

## THE STRATEGY OF THE ELECTION SUPERVISORY AGENCY IN THE WEST JAVA REGION IN INCREASING COMMUNITY PARTICIPATORY SUPERVISION

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### ABSTRACT

Community participation is an indicator that determines the quality of election administration and signifies the importance of democracy for a country. Participation in elections is carried out in two ways, including first conducting election socialization and secondly carrying out voter education and conveying the results of election monitoring and reporting suspected election violations. High public participation in elections (voter turnout) and public trust are part of the integrity of elections on the other hand low participation in elections is associated with public apathy. The Bawaslu's data for the 2019 simultaneous elections in the West Java region show high findings and reports of violations, while public participation in monitoring and reporting suspected violations is considered low. The low level of public involvement in monitoring and reporting electoral fraud is due to the lack of socialization and education carried out by Bawaslu, so the capacity of the community as a human resource to monitor and report suspected election violations is still low. The research method used is a qualitative research method with research instruments including interviews with 17 key informants and field observations by making direct observations covering the West Java region and reviewing documents as supporting data in data refinement. The study results illustrate that the Participatory Oversight Program implemented by Bawaslu could have been more optimal, as evidenced by the low level of public participation in election monitoring and reporting suspected violations. In contrast, future election violations are increasingly massive. So it requires strategies and collaboration to increase participatory community supervision.

**Keywords:** *Election, Society Participation, Participatory Election Monitoring*

### A. INTRODUCTION

Democracy is often interpreted as a system of government whose administration comes from the people, by the people and for the people by the

principles of democracy, effective public participation in building human community is essential to achieve future goals and objectives (Chado et al. , 2017). If a country wants to be called democratic, it must hold general elections. Elections are a prerequisite for democracy (Puspitasari, 2004). A country without going through elections, the people cannot give a mandate to their representatives to run the country. In addition, elections create a mechanism for producing legal policies that regulate the needs of many people and ensure periodic and orderly elite circulation (Nurgiansah, 2021).

Elections are often still seen as mere political procedural activities where the process and results often deviate from the objectives of the election, such as conflicts between elites and party success teams. Violations and fraud in elections, as well as violence by government officials regarding citizens' political rights, including 23% threats/intimidation, 16% physical violence, 14% restrictions on freedom of expression, and 9% persecution so that all of them can harm democratic values (BUKU LIPI, n.d. 2019).

To oversee the administration of honest and fair elections, the election supervisory agency, now known as Badan Pengawas Pemilu (Bawaslu). The Bawaslu institution became more robust with the existence of Law No. 7 of 2017 concerning General elections because the formation of Bawaslu reached the Regency/City level. Besides that, Bawaslu was given the authority to take action and decide on election violations and disputes. As an election supervisor, Bawaslu cannot do their duties optimally if it only walks alone. In increasingly massive election violations and fraud, Bawaslu requires the participation of the community in supervising the election process as a participatory supervisor.

The high level of public participation in elections (voter participation) and public trust are part of the integrity of elections. Community participation is an indicator that determines the quality of election administration and indicates the importance of democracy for a country. Fighting citizen trust in the political process results in low participation and is associated with community apathy (BUKU LIPI, n.d.2019).

According to a survey by experts at the LIPI political research center, voter participation is a factor that significantly determines the quality of election administration and the performance of election officials. To improve the implementation of election organizers, it is very urgent for Bawaslu must invite the public to be involved in election participation. People who are required to be involved in election participation are those who already have the right to vote. The following is data from dataindonesia.id in the 2019 election where from the total Permanent Voter List throughout Indonesia, there were 192,770,611 people, West Java had a voter list of 33,276,905 people or 17.3% (dataindonesia.id, 2022).

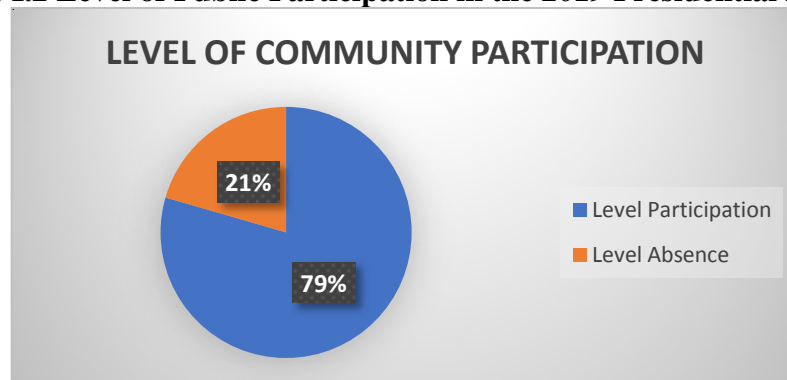
**Table I.1 2019 Final Voter List (DPT)**

REGIONS	PERCENTAGE VOTER LIST (DPT)	PERCENTAGE (%)
All of Indonesia	192,770,611	100%
West Java	33,276,905	17.3%
Central Java	27,896,902	14.5%
East Java	30,912,994	16.0%

Source: dataindonesia.id

Based on the data diagram below, of the 33,276,905 permanent voters, the number of people participating in West Java was only around 79%, of which 21% were not present in the voting process. Public participation elections is not just voting at polling stations. Community participation is more than that. Community involvement in participating in all stages of the election.

**Figure I.2 Level of Public Participation in the 2019 Presidential Election**



Source: KPU West Java Province

Participatory Supervision is the heart of Election supervision. According to Indonesian election expert Gunawan Suswanto, participatory oversight is the involvement of civil society in participating during elections (Buku Panduan Gerakan Pengawasan Partisipatif, n.d.) According to election figure Topo Santoso, election monitoring should involve many parties, starting from community leaders, religious leaders, mass media, humanists, artists, and even artists. This is because the supervision and monitoring of elections have the same heavy-duty, namely to realize honest and fair elections.

According to the International Foundation for Electoral Systems (IFES) and the National Democratic Institute (NDI) in their Equal Access How to Include Persons with Disabilities in the election and Political Processes, those elections create unique opportunities to increase the participation of persons with disabilities. In addition, elections can shift public views, which so far have not paid much attention to the existence and potential of persons with disabilities (Equal Access How to Include Persons with Disabilities in Elections and Political

Processes, n.d.). Another affirmation regarding persons with disabilities is regulated in the provisions of Article 13 of Law Number 8 of 2013 that persons with disabilities have the same rights and opportunities in obtaining and exercising their political rights, namely among others playing an active role in the electoral system and receiving political education.

However, this is inversely proportional to the reality that the involvement of persons with disabilities is still very low. One example is in Ciamis Regency, West Java, in the 2019 simultaneous general elections, only 36.08% of a total of 4,213 persons with disabilities were categorized, so it is categorized as very low. This is due to several factors such as psychological aspects, low political education, inadequate facilities and infrastructure and no election socialization specifically for disabilities (Dedi, 2020).

Meanwhile, in strengthening women's participation, Bawaslu continues to strive to increase its ranks to meet the 30% quota for women's representation. In fact, provincial Bawaslu ranks have only fulfilled the quota of 20% while Regency Bawaslu only have 17%. For example, in Indramayu Regency, 559 people applied to become election supervisors in the 2019 elections, of which only 73 women registered and after going through the selection process only 13 people passed. So that the target of women's involvement of 30% was not achieved (Gugum Rachmat, Mind of the People, 2022).

West Java Province is one of the provinces that has a large number of voters. The political intensity that occurred there was also very dynamic. It was recorded that in the 2019 elections there were 582 findings and 141 public reports regarding alleged election violations. Finding data is data from active supervision carried out by election supervisors that contains alleged violations. In contrast, report data is data on alleged violations submitted by the public to election supervisors (Bawaslu.go.id, 2019).

**TABLE I.2 HIGHEST FINDINGS AND REPORTS RECEIVED BY**

PROVINCIAL	NUMBER OF FINDINGS FROM ELECTION SUPERVISORS	NUMBER OF REPORTS FROM
WEST JAVA	582	141

Source: Bawaslu

If we look at the data for the 2019 simultaneous elections above, there are more data findings reported by election supervisors than data from reports from the public.

**Table I.3 Data on Findings and Reports of Violations in the 2020 Pilkada in the West Java Region**

Regency/City	Findings of		Reports	
	Proven	Non-Violations	Proven Violations	Not Violations
Kab. Bandung	36	3	3	21
Kab. Karawang	34	1	3	7
Kab. Pangandaran	17	2	4	28
Kab. Indramayu	17	2	10	21
City of Depok	16	1	0	2
Kab. Sukabumi	12	3	0	2
Kab. Cianjur	10	3	1	6
Kab. Tasikmalaya	7	4	1	5
<b>TOTAL</b>	<b>149</b>	<b>19</b>	<b>22</b>	<b>92</b>

Source: Bawaslu West Java Province in 2020

Meanwhile, from the table above the findings from election supervisors that were involved in violations amounted to 149 while those that were not violations amounted to 19. While reports of findings from the public who entered into this type of violation of 22 and not a violation of 92. This data can be read as a form of difference in capacity that the election supervisory apparatus is indeed more expert than civil society, whether seen from the quantity comparison of the number of findings with existing reports, or by comparison of the number of findings proven to be violations with community reports that are proven to be violations.

The difference in capacity is because the Election Supervisors, both the Central Bawaslu to the Polling Place Supervisors or TPS Supervisors, receive education from the Bawaslu and are equipped with election pocket books and other required instruments. To involve the community in election monitoring, Bawaslu has created a participatory monitoring program to educate the public about election supervision. Participatory supervision is very urgent to continue to be carried out and developed. Considering that the number of violations is still high as Election supervisors have formed to regional ranks, this shows that the impression of the urgency of participatory supervision is getting stronger (Sholihah, 2018).

The West Java Province Bawaslu has participatory monitoring programs such as Participatory Supervision Cadre Schools (SKPP), Election Saka Adyasta and Citizens' Forums. It is hoped that this activity will increase the electoral capacity of the community so that it can increase community involvement in overseeing elections through participatory oversight programs. In general, problems in West Java are still covered by several issues which are also the scope of research, namely: improving the quality of community participatory supervision, who can fulfil representation of vulnerable groups such as women and disabilities, increasing certainty of guarantees for people's constitutional rights and legal guarantees and how the pattern of Bawaslu collaboration with

other institutions other. Even though many work programs have been carried out, of course some problems in the West Java region still exist.

According to Bakhrul Amal (2021) Participatory Supervisory if the meaning is explored is a movement in which civil society participates widely in supervising the holding of elections according to the basic principles and principles of election, however, the reality is that public participation is still low due to a lack of knowledge and capacity in overseeing elections. So the researchers concluded some of the problems above as follows:

1. The participatory monitoring program that has been implemented by Bawaslu has not been maximized, the cadres formed from the participatory monitoring program have not been optimally involved in election oversight work.
2. Bawaslu has not optimally provided support and facilities to the cadres it forms in creating networks in the community, so the education received is not applied properly.
3. Participatory monitoring programs that involve stakeholders do not yet have *guidance* clear
4. Volunteerism and democracy awareness are immature in society so that Bawaslu needs to work extra hard to build public awareness to be involved voluntarily in election supervision.
5. A limited budget during non-election stages makes the Participatory Oversight Program not run optimally.
6. Participatory supervision programs that involve disabilities are sometimes limited to requirements such as education and the variety of disabilities. There has been no *affirmative action* taken for disabilities, such as women's representation, besides the duration of education being limited or not *continuous*.
7. Participatory monitoring activities should be carried out before entering the election stage. When entering the election stage, cadres or collaborating stakeholders are involved as Human Resources who oversee elections and report suspected election fraud.

## B. LITERATURE REVIEW

This research has two themes that who can underline. Second, regarding collaborative governance practices in the application of participatory supervision conducted by Bawaslu in West Java Province. These two themes have to refer to previous studies so that there is no repetition of discussing the same problem.

First, Nasrulhaq's research (2020) is more theoretical where the theme raised is related to Basic Values in government collaboration in public policy studies. Even so, it does not mean that Nasrulhaq does not discuss empirical facts in his research. Nasrulhaq underlined that the soul of this collaboration is consensus orientation, multi-way communication, resources that can be used collectively and the need for collective leadership. Every public policy must fulfill these values to be called collaborative, not just networking. Collaborative means working with entities outside the organization/agency actively, formally, explicitly and has a

common goal. According to him, something that is united from various elements has its stronger strength.

Second, several studies related to this research came from Ratna Solihah et al (2018) in her research on the Importance of Participatory Oversight in Guarding Democratic General Elections. This study explains how NGOs or other independent community groups have carried out the contribution of participatory monitoring. Ratna Solihah and friends see the urgency of participatory supervision, one of which is caused by the still high number of violations as Lembaga Pengawas Pemilu (Bawaslu) has been formed, not only at the central level but also at the regional level. The still high number of violations makes stakeholder involvement even more urgent. Massive outreach to the community must continue to be increased by Bawaslu. Meanwhile, the position of Gakumdu is also considered a crucial point where participatory supervision will be successful or not, so that common perceptions in Gakumdu must be built as soon as possible.

Third, there is research from Tity Yukrisna (2020) regarding participatory oversight in Kapuas Regency during the 2019 elections. Tity sees participatory oversight as something that must be done collaboratively. This is due to the content of shared interests in participatory supervision, so many parties should feel they have the same responsibility. In particular, this research highlights the Participatory Monitoring Village Bawaslu program. The participatory monitoring village is considered successful because it refers to the concept of coaching carried out through massive discussions and outreach and focuses on socialization targets aimed at local government leaders, community leaders, religious leaders and youth leaders. So that the community or elements that occupy a strategic position in society can transmit information socialized by Bawaslu.

The fourth research is from Mark Priestley, et al entitled The political participation of disabled people in Europe: rights, accessibility and representation from the School of Sociology and Social Policy, University of Leeds, England. The research aimed to develop a set of comparative indicators on the participation of persons with disabilities in political and social life across the EU countries. The results of this study discussing key factors such as voter resources, voting accessibility, and involvement can be useful for increasing equal political participation of persons with disabilities.

Referring to the studies I have explained above, what distinguishes my research is the focus of participatory supervision which is summarized as a Participatory Supervision Strategy model where the previous model was in the form of Participatory Supervision Cadre Schools (SKPP). This program is formally still relatively new so Other research has a point of difference with this research. Seeing West Java's position as one of the provinces with a large population and large number of DPT, making participatory monitoring an urgent matter there The collaboration model by Ansell and Gash was developed in the form of multi-level collaboration of policy makers, both at the Central Government and Regional Government levels, according to with roles and functions.

### **C. METHODOLOGY**

This research is qualitative, is in-depth scientific research, and aims to identify and analyze natural social problems by prioritizing the process of interaction in communication between researchers and informants and various events, which then become information for researchers (Moleong, 2005). The research instrument in qualitative research is the researcher himself, assisted by several interview guidelines, photo and video documentation, and meetings with resource persons via virtual meeting zoom, supporting documents, and other supporting equipment. Interviews were conducted with 17 key informants from Bawaslu, Election Monitoring Organizations, Disability Organizations, Universities, Media, Cadres, Religious Leaders, Community Leaders and the Community itself. Observations were made as a complement to the interviews. The researchers made direct observations of the atmosphere and situation in the Bawaslu environment and the community in the West Java region.

### **D. RESEARCH RESULTS**

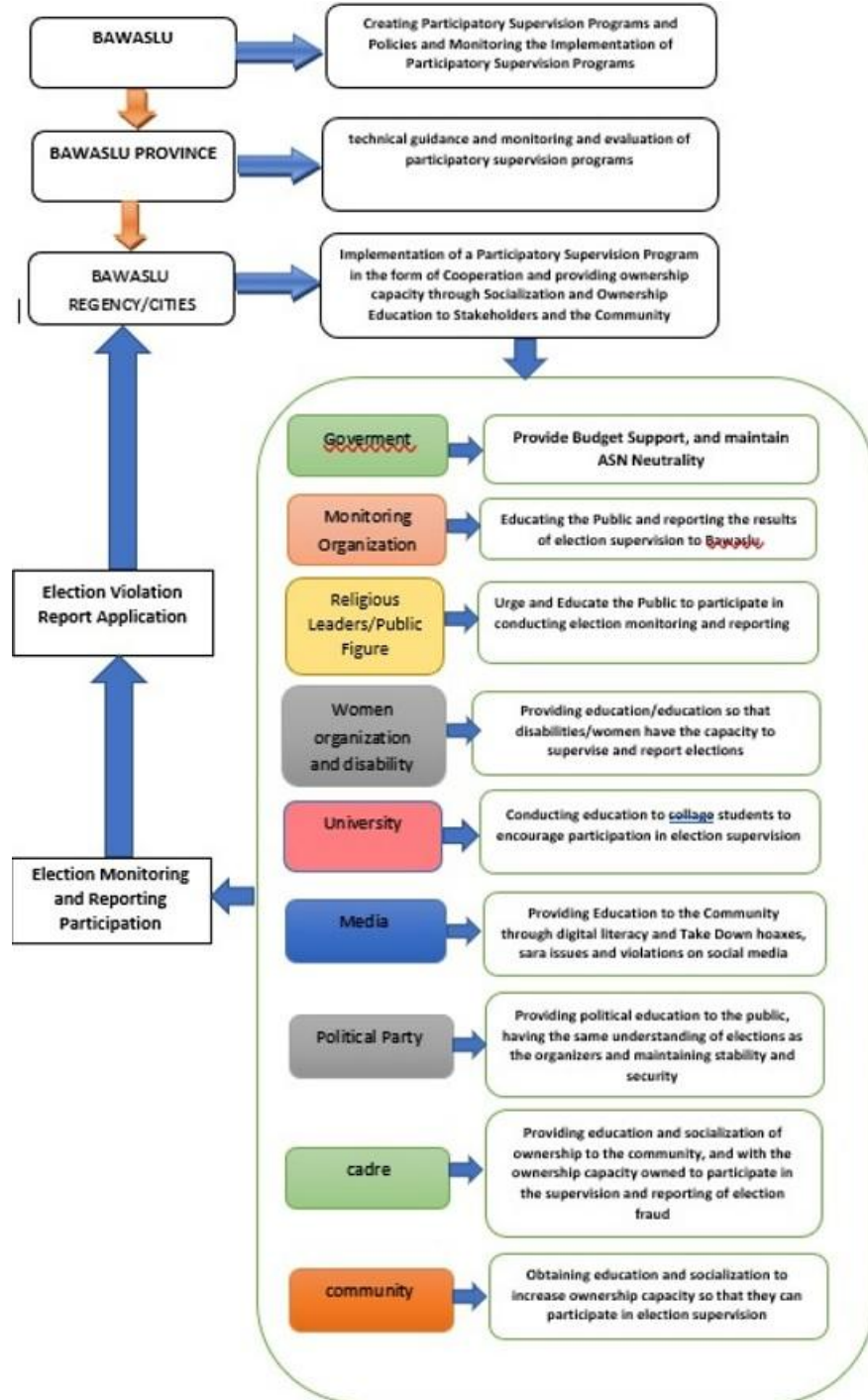
The research results presented by the researchers were in the form of community participatory monitoring strategies and the Bawaslu collaboration model with stakeholders in participatory supervision. The Collaboration model describes the Bawaslu cooperation with stakeholders which includes the roles, responsibilities, authorities and duties of the Bawaslu and Stakeholders in an effort to achieve a partisipatory oversight strategy. While the participatory oversight strategy is that the public and stakeholders who gain election oversight capacity through education and outreach can participate in monitoring and reporting election violations, as well as becoming a Bawaslu partner in re-educating the knowledge of election supervision to the public.

#### **Collaboration Model**

Preparation of an effective collaboration model in enhancing Community Participatory Supervision in the West Java Region, presented in the Figure below, takes into account several tasks, functions, authorities, and roles at several levels of collaboration in achieving collaboration goals.



**Figure I.9 Collaboration Model in Enhancing Community Participatory Supervision**



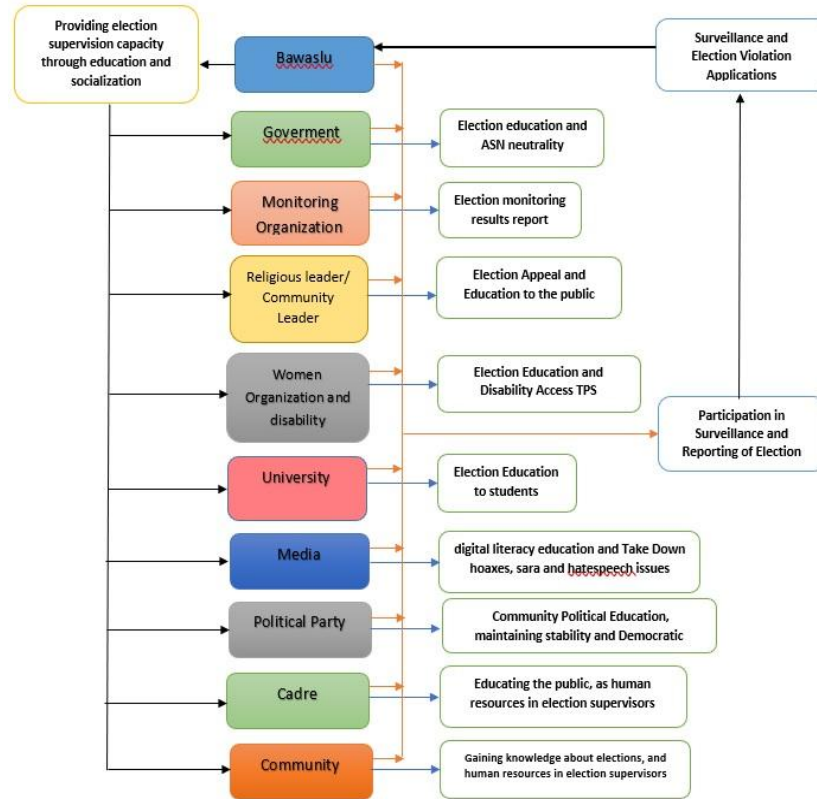
**Community Participatory Monitoring Strategy**

Researchers evaluate, identify problems and obstacles in the field obtained from experts, election activists and the community. so that the participatory

monitoring strategy of Bawaslu in the West Java region can be analyzed as follows:

1. Creating a Participatory Monitoring Program is not just a formality but takes into account the point of view of election fragility, opportunities for large community involvement, and low levels of community participation, both in monitoring and reporting elections, so that the program is running according to the target.
2. Expanding Cooperation with Stakeholders and the community such as religious leaders, community leaders, universities and other communities to obtain human resources to oversee elections through the provision of education and outreach to increase the capacity of stakeholders and the community so that they can carry out surveillance and report election fraud and are expected to be able to re-educate the public.
3. Collaborating with local media, online media, social media, influencers or content creators through increasing electoral digital literacy and taking down hoaxes, sara issues, and election fraud through social media.
4. Building Collaboration with Vulnerable Groups such as Women's Organizations and Disability Organizations in providing massive and continuous education so that disabilities and women have electoral capacity so they can participate in monitoring and reporting election fraud.
5. Encouraging participatory supervisory cadres to build networks and carry out creativity and innovation in conducting education and outreach to the community with support and facilities from Bawaslu.
6. Conducting Education and Socialization to Political Parties to equalize the understanding of knowledge about the implementation of elections and their regulations to jointly supervise and avoid election fraud and violations to create elections with integrity and democratic.
7. Designing a program in the form of a Training Of Trainer in order to be able to transfer electoral expertise and knowledge to the people in their environment.
8. Coordinate with the Central Bawaslu regarding budget support for participatory supervision programs at non-stages and election stages, and make budget adjustments needed so that program activities run optimally.
9. Provide election monitoring applications to report information or election fraud and violations to Bawaslu.

**Figure 2.1 Strategy for Increasing Participatory Oversight of Bawaslu in the West Java Region**



Researchers evaluate, identify problems and constraints in the field obtained from experts, election activists and the public. found that public participation is still low in election monitoring and reporting of election fraud. so that a participatory supervisory strategy for Bawaslu is needed in the West Java region, including by increasing collaboration with strategic stakeholders such as universities, religious leaders, public figure, media, election observer, young voters, and disability group in the form of MoU cooperation with clear guidance so that stakeholders and the community have their respective roles, responsibilities, authorities and duties. So that it is expected to be involved and participate in providing education to the community and participate in monitoring and reporting of election fraud.

## E. CONCLUSIONS AND SUGGESTIONS

### Conclusion

1. The collaboration carried out by Bawaslu has not involved many parties and has not been optimal, this is because:
  - a. The collaboration carried out does not yet have clear guidelines and rules, so the roles, tasks, authorities, and responsibilities have not run optimally.
  - b. Community and Stakeholder Involvement is, on average focused on Universities and Religious Organizations or Community Organizations so

that other stakeholders and communities have not received education and socialization from Bawaslu.

- c. People with disabilities and other vulnerable groups are less able to participate in participatory supervision activities because of education, health requirements, and various disabilities. So that disabilities and other vulnerable groups do not have the capacity and capability to supervise elections.
2. The participatory supervision program that has been running lacks impacts and outcomes for Bawaslu. This is because:
  - a. The socialization and education carried out by Bawaslu did not continue to be carried out, so the ownership capacity of the community and stakeholders was minimal.
  - b. The regeneration process did not work because the cadres formed from the participatory supervision program needed to be optimally empowered. Cadres who are supposed to be human resources in supervision, assist Bawaslu in providing re-education to the community, and as human resources for adhoc election supervisors have yet to be realized.
  - c. Budget support in participatory supervision programs during non-election stages is minimal, so more education is carried out online and there are fewer participants.
  - d. Facilities in the form of an application system to monitor and report election fraud do not yet exist while the election stage is already underway. So that the increase in public participation in election supervision and reporting seems to be just a discourse, plus people who report election fraud have not been covered by legal protection.

### **Suggestions**

1. Bawaslu must collaborate with many strategic parties such as the Government, Election Monitors, Universities, Religious Leaders and Community Leaders, Media, Disability and Women's Organizations, Political Parties, Supervisory Cadres, and Communities as resources through Cooperation Agreements or MoU. This contains roles, duties, authorities and responsibilities so that they commit to supervising and report election fraud to realize interactive, honest and fair elections.
2. The participatory supervision program strategy needs to be made in 2 types of stages:
  - a. Participatory Supervision during Non-Stage Elections is carried out by collaborating with stakeholders and the community in providing ownership capacity through education programs that training Of Trainers (ToT) continuously and continuously to obtain human resources who can supervise and report election fraud and have an infectious effect or transmit their knowledge again to the public.
  - b. Participatory Supervision during the Election Stages involves stakeholders who work together to jointly supervise the election stages and report election fraud with technology-based application facilities.

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