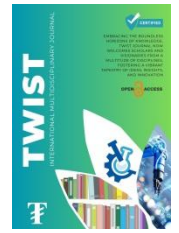




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Revitalizing Indonesian People's Consultative Assembly Annual Meeting

Systematic Literature Review and Bibliometric Analysis

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Abstract

The reconfiguration of the Indonesian People's Consultative Assembly (MPR) authority in the Fourth Amendment period (1999-2000) led to the decentralization of its functions. Accordingly, the MPR annual session today is more ceremonial than a material balance-of-power arena. This paper therefore seeks to determine dangers and possibilities of resuscitating the MPR annual session in enhancing government accountability. Overall, 93 references published from 1992 to 2025 in the Scopus database were examined through Systematic Literature Review (SLR) and bibliometric analysis. The findings indicate that little scholarly discussion exists regarding revitalizing the MPR annual meeting, with most studies being carried out on normative-legal issues. Moreover, the execution of the MPR annual meeting reform is also risky, with threats of symbolic action, elite politicization, and insufficient public engagement, which can erode its effectiveness and institutional legitimacy. Conversely, there is great potential to make it a technology-driven, participatory, and evaluative platform with the potential to enhance the accountability and constitutional responsibility of the MPR in the state government. This research is significant to political scholars and practitioners interested in finding viable solutions for promoting accountability during the MPR annual session.

Keywords

Indonesian people's consultative assembly, annual meeting revitalization, threat and opportunity

INTRODUCTION

The People's Consultative Assembly of the Republic of Indonesia (MPR) is a state institution that occupies an important constitutional role within the constitutional arrangement of the country. In line with the constitutional changes that occurred in the early 2000s, the MPR's power experienced profound revisions, from a supreme state institution to a premier state institution no longer entrusted with the authority of formulating the Outline of the State Direction (GBHN) (Situmeang, 2024; Wahid et al., 2023). This transformation has been accompanied by new dynamics concerning the role and function of the MPR, especially regarding monitoring the state institutions' performance and formulating the aspirations of the people.

The MPR Annual Session is an official platform, it gathers all the elements of high state institutions (Indonesia House of Representative (DPR) and Indonesia Regional House of Representative (DPD)) onto one state platform. In practical terms, the session is generally regarded as purely ceremonial and not a strategic means for evaluating and

synergizing the performance of state institutions (Poernomo, 2022). Actually, with a presidential system that is under threat of collapse, having an arena for coordination and deliberation such as the Annual Session is most critical. Renewing it thus constitutes a relevant agenda in addressing challenges of modern governance that call for openness, efficiency, and accountability.

Though discussion of institution the constitutional order remains ongoing, opinions have emerged variably among scholars, constitutional attorneys, and politicians. Some argue the Annual Session of the MPR as the window of opportunity through which state institutions can gain the culture of horizontal accountability (Silver, 2003; Wahid et al., 2023). Though a significant portion of respondents view the possibilities for politicizing such a forum as well as intersecting prerogatives between institutions, there are still concerns. This discussion highlights a necessity to conduct more systematic research on the intellectual discipline and trend of research in the area of the annual session of the MPR, that is, through the use of qualitative methods such as bibliometrics. Despite the fact that most of previous study focus on MPR's reduced power across diverse objectives — historical point of view (Poernomo, 2022; Situmeang, 2024), budget plant (Abrianto et al., 2019), changing ideology (Soesatyo et al., 2023; Wantu et al., 2021), and comparing the judicial compliant (Nurwulantari & Erliyana, 2021)—, revitalizing MPR annual meeting for enhanced accountability and transparency remains overlooked, offering a solution without changing the current constitute.

As part of the constitutional law literature and policy studies, this article contributes to efforts to strengthen the checks and balances system in Indonesia. Within the grand framework of institutional reform, strengthening the role of the MPR through the revitalization of the Annual Session is not only a normative issue, but also a strategic one in maintaining harmony and accountability between state institutions. Therefore, a data-driven approach is needed to avoid ideological bias and prioritize scientific objectivity in the process of institutional policy formulation. Against this background, this article raises the main question:

1. What is the scientific map related to revitalizing MPR annual meeting in the academic literature?
2. What are the threats and opportunities of revitalizing MPR annual meeting that can be identified through bibliometric and SLR studies?

Answering this question will open up space for reflection on the position and future of the MPR in the Indonesian constitutional system, as well as affirm the importance of institutional reform based on evidence and academic studies.

The four chapters of the paper include the introduction as chapter one, specifying the aim of the study accompanied by the exposition of the gap, novelty, and relevance of the research. Chapter two is the report on methodology describing scientific processes utilized for carrying out the research. Chapter three presents results and discussion describing solutions to research questions along with exposition of the findings. Finally, the conclusion restates the study, its implications, limitations, and recommendations for further research.

MATERIALS AND METHODS

This study employs a qualitative approach and used secondary data based on existing publication documents. This research methodology is integrating two principal methods: Systematic Literature Review (SLR) and bibliometric analysis. By the integration of the two methods, the study aims at having a comprehensive understanding of the academic discourse on the reactivation of the People's Consultative Assembly's (MPR) Annual Session. The integrated approach offers the potential of looking at both conceptual aspects via literature synthesis and text elements of scientific publication trends (Khizar et al., 2024). The application of this qualitative approach is deemed suitable owing to the normative and political nature of the research topic and the limited volume of existing research that draws together constitutional law findings with the post-reform institutional practices of the MPR.

SLR Procedure

The Systematic Literature Review (SLR) in this study adheres to the instruction given by Page et al. (2021), which includes five main steps:

1. Database selection: We used journal under Scopus indexed due to Scopus known as international respective indexed and widely used for conducting SLR such has been done by Khizar et al. (2024) Further we also selected the documents from the earliest to the current (1992 to 2025) due to the historical background of MPR revitalization has been started since 1999, so the previous period able to capture the contrast between before and after MPR amendments (Soesatyo et al., 2023).
2. Research concept identification: This step focus on creating proper concept based on research objective. Our objective is to identify revitalization of MPR annual meeting, threat, and opportunities. Therefore, the focus concept of this study is Indonesia people consultative assembly annual meeting, Indonesia house of representative annual meeting, Indonesia regional house of representative annual meeting, Indonesia legislation, and Indonesia amendments annual meeting,
3. Equation search: We construct the research concept as mention in stage 2 into certain keywords which able to capture proper documents. Our equation search including “MPR”, “Indonesia AND People’s AND Consultative AND Assembly”, “DPR”, “Indonesia AND House AND of AND Representative”, “DPD”, “Indonesia AND Regional AND House AND of AND Representative”, “Indonesia AND Legislation”, “Indonesia AND Legislation AND Annual AND Meeting”, “Indonesia AND Legislation AND Annual AND Section” were used to identify relevant literature.

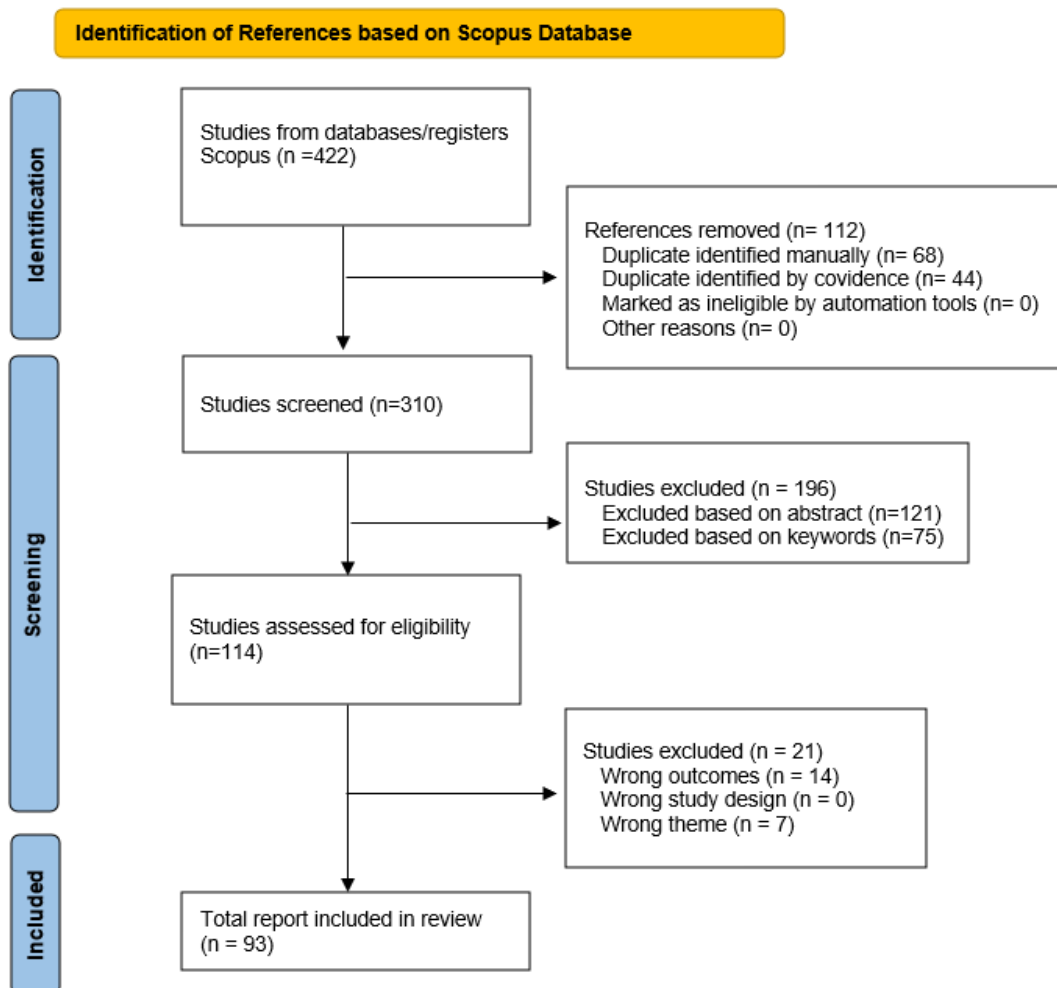


Fig. 1 PRISMA Process, 1992-2025

Fig. 1 representing the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) approach, conducted in this study to capture the flow for gathering reliable literature (Page et al., 2021). We identify the final documents by screening into 3 steps. First the identification screening, we eliminate the duplicated files and remove 112 documents. Second stage is screening through title, abstract, and keywords where we eliminate 196 documents. Lastly, the included part, after final screening of article content we avoid the 21 which are not related to MPR annual meeting. The final documents used in this study is 93, where come from Scopus database due to the Scopus index known as reliable international journal references. Our document consists of 1 book, 3 book chapters, 8 conference papers, 3 review papers, and the rest are original research papers.

Bibliometric Procedure

Complementing the SLR, bibliometric analysis has also been utilized in this study for mapping publication patterns, identification of key theme, and visualizing collaboration networks from the relevant literature. It has been conducted through VOSviewer software and excel databased taken from published and perish screening software to identify related documents. The 93 final articles from PRISMA process (Fig. 1) used in bibliometric process. The analysis focus on two main dimensions: performance analysis (publication volume, top authors, journals), and documents mapping (keyword trends, co-citation networks). These analysis reveals how academic interest in the MPR has shifted over time, which institutions and scholars dominate the discourse, and what themes have emerged or declined. For documents mapping, the result will create several dominant clusters which mostly discussed related to revitalizing MPR annual meeting. By doing so, the study identifies intellectual voids and scholarly potentials that can inform further research on the institutional role of the MPR and its legislative legitimacy. Overall, the combination of SLR and bibliometric methods provides a triangulated approach, which gives not only a comprehensive overview of the content of the literature but also reveals the broader trends of knowledge within the field (Khizar et al., 2024). Consequently, the research method employed in this study ought to have methodological and substantive contributions towards knowledge of the MPR's strategic role and revitalization of its Annual Session in the Indonesian constitutional system.

RESULTS AND DISCUSSION

The Scientific Map Related to Revitalizing MPR Annual Meeting

The scientific maps in this study consist of 4 discussions, whereas related to the number of growths over the past decade, the most cited authors, the most journal contributors, and interconnected references based on title and abstract.

The Growth of Article Publication

The results of the analysis of publication trends are illustrated in Fig. 2. It shows the number of scientific literatures discussing the People's Consultative Assembly (MPR), especially related to the Annual Session and the function of legislation. The trend is fluctuated during the period 1992 to 2025. Throughout the year when there was an amendment to the 1945 Constitution for 4 stages (1999-2002), no scientific articles were found that highlighted the critical views of the function of the legislative change. Since 2016 until now, there has been a surge in the number of publications in certain periods, especially when political issues emerge.

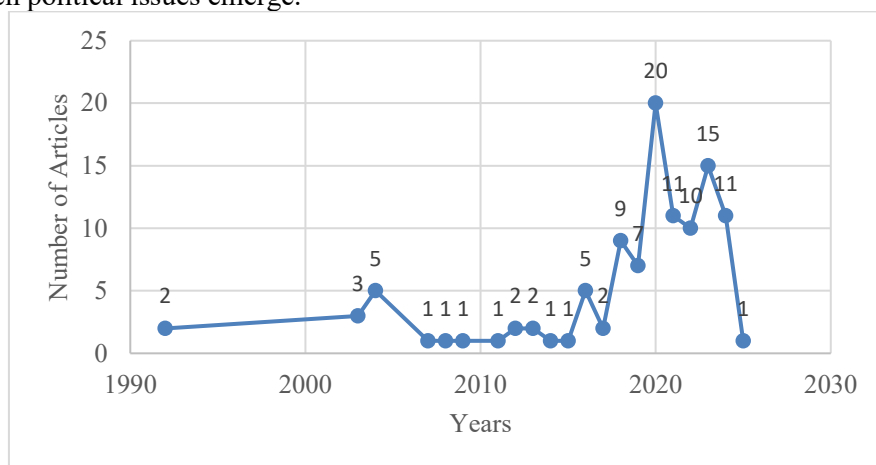


Fig. 2 The Growth of Article Publication on Revitalizing MPR Annual Meeting
Source: Author's Analysis Based on Scopus Database 1992-2025

There is a unique pattern, where 1 year after the elections, 2020 and 2023, there is a surge in articles discussing the themes of legislation, MPR, Annual Meeting and Government Revitalization. This phenomenon shows a correlation between national political dynamics and academic responses that emerge in the form of scientific publications. Our findings supported by Kristiyanto et al. (2023) statement who argue the Indonesian understanding and criticizing over the legislation practices increase due to the huge awareness and social media effects which allows society directly monitoring the performance of MPR. Although the volume of annual publications is still relatively low when compared to other national institutional themes such as parliament or president, it indicates that the discourse on the position and functions of the MPR, including its Annual Session, has not been fully the main concern in the institutional research ecosystem in Indonesia. Thus, there is ample room for researchers to explore this topic further, especially in examining the strategic role of the MPR in the post-reform checks and balances system.

Top 10 Most Cited Papers

The analysis of the citations in Table 1 reveals that there are several authors who are the main references in the discourse on the MPR and the reform of the constitutional system in Indonesia. Uniquely, the number of foreign writers is more dominating than Indonesian writers. Where there are only two Indonesian writers, Dimiyati et al. (2021); and Purnama, (2003), who focus on the importance of policy reform in the field of welfare and transportation. Meanwhile, McCarthy (2004) ranks first with 155 citations and has been a classic reference source since 2004. Other foreign writers, such as Harun et al. (2012); Holtzappel & Ramstedt (2009); Manning & Roesad (2007); Mietzner (2013); Silver (2003); and Zobbi et al. (2020) also contributed the most cited works.

Table 1 Top 10 Most Cited Papers

No	Cites	Authors (Year)	Title	Source of Journal	Cites per Year
1	155	McCarthy (2004)	Changing to gray: Decentralization and the emergence of volatile socio-legal configurations in Central Kalimantan, Indonesia	World Development	7.38
2	63	Dimiyati et al. (2021)	Indonesia as a legal welfare state: A prophetic-transcendental basis	Heliyon	15.75
3	55	Harun et al. (2015)	Indonesian public sector accounting reforms: Dialogic aspirations a step too far?	Accounting, Auditing and Accountability Journal	5.5
4	54	Harun et al. (2012)	Institutionalization of accrual accounting in the Indonesian public sector	Journal of Accounting and Organizational Change	4.15
5	47	Holtzappel & Ramstedt (2009)	Decentralization and regional autonomy in Indonesia: Implementation and challenges	The Institute of Southeast Asia Study (ISEAS)	2.94
6	45	Manning & Roesad (2007)	The Manpower Law of 2003 and its implementing regulations: Genesis, key articles and potential impact	Bulletin of Indonesian Economic Studies	2.5

7	43	Purnama (2003)	Reform of the EIA process in Indonesia: Improving the role of public involvement	Environmental Impact Assessment Review	1.95
8	41	Mietzner (2013)	Fighting the Hellhounds: Pro-democracy Activists and Party Politics in Post-Suharto Indonesia	Journal of Contemporary Asia	3.42
9	31	Silver (2003)	Do the donors have it right? Decentralization and changing local governance in Indonesia	Annals of Regional Science	1.41
10	28	Zobbi et al. (2020)	Measurement method for evaluating the lockdown policies during the COVID-19 pandemic	International Journal of Environmental Research and Public Health	5.6

Source: Author's Analysis Based on Scopus Database 1992-2025

The scientific backgrounds of these authors are quite diverse, such as geography, accounting, urban planning, and computer science. However, it is still dominant, generally coming from writers with academic backgrounds, constitutional law, and political science. This means that there is a diversity of disciplines related to scientific discussions with the theme of revitalizing the MPR. The findings of this interdisciplinary science are in line with the view of (Cairney, 2021) which highlights the diversity of science in the MPR, making the function of legislation that must be able to capture problems in multiple fields.

In addition, the research remains dominated by themes that highlight the shift in the authority of the MPR after the amendment as well as the normative position of the Annual Session within the accountability framework of state institutions. Among the most influential writers are those who present criticisms of the marginalization of the MPR as well as offer alternative institutional designs that are more deliberative and representative. The high citations in these works show that the issue has normative urgency as well as academic appeal, although it has not been balanced by the large number of researchers who have delved into it empirically. Therefore, it is important to broaden the literature base through interdisciplinary approaches, not only from a legal perspective, but also through the study of political communication, governance, and institutional innovation.

Top Journal on Publishing Number of Articles

The results of the analysis of scientific publication channels found that most of the literature related to the Annual Session of the People's Consultative Assembly (MPR) and state institutions is published in Indonesian national journals with international reputation (Jurnal Konstitusi, Journal of Indonesian Legal Studies, and Yuridika). Fig. 4 illustrates that the majority of journals specialize in the fields of constitutional law, political science, and governance. International journals from the United States and Australia that also publish articles on similar themes are the International Journal of Innovation, Creativity and Change, and the Journal of Legal, Ethical and Regulatory Issues. It indicates there is international attention to observe research on the revitalization of the Annual Session of the MPR with governance reform or the democratization agenda in Indonesia.

The global research trend on the legislative role of the MPR supports previous work by Hermanto (2023), who consider that the highly charged tensions of democratic countries present an interesting subject of study, perhaps with teachings to be borrowed by countries that share the same system. Besides, Indonesia in particular, has emerged as an increasingly strategic focus for Australian scholars as a result of the increasing scope of bilateral agreements between the two nations. To this end, parliamentary stances such as the MPR have a critical role to play as primary stakeholders. Decentralization of MPR authority has facilitated these agreements to be implemented not only at the national level but also through local action. For instance, current cooperation under the Indonesia–Australia Comprehensive Economic Partnership Agreement (IA-CEPA) shows the way legislative and regulatory institutions are required to accommodate in order to enable regional-level development and responsibility (Beeson et al., 2021).

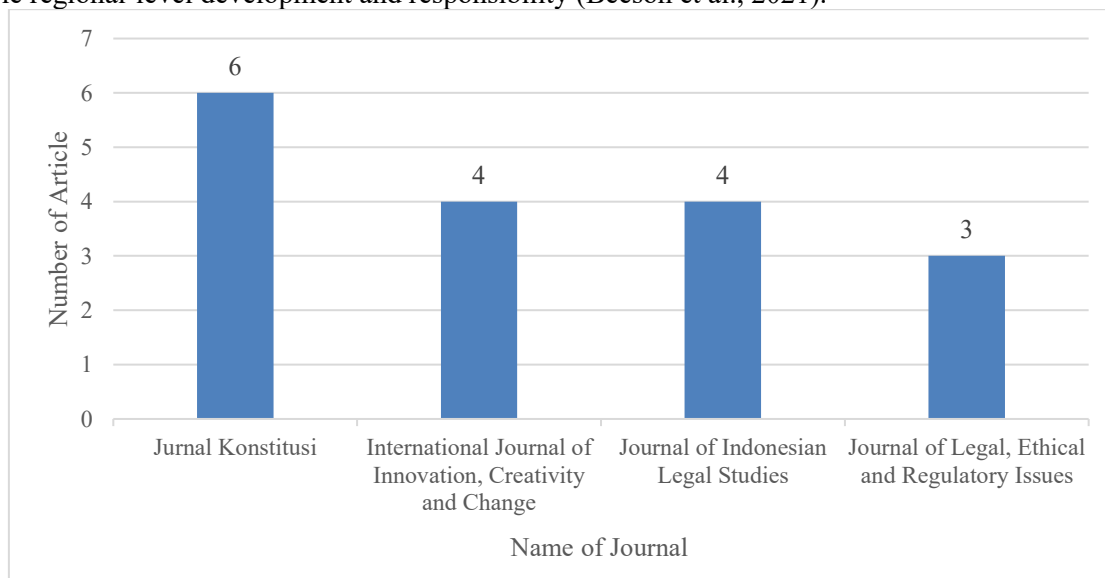


Fig. 3 Top Journal on Publishing Number of Articles.

Source: Author's Analysis Based on Scopus Database 1992-2025

public policy. Concerns such as judicial scrutiny and judicial rule also indicate a shift towards balance of power between the government's branches, in this instance, in terms of how the MPR Annual Session can be utilized as a platform to examine the coordination of the implementation of the work programs of state institutions to constitutional principles. As mentioned by Poernomo (2022) and Soesatyo et al. (2023), although there was a shift in power since the 2000s, still MPR has an obligation to ensure legality and judicial review in political practices.

Purple Cluster-Good Governance and Political Ethics

The purple cluster identified keywords such as "good governance," "ethical control," and "perspective" under this category suggest that the revitalization of the MPR Annual Session is viewed to have the capacity to promote balance and check through transparency, accountability, and good governance practices. Terminology under this category suggests a normative and moral perspective towards the MPR's supervisory function, emphasizing values of integrity in state institutions. Strengthening the MPR's function during the Annual Session can assist in fostering a more transparent system of checks and balances, in line with contemporary governance practices based on democratic principles (Abrianto et al., 2019).

Blue Cluster-Regulation Implementation in Regional Level

The terms "implementation," "regional regulation," and "analysis" are all included in this cluster, capturing focus on the pragmatic and implementation dimensions of public policy, and the Annual Session's potential role in analyzing the success of policies by region and sector. Topic focus on domestic rules underscores the necessity of vertical coordination between central-regional governments, a process that can be espoused through this annual forum. Furthermore, this cluster is characterized by a real cases evaluation of whether development programs implemented by executive and legislative bodies have been effective in the context of regional level, situating the Annual Session as a means to assist in ensuring accountability within various tiers of government. Align with argument from Kurniasih et al. (2023) and Nasution et al. (2024) who stated the implementation on regional regulation based on DPD will create better society such as issues in human resources in West Java and budget allocation in North Sumatera.

Orange Cluster-Institutional Dynamic and Establishment

The words "establishment" and "existence" in this cluster reflect a concern with the legitimacy, legality, and dynamics of the establishment of political institutions such as the MPR and the Regional Representative Council (DPD). This cluster reflects philosophical and historical debates about the existence and function of these institutions, for example, the degree to which they can be used to strengthen procedural democracy in Indonesia. The relevance of this cluster to the MPR Annual Session is that it can be used as a foundation for the reassertion of the strategic role of the MPR in the contemporary constitutional order as explained by Harun et al. (2012) and Wantu et al. (2021).

The Threats and Opportunities of Revitalizing MPR Annual Meeting

Threats

The revitalization of the MPR Annual Session is under the threat of several potential hindrances that could erode its effectiveness and usefulness in the Indonesian constitutional framework. One such serious threat, which has been identified through bibliometric analysis, is the prospect of the Annual Session being maintained ceremonial and routine with no actual content and concrete impact on policy-making or institutional reform (Wahid et al., 2023). Phrases such as 'redundancy,' 'symbolic function,' and 'institutional inefficiency' appeared in several clusters of discourse debate, expressing concerns that the Annual Session primarily merely reproduces constitutional rituals and not a critical evaluation of state institution performance (Feulner, 2024; Hermanto et al., 2024).

A second serious danger is uncertainty regarding what the MPR's mandate is following the 1945 Constitution having been amended to eliminate its highest state institution status. Here, controversy over reviving the Annual Session risks reviving controversies over institutional reform direction in case it is not accompanied by concrete substantive tasks for the Session. Literature on the topic shows that without solid and consensual role repositioning, the Annual Session could increase budgetary concerns and contribute to the legitimacy fragmentation among state institutions (Musa, 2021; Nasution et al., 2024).

Internal political dynamics also constitute a potent inhibiting force. Political representation in the MPR risks transforming the Annual Session into a symbolic domain for the elite, rather than a genuine arena of public accountability (Asrinaldi, 2025; Huda et al., 2024). The threat of politicization can be found in the bibliometric results, as they provide evidence of the limited connection between Annual Session debates and contemporary topics such as civic engagement, online governance, and e-participation. That they are off the scientific map indicates that processes of revitalization so far have not included such dimensions of governance innovation and still mostly remain embedded in traditional legal-formal configurations.

Opportunities

Despite several challenges, the re-activation of MPR Annual Session has significant strategic potential in strengthening Indonesia's constitutional democratic system. One primary potential is bringing back the Annual Session as a deliberative platform with substance that represents the sovereignty of the people. The map of keyword co-occurrence revealed that

terms such as 'transparency,' 'constitutional accountability,' and 'people's sovereignty' form a top cluster, indicating the possibilities to make the Annual Session an open public assessment tool of state institutions by MPR representation (Situmeang, 2024; Wahid et al., 2023).

The second key possibility is to transform the Annual Session into a technology-supported participatory platform according to the trend of e-governance. MPR can take advantage of the wave of digital transformation to enhance public engagement with the use of online feedback channels, interactive annual reporting, and offering avenues for public deliberation (Kusumaningrum et al., 2019; Shofi et al., 2022). This move not only improves the legitimacy of representative democracy but also boosts people's trust in the MPR as an institution that aggregates and articulates people's interests better in a more responsive and adaptive manner.

Moreover, the revitalization of the Annual Session can be made a main task in enhancing coherence among state institutions through presenting thematic, measurable yearly reports with the use of national development indicators. If used strategically, it can fill a coordination gap so typical in Indonesia's multiparty presidential system of government, beset as it usually is with divisions between the executive and legislative branches. Thus, the Annual Session can become not only a national symbol of cohesion but also a vehicle to deepen governance on the principles of good governance and public accountability (Nadir, 2020).

Finally, the largest potential lies in the potential of the Annual Session as a medium for constitutional political education of the masses (Faiz et al., 2023; Soesaty et al., 2023). By making reports widely available and drawing on narratives accessible to a larger audience, the MPR can turn the Annual Session into an educational tool for increasing constitutional literacy, particularly in light of the current low degree of public familiarity with the role and organization of state institutions. This aligns with the desire to deepen substantive democracy, a vision that provokes the active engagement of citizens towards the public monitoring and decision-making.

CONCLUSION

This study aims to explore the threats and opportunities of revitalizing the MPR yearly meeting, turning its function from mostly ceremonial to balance and checks. Research findings show a significant increase in publications after adjusting legislative membership. In addition, topics of research regarding the functions of the MPR have grown more diverse from a scientific point of view, although many studies continue to follow a normative-legal approach. The results reveal a limited critical scholarly analysis exclusively addressing the rejuvenation of the MPR annual meeting. Besides, the rejuvenation of the MPR Annual Session is exposed to such challenges as symbolic biases, politicization of the elite, and limited public participation that undermine its performance and institutional legitimacy. Alternatively, there is extensive potential to transform it into an assessment, participatory, and technologically enabled platform to boost the accountability and constitutional role of the MPR in state administration.

This study makes critical implications on the enhancing of academic and institutional deliberation regarding the revitalization of the MPR annual session, particularly by emphasizing the necessity of evidence-based and technology-enabled approaches to expand the deliberative and judgmental functions of great state institutions. We suggest although revitalizing MPR annual meeting will create cultural threat, still the benefit is outweighed especially on supporting balance and check for transparency, efficiency, and accountability. Nevertheless, this study is limited by its utilization of secondary data and bibliometric mapping at the descriptive level that excludes in-depth qualitative analysis of the actual political and legal forces in Indonesia. Therefore, future studies are best recommended to mix this bibliometric method with field studies or policy discourse analysis in order to embrace the MPR's role more comprehensively in terms of socio-political depth and public awareness.

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DECLARATION OF CONFLICT

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