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Source: Ansell and Gash (2007)

B. Method

This study employs a qualitative research design with a case study approach (Creswell, 2014). The rationale for this choice is that the research focuses on a specific case, namely the implementation of the 2019 election in NTB Province. The research sites are the offices of the NTB Provincial KPU and the NTB Provincial Bawaslu. These sites were selected because both agencies serve as regional election authorities, with responsibilities and authority over election management.

Data collection techniques include in-depth interviews, document analysis, webinars, and observations. In-depth interviews are conducted face-to-face, with informants providing a list of questions to review beforehand and through phone calls and WhatsApp chats. Document analysis focuses on materials related to the implementation and supervision of the 2019 Election, obtained

Online ISSN: 2715-1166 Print ISSN: 2654-847X from the KPU and Bawaslu offices in NTB Province and from district and city levels.

The validity test of the data is carried out through the triangulation technique or confirmation of findings in testing the validity of the data (Creswell, 2018). The triangulation technique uses theoretical and data triangulation, with the following stages; (a) comparing the data of the interview results with documents; (b) comparing the statements of one informant with another; (c) comparing a person's situation and perspective with various opinions and views of others, such as the opinions of election organizers, experts, governments, theories, and other researchers (Bungin, 2014).

Data analysis is carried out with an inductive-qualitative approach, which tries to abstract the field findings data that have been collected and grouped to get conclusions. The reason for choosing this approach is because theory in qualitative research is used as the final point of the research process (Creswell, 2014).

C. Result and Discussion

The stakeholders in managing the 2019 General Election in NTB Province included the following actors: LPP, government, the business sector, non-governmental organizations (NGOs), mass media, universities, and political parties. This mapping builds upon the previous model of collaborative governance implementation (Zakaria et al., 2019; Poison et al., 2020). The seven actors identified in this study are referred to as the hepta-helix model, with the roles and components of each actor presented in the table below.

Table 1

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Hepta-Helix Model of Stakeholders in 2019 Election Management in NTB Province

No.	Actor	Sub-Actors	Role
1.	LPP	1. Ranks of the NTB	The KPU ranks as the main
1.	DII	Provincial KPU	administrators of the
		2.Ranks of the NTB	Election and the Bawaslu
		Provincial Bawaslu	ranks as the quality
			controllers of election
			governance
2.	Government	1. Din Dukcapil;	1. Providing aggregate
		Kesbangpoldagri;	population data per
		3. Transportation	sub-district;
		Office;	2. Providing data on
		4. Pamong Praja	potential voters (DP4);
		Police;	3. Providing data on
		5. Regional General	Citizens residing
		Hospital and Public	abroad;
		Health Service	4. Supporting political
		Center;	education;
		6. Ranks of POLDA NTB Province	5. Supporting the socialization of the
		NIBTIOVINCE	election stages;
			6. Supporting the security
			of the implementation
			of the election stages;
			7. Providing employees of
			the LPP Secretariat;
			8. Physical and spiritual
			health checks of DPRD
			candidates;
			9. Facilitation of
			campaign
			venues/locations;
			10. APK Control; 11. Supervision of
			1
			campaign broadcasting;
			12. Facilitation of storage
			and security of election
			logistics
3.	Business	1. Local Business	1. Production of election
٠.	World	World in NTB	logistics, including:
		Province;	ballot boxes, voting



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		2. National Business booths, ballot papers,
		World covers, voting tools and voting mats, voting ATK;
		2. Distribution of election logistics;
		3. Support socialization
	NGO	and voter education. 1. Religious 1. Election Socialization
4.	NGO	0
		0 ,
		Community political rights;
		3. Disability 4. Election Monitoring
		Community;
		4. Indonesian
		Democracy
		Network (JaDI)
		NTB;
		5. Indigenous
	ъ и т	Communities
5.	Medium	1. TV9 1. Information on the
	Mass	2. BimaTV implementation of the
		3. RRI Mataram election stages;
		4. TVRI NTB 2. Political education;
		5. Global FM 3. Election
		6. Lombok Media Advertisements;
		7. Lombok Post 4. Campaign ads;
		8. Voice of NTB 5. Information on the
		9. TVLombok vision, mission and
		profile of political
		parties and candidates
6	Collogo	1 University of 1 Draviding consultation
6.	College	1. University of 1. Providing consultation
		Mataram and guidance on
		2. Mataram State technical regulations
		Islamic University for the implementation
		3. University of of elections;
		Muhammadiyah 2. Research on the
		Mataram implementation of
		4. Mandalika elections;
		University 3. Election Socialization;
		/ Dolitical Education:
		4. Political Education;
		5. Providing an LPP Selection Team



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7.	Political	Political		 Political education;
	party	Participating	in the	2. Political
		2019 Election		communication;
				3. Examining, proposing
				improvements,
				approving or rejecting
				permanent voter lists;
				4. Recruitment of
				prospective members
				of the DPRD;
				5. Carry out campaigns;
				6. Providing witnesses to
				voting, counting and
				recapitulation of votes

Source: processed, 2022

The table above explains the *hepta-helix model* of stakeholders in the practice of collaborative management of the 2019 General Election in NTB Province with actors and subactors, as well as the role of each actor as follows:

a. LPP

LPP is an institution with a special task of regulating and organizing the election process in a country (Olaniyi, 2017). The role of LPP is responsible for organizing and controlling the implementation of the election stages. In the implementation of the 2019 Election, the ranks of the NTB Provincial KPU are functionally the main administrators of the Elections; their authority is to organize the implementation of the Election stages. Meanwhile, the ranks of the NTB Provincial Bawaslu control the implementation of

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each stage to ensure that the election runs in accordance with the law.

b. Government.

The government in a broad sense is all state organs detailed in the 1945 Constitution which includes 5 (five) powers: (a) legislative power, namely the power to form laws, is exercised by the DPR; (b) executive power, i.e. the power to carry out state legislation, is exercised by the President assisted by the Vice President and ministers; (c) consultative power, which is the power to give state consideration to the government carried out by the Supreme Advisory Council which has been abolished in the amendment of the 1945 Constitution of 2004; (d) the power to conduct an audit of the management and responsibility of state finances, exercised by the State Financial Audit Board; and (e) judicial power, which is the power to carry out the judiciary to enforce the law and the judiciary. (Kansil and Kansil, 2008:57).

In the implementation of the 2019 General Election in NTB Province, government actors involved in the collaboration include: (1) the Civil Registration Office; (2) Kesbangpoldagri; (3) Transportation Office; (4) Pamong Praja Police; (5) Regional General Hospitals and Public Health Service Centers; and (6) Ranks of POLDA NTB Province

The role of the government in the management of the election is quite dominant, including: (1) providing aggregate population data per sub-district; (2) providing data on potential voters (DP4); (3) providing data on Citizens residing abroad; (4) supporting political education; (5) supporting the socialization of the election stages; (6) supporting the security of the implementation of the election stages; (7) providing employees of the LPP Secretariat; (8) physical and spiritual health examination of DPRD candidates; (9) facilitation of campaign venues/locations; (10) control of campaign props; (11) supervision of campaign broadcasting; (12) facilitation of storage and security of election logistics.

c. The business world.

The business world is a business actor involved in the administration of government. Business actors in the 2019 election in NTB Province include the local business world in NTB Province and the national business world. The role of the business world includes; (1) the production of election logistics, such as: ballot boxes, voting booths, ballot papers, covers, voting tools and voting mats, office stationery for voting needs; (2) distribution of election logistics; and (3) supporting voter socialization and education.

d. Non Government Organization (NGO).

Various terms are used to describe this actor. In public administration, it is defined as a non-governmental organization or civil society, which is an organization established by individuals or groups voluntarily in providing public services without the aim of obtaining financial benefits from their activities (Astuti, at.el., 2020:98). Another explanation states that NGOs are organizations formed by independent groups (Gaffar, 1999:200).

In the implementation of the 2019 Election in NTB Province, NGO actors consist of; (1) religious organizations; (2) women's community; (3) the community of people with disabilities; (3) the Indonesian Democracy Network (JaDI) NTB; and (4) indigenous communities. NGOs have three roles; (1) election socialization; (2) voter education; and (3) advocacy for people's political rights.

e. Mass Media

The study of public administration expands the meaning of mass media in the practice of *collaborative governance* as all media, both electronic and print media, and other media such as social media that play a role in conveying information to the public (Astuti, at.el., 2020:97). In the implementation of the 2019 Election in NTB Province, the media involved include TV9, BimaTV, RRI Matara, TVRI NTB, Global FM, Lombok Media, Lombok Post, Suara NTB, and TVLombok. The role of the media in supporting the management of the

election includes; (1) information on the implementation of the election stages; (2) political education; (3) election advertisements; (4) campaign advertising; (5) information on the vision, mission and profile of political parties and candidates

f. College.

College is an institution that plays a role in providing experts or expertise that can be contributed to sustainable public policy (Yuniningsih, et.al, 2019). In the implementation of the 2019 Election in NTB Province, the actors collaborating with LPP are including; (1) University of Mataram; (2) Mataram State Islamic University; (3) University of Muhammadiyah Mataram and University of Mandalika. The role of universities in supporting the management of the Election are: (1) providing consultation and guidance on technical regulations for the implementation of the Election; (2) research on the implementation of elections; (3) election socialization; (4) political education; and (5) providing a selection team for the formation of an election organizing body.

g. Political parties

A political party is an autonomous group of citizens whose purpose is to compete in the election by proposing several candidates. The goal is to gain power in government positions or control the government's course (Katz and Crotty, 2014). In implementing the 2019 Election in NTB Province, political party actors who collaborate with LPP are all political parties participating in the election. The role of political parties in supporting the management of the election includes (1) political education; (2) political communication; (3) examining, proposing improvements, approving or rejecting the permanent voter list; (4) recruitment of prospective members of the DPRD; (5) carry out campaigns; and (6) providing witnesses to voting, counting and recapitulation of votes

The explanation above shows that the management of the 2019 Election in NTB Province has implemented the collaborative electoral governance method of the hepta-helix model. The weakness is that LPP has not mapped actors as election stakeholders, causing collaboration in election management to be unsustainable. Referring to the thinking of Grimble and Wellard (1997), the mapping of actors as election stakeholders is formulated as follows:

a. Key Stakeholders

This study identifies the actors who enter as the main stakeholders, namely political parties, along with the candidates submitted. These actors are referred to as the main stakeholders because they are directly interested in the policies issued by the LPP. All decisions from the LPP in the management of the election directly impact political parties and candidates.

b. Key stakeholders ;

Actors who are included in the category of *key stakeholders* of the Grimblle and Wellard model are LPP and the government. The reason is that these two actors have legal authority in policy-making or institutions responsible for policies. Population data used by LPP as a basis for verifying the requirements for election participants, determining the allocation of seats in each constituency, and a number of candidate administrative requirements, such as diplomas, health certificates, certificates of good behaviour, and others, are issued by the government.

c. Stakeholder seconds;

They are actors consisting of NGOs, mass media, universities, and the business world. These actors are called secondary *stakeholders* because they do not have a direct interest in the election management. Still, they have a concern about voicing and advocating for the community's interests in each stage of the election process.

The practice of *collaborative electoral governance* in the management of elections differs from *collaborative governance* in general. The principle of LPP independence in decision—making should not be interfered with by the political power of actors as *stakeholders*. The goal is to maintain the consistency of

article 22E of the 1945 Constitution which states that elections are held by a national, permanent, and independent general election commission. The principle of independence in these provisions is interpreted that in decision-making the LPP should not be intervened by any political force.

By paying attention to the above principles, functionally the role of LPP in election management is election management, while the role of election stakeholders is to support LPP in the implementation of election management (election management support). Thus, in the concept of collaborative electoral governance, the relationship between LPP and other stakeholders is a coordinated relationship.

D. Conclussion

The management of the 2019 Election in NTB Province practices the collaborative electoral governance method with the hepta-helix model, namely governance through the involvement of election stakeholders, including seven actors: Election organizing institutions, the government, the business world, NGOs, mass media, universities, and political parties. In this collaboration, election organizing institutions and political parties are the primary stakeholders.

Election organizing institutions are primary stakeholders because they play a role in policy-making and are responsible for the management of elections. The reason for political parties as primary stakeholders is that these actors are those who are directly affected by the policies of the election organizing institutions. Government

actors are key stakeholders, because these actors have legal authority in providing population data, facilitating the work of election organizing institutions and election participants, the business world, NGOs, and universities are secondary stakeholders because their function is to provide support for election management.

The theoretical implication of this article is that the collaborative electoral governance model is found to complement the previous theory of collaborative governance which only focuses on the process (Anssel and Gash, 2007). The collaborative governance model will only be sustainable in the management of elections if it is preceded by the mapping of collaborative actors into three categories, namely primary, key, and secondary stakeholders (Grimblle and Wellard (1997). The findings of this study also complement the previous election stakeholder theory which only divided election stakeholders into two groups, namely primary and secondary stakeholders, and did not include universities as actors in the category of election stakeholders (Wall, et.al., 2016). This study's findings show that universities' role is very important in supporting election management.

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