



Central Java Election Supervisory Agency Strategies for Preventing Violations during Indonesia's 2024 Regional Elections

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Abstract

The high incidence of electoral violations during Indonesia's 2019 General Election and the 2024 Regional Head Elections has raised significant concerns for the Central Java Election Supervisory Agency (Bawaslu) in strengthening preventive electoral oversight. This study aims to analyze the strategies employed by the agency to prevent electoral violations during Indonesia's 2024 Regional Elections using G. R. Terry's strategic management theory as the analytical framework. A descriptive qualitative approach was employed, with data collected through in-depth interviews and document analysis. The findings indicate that the agency implemented four major preventive strategies: strengthening political education and public outreach, promoting participatory electoral supervision, enhancing coordination with relevant stakeholders, and leveraging information technology to improve monitoring effectiveness. Nevertheless, these strategies encountered several challenges, including limited political literacy, inadequate human resources, low public reporting awareness, and budget constraints. The study concludes that these preventive strategies have strengthened electoral governance and contributed to mitigating potential electoral violations, although greater institutional support and innovation in participatory supervision remain essential for improving electoral integrity in future regional elections.

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INTRODUCTION

Regional head elections constitute one of the fundamental mechanisms of democratic governance by providing citizens with the constitutional right to determine their political leaders through a direct electoral process. Democratic elections not only represent political participation but also reflect the quality of democratic consolidation through transparent, accountable, and fair electoral administration. Consequently, electoral integrity has become an essential prerequisite for ensuring that electoral outcomes genuinely represent the sovereignty of the people. Elections that fail to uphold the principles of fairness, transparency, and accountability risk undermining public trust and democratic legitimacy (Nasir, 2020; Sistyawan et al., 2024; Taufik et al., 2024).

The implementation of democratic elections in Indonesia is guided by the principles of direct, general, free, confidential, honest, and fair elections as mandated by the Constitution and electoral legislation. These principles require not only competent election management bodies but also effective supervisory institutions capable of preventing electoral misconduct throughout every stage of the electoral process. Electoral supervision therefore serves as an essential instrument for safeguarding democratic values and protecting citizens' political rights from manipulation, fraud, and abuse of power (Subekti et al., 2021).

Within Indonesia's electoral governance system, the Election Supervisory Agency (Bawaslu) plays a strategic role in maintaining electoral integrity by supervising electoral stages, handling violations, resolving disputes, and conducting preventive measures against potential electoral misconduct. In addition to its enforcement authority, Bawaslu has increasingly emphasized preventive supervision through political education, public participation, stakeholder collaboration, and digital monitoring systems. Preventive approaches are considered more effective than punitive actions because they seek to minimize violations before they occur while simultaneously strengthening democratic awareness among electoral participants and the public (Ahmad Saifulloh et al., 2024).

Despite these institutional efforts, electoral violations remain a persistent challenge in Indonesia. In Central Java Province, official records indicate that 622 electoral violations occurred during the 2019 General Election, while 452 cases were recorded during the 2024 General Election, with administrative violations constituting the largest category. Although these figures indicate a decline, they also demonstrate that electoral violations continue to pose significant challenges to electoral governance, particularly ahead of the 2024 Regional Head Elections, where political competition at the local level is generally more personalized and potentially more vulnerable to electoral misconduct.

Various forms of electoral violations, including vote buying, campaign regulation violations, dissemination of disinformation, abuse of state resources, and administrative irregularities, continue to threaten electoral integrity. Such violations may generate political conflict, weaken democratic legitimacy, and reduce public confidence in electoral institutions. Therefore, strengthening preventive supervision has become increasingly important as an institutional strategy to minimize electoral violations and promote democratic governance (Kartini, 2019).

The institutional role of Bawaslu in electoral supervision and law enforcement. However, existing research has largely focused on supervisory functions and legal enforcement mechanisms, while limited attention has been given to preventive strategies implemented by provincial-level Bawaslu institutions, particularly in the context of Indonesia's 2024 Regional Head Elections. Moreover, few studies have examined these preventive strategies using strategic management perspectives, especially G. R. Terry's strategic theory, to understand how organizational planning, coordination, implementation, and control contribute to electoral violation prevention (Febriansyah et al., 2020; Kasim & Purnamasari, 2021; Purwaningsih et al., 2023).

Based on these empirical conditions and research gaps, this study aims to analyze the strategies employed by the Central Java Election

Supervisory Agency in preventing electoral violations during Indonesia's 2024 Regional Elections using G. R. Terry's strategic management framework. The findings are expected to contribute to the development of electoral governance studies by providing empirical evidence regarding preventive supervision strategies that may strengthen electoral integrity and democratic governance in Indonesia.

METHODS

This study employed a descriptive qualitative approach to examine the strategies implemented by the Central Java Election Supervisory Agency (Bawaslu) in preventing electoral violations during Indonesia's 2024 Regional Elections. A qualitative design was selected because it enables an in-depth understanding of institutional strategies, organizational practices, and challenges encountered in implementing preventive electoral supervision (Anwar et al., 2025).

The research was conducted at the Office of the Central Java Election Supervisory Agency in Semarang City, Central Java, Indonesia. The focus of the study was the preventive strategies adopted by Bawaslu to minimize electoral violations, as well as the institutional obstacles encountered during the implementation of its supervisory functions. The analysis was guided by G. R. Terry's strategic management framework, emphasizing organizational objectives, policies, actions, and strategic coherence in achieving institutional goals (F. Siregar, 2023).

Primary data were obtained through in-depth interviews with key informants, including Bawaslu coordinators, division heads, and staff members directly involved in electoral supervision and prevention programs. Secondary data were collected from official documents, annual reports, electoral regulations, institutional publications, and relevant academic literature concerning electoral governance and election supervision.

Data were collected using triangulated techniques consisting of interviews and document analysis to ensure comprehensive and reliable information. The collected data were analyzed interactively through the stages of data

reduction, data display, and conclusion drawing following the qualitative analysis model proposed by Miles, Huberman, and Saldaña. To ensure research trustworthiness, source triangulation was employed by comparing information obtained from different informants and documentary evidence, thereby enhancing the credibility, transferability, dependability, and confirmability of the research findings.

RESULTS AND DISCUSSION

Strategy of the Central Java Election Supervisory Agency in Preventing Violations during Indonesia's 2024 Regional Elections

The prevention of electoral violations has become a strategic priority for the Central Java Election Supervisory Agency (Bawaslu) in maintaining electoral integrity during Indonesia's 2024 Regional Elections. Rather than relying solely on law enforcement after violations occur, Bawaslu has gradually shifted its institutional orientation toward preventive electoral governance through educational, participatory, technological, and collaborative approaches. This transformation reflects the recognition that sustainable electoral integrity can only be achieved when preventive mechanisms are systematically integrated into every stage of electoral administration. Consequently, preventive supervision has become the principal strategy adopted by the Central Java Election Supervisory Agency to reduce the potential occurrence of electoral violations before they escalate into legal disputes.

The implementation of preventive supervision is supported by the legal mandates contained in Law Number 7 of 2017 concerning General Elections and Law Number 6 of 2020 concerning Regional Head Elections. These regulations authorize Bawaslu to conduct supervision, prevention, and enforcement activities throughout the electoral process. However, institutional practice in Central Java demonstrates that preventive measures receive greater emphasis than corrective actions because prevention is considered more effective in preserving democratic legitimacy and reducing the social and political costs generated by electoral disputes. This orientation illustrates a proactive rather than reactive model of electoral governance.

From the perspective of G. R. Terry's strategic management theory, the preventive strategy implemented by Bawaslu reflects four interconnected dimensions, namely organizational objectives, policy formulation, strategic actions, and implementation coherence. The organizational objective is to ensure fair, transparent, and democratic regional elections by minimizing electoral violations. Policy formulation is reflected in the preparation of institutional programs that prioritize education, public participation, vulnerability mapping, and inter-organizational collaboration. Strategic actions are implemented through various preventive initiatives, while implementation coherence is demonstrated by the integration of supervisory activities across provincial, district, and community levels. The interaction among these strategic dimensions enables Bawaslu to maintain consistency between institutional vision and operational activities.

One of the most significant innovations introduced by the Central Java Election Supervisory Agency is the utilization of the Electoral Vulnerability Index (Indeks Kerawanan Pemilu/IKP) as a strategic instrument for preventive supervision. The IKP functions as an early warning system that identifies regions and electoral stages with higher levels of vulnerability based on political, social, administrative, and security indicators. Through this evidence-based mapping system, Bawaslu is able to allocate supervisory resources more efficiently by prioritizing vulnerable districts and electoral processes that require greater institutional attention. Rather than applying uniform supervision across all regions, the agency adopts a risk-based supervision model that focuses on areas with higher probabilities of electoral misconduct.

The implementation of the Electoral Vulnerability Index also strengthens institutional decision-making by providing empirical information for planning preventive interventions. Educational campaigns, stakeholder coordination, and participatory supervision activities can therefore be directed toward areas identified as having elevated electoral risks. Such an approach reflects strategic planning principles in which organizational resources are distributed according to objective

assessments of environmental conditions. Consequently, preventive supervision becomes more adaptive and responsive to local socio-political dynamics across Central Java.

Another strategic initiative implemented by Bawaslu is the establishment of *Kampung Pengawasan* (Electoral Supervision Villages), which seeks to institutionalize community participation in electoral supervision at the grassroots level. This program promotes democratic awareness by encouraging citizens to monitor electoral activities collectively while rejecting practices such as vote buying, political intimidation, and identity-based campaigning. Electoral supervision villages function not only as monitoring centers but also as spaces for political education where democratic values and electoral regulations are disseminated through community engagement activities. This strategy demonstrates that effective electoral supervision requires active civic participation rather than exclusive dependence on formal state institutions.

The strengthening of democratic awareness has also been pursued through educational programs such as Bawaslu Goes to School, Bawaslu Goes to Campus, and Bawaslu Goes to Pesantren. These initiatives target different segments of society, particularly first-time voters and young citizens who represent a substantial proportion of Indonesia's electorate. Political education delivered through schools, universities, and Islamic boarding schools aims to improve electoral literacy, increase awareness of democratic rights and responsibilities, and encourage public participation in preventing electoral violations. Such programs contribute to the development of long-term democratic culture by fostering civic responsibility among younger generations before they become active political participants.

Technological innovation has become another important component of Bawaslu's preventive strategy. The increasing influence of digital communication and social media on electoral competition has created new challenges related to misinformation, disinformation, hate speech, and digital campaign violations. In response, the Central Java Election Supervisory Agency has expanded the utilization of digital communication platforms through podcasts,

Table 1. Preventive Strategies Implemented by the Central Java Election Supervisory Agency during Indonesia's 2024 Regional Elections

Strategic Program	Primary Objective	Expected Contribution
Electoral Vulnerability Index (IKP)	Mapping electoral risks	Prioritizing preventive interventions
Kampung Pengawasan	Community-based supervision	Strengthening local democratic participation
Bawaslu Goes to School	Electoral education for students	Improving political literacy among youth
Bawaslu Goes to Campus	Academic engagement	Developing participatory supervision networks
Bawaslu Goes to Pesantren	Religious community education	Promoting ethical electoral participation
Digital Information Technology	Public communication and reporting	Expanding transparency and digital supervision

social media campaigns, online publications, digital reporting channels, and public information services. These technological instruments facilitate broader dissemination of electoral information while simultaneously enabling citizens to participate in electoral supervision through accessible reporting mechanisms. The integration of digital technology into preventive supervision reflects institutional adaptation to the rapidly evolving landscape of political communication (Burungasy et al., 2024; Fahmi et al., 2020; Saputro et al., 2021; Yustikaningrum & Ali, 2021).

The implementation of these strategic initiatives illustrates that preventive electoral supervision extends beyond conventional administrative monitoring and increasingly incorporates collaborative governance principles. Educational institutions, civil society organizations, local governments, and community leaders have become important partners in expanding the reach of supervisory activities. Such collaboration strengthens institutional legitimacy while simultaneously reducing supervisory burdens resulting from limited organizational resources. Through stakeholder engagement, Bawaslu transforms electoral supervision into a shared democratic responsibility involving both state institutions and civil society, as presented in Table 1.

The preventive strategy implemented by the Central Java Election Supervisory Agency demonstrates a comprehensive institutional approach that integrates strategic planning, community participation, technological

innovation, and collaborative governance into electoral supervision. Viewed through G. R. Terry's strategic management framework, the agency has successfully aligned organizational objectives with preventive policies and operational actions capable of addressing electoral vulnerabilities across diverse local contexts. The findings indicate that preventive supervision has evolved from a regulatory obligation into an adaptive governance strategy that strengthens electoral integrity, promotes democratic participation, and supports the consolidation of democratic institutions in Indonesia's regional electoral system.

Community Participation in Electoral Violation Prevention during Indonesia's 2024 Regional Elections

Community participation represents one of the fundamental pillars of democratic governance and electoral integrity in Indonesia's electoral system. Electoral supervision cannot rely exclusively on the institutional capacity of the Election Supervisory Agency (Bawaslu), particularly in provinces with extensive geographical coverage and diverse socio-political characteristics such as Central Java. Consequently, public participation has increasingly become an essential component of preventive electoral supervision, allowing citizens to contribute actively to safeguarding democratic processes throughout every stage of the regional elections. The involvement of civil society not only expands supervisory capacity but also strengthens democratic accountability by ensuring that electoral processes remain

transparent, fair, and free from unlawful political practices.

The findings of this study demonstrate that participatory electoral supervision has become one of the most effective preventive strategies implemented by the Central Java Election Supervisory Agency during Indonesia's 2024 Regional Elections. Through active public engagement, electoral violations can be identified more rapidly before developing into larger legal disputes capable of undermining electoral legitimacy. Community members serve as local observers who directly monitor electoral activities within their neighborhoods, report irregularities, and participate in civic education activities organized by electoral institutions. This participatory model reflects a democratic governance approach in which citizens are no longer viewed merely as voters but also as guardians of democratic integrity.

The concept of participatory supervision is closely associated with participatory democracy, which emphasizes citizen involvement in public decision-making beyond the act of voting. In the context of electoral governance, participatory democracy encourages citizens to monitor electoral implementation, evaluate political conduct, and report violations that may threaten democratic fairness. Such participation increases transparency while simultaneously creating social control mechanisms capable of discouraging electoral misconduct. The Central Java Election Supervisory Agency has therefore integrated participatory supervision into its institutional strategy as an instrument for strengthening electoral legitimacy and democratic consolidation.

An important element supporting participatory supervision in Central Java is collaboration with civil society organizations possessing extensive experience in electoral monitoring and civic education. One of the most influential organizations is *Jaringan Pendidikan Pemilih untuk Rakyat (JPPR)*, which actively promotes voter education and participatory electoral monitoring across Indonesia. JPPR contributes by conducting public awareness campaigns, organizing electoral education programs, training volunteer observers, and encouraging citizens to report suspected electoral violations. Through these activities, JPPR

strengthens public understanding of electoral regulations while simultaneously expanding the supervisory network available to Bawaslu during electoral implementation.

In addition to JPPR, collaboration with the *Komite Independen Pemantau Pemilu (KIPP)* has further reinforced community-based electoral supervision in Central Java. KIPP functions as an independent election monitoring organization committed to promoting free, fair, and democratic elections through impartial observation and public advocacy. During Indonesia's 2024 Regional Elections, KIPP contributed to monitoring campaign activities, documenting electoral irregularities, and disseminating electoral information among local communities. Its independent position enhances public confidence because electoral supervision is conducted not only by government institutions but also by autonomous civil society organizations that maintain neutrality throughout the electoral process.

Another strategic partner involved in participatory supervision is *Perisai Demokrasi Bangsa (PDB)*, a community-based organization focusing on democratic education and public participation in electoral governance. PDB contributes by strengthening democratic literacy, encouraging youth engagement, and facilitating dialogue between electoral institutions and local communities. Through community empowerment activities, PDB promotes collective responsibility for maintaining electoral integrity while reducing opportunities for vote buying, political intimidation, and other forms of electoral misconduct frequently encountered during local elections. The involvement of organizations such as PDB demonstrates that preventive electoral supervision requires collaborative engagement extending beyond formal governmental structures.

The collaborative relationship between Bawaslu and these civil society organizations illustrates the practical implementation of participatory supervision as an institutional strategy. Rather than functioning independently, Bawaslu has developed partnerships that integrate governmental authority with community-based monitoring mechanisms. Such collaboration enables broader information dissemination, more effective electoral

Table 2. Forms of Community Participation in Electoral Violation Prevention during Indonesia's 2024 Regional Elections

Participatory Actor	Main Activities	Contribution to Electoral Governance
JPPR	Voter education and participatory monitoring	Improving electoral literacy and public awareness
KIPP	Independent election observation	Strengthening transparency and accountability
PDB	Democratic education and civic engagement	Encouraging community participation and ethical elections
Local Communities	Reporting electoral violations	Expanding grassroots supervision networks
Universities and Students	Volunteer monitoring and civic education	Strengthening youth participation and democratic culture
Community Leaders	Public outreach and local mediation	Supporting social legitimacy and conflict prevention

education, and quicker identification of electoral vulnerabilities within local communities. Moreover, civil society organizations possess extensive grassroots networks capable of reaching remote communities that may otherwise receive limited institutional supervision from formal electoral authorities.

Public participation also contributes significantly to strengthening democratic legitimacy by increasing citizens' trust in electoral institutions and electoral outcomes. When communities are actively involved in monitoring electoral processes, public confidence in election administration tends to increase because citizens perceive greater transparency and accountability. Participatory supervision therefore functions not only as a preventive mechanism against electoral violations but also as an instrument for enhancing democratic legitimacy through collective ownership of electoral processes. The presence of active citizens creates social pressure encouraging political actors to comply with electoral regulations and democratic norms (Afruloh, 2019; Bima & Saputra, 2022; Muharam & Pradhanawati, 2024; Siboy et al., 2023).

The effectiveness of participatory supervision nevertheless depends upon several supporting factors, including political literacy, public awareness, communication accessibility, and institutional responsiveness. Citizens must possess an adequate understanding of electoral

regulations and reporting mechanisms to participate effectively in monitoring electoral activities. Likewise, Bawaslu must provide accessible communication channels capable of facilitating public complaints and ensuring timely institutional responses to reported violations. Continuous political education programs and digital communication platforms therefore constitute essential mechanisms for sustaining long-term public participation in electoral governance, as summarized in Table 2.

The community participation has become an indispensable component of preventive electoral governance in Central Java during Indonesia's 2024 Regional Elections. Collaboration between Bawaslu, JPPR, KIPP, PDB, educational institutions, and local communities demonstrates that electoral supervision can be strengthened through collective responsibility and democratic engagement rather than relying solely on formal state institutions. The findings indicate that participatory supervision contributes positively to improving transparency, accountability, and public trust while simultaneously reducing opportunities for electoral violations through community-based monitoring mechanisms. Consequently, strengthening participatory democracy through institutional collaboration should remain a strategic priority for enhancing electoral integrity and democratic consolidation in Indonesia's future regional elections.

Institutional Challenges in Preventive Electoral Supervision during Indonesia's 2024 Regional Elections

The implementation of preventive electoral supervision by the Central Java Election Supervisory Agency (Bawaslu) during Indonesia's 2024 Regional Elections encountered a variety of institutional challenges that affected the effectiveness of electoral governance. Although preventive supervision has become the agency's primary strategy for minimizing electoral violations, its implementation remains constrained by organizational, financial, technological, and administrative factors. These challenges illustrate that electoral supervision is not merely a legal responsibility but also an institutional process requiring sufficient resources, adaptive management, and continuous organizational development. Consequently, identifying institutional constraints becomes essential for improving preventive electoral governance and strengthening the quality of democratic elections.

One of the most significant institutional challenges concerns the availability and capacity of human resources. The Central Java Election Supervisory Agency is responsible for supervising electoral processes across a large geographical area consisting of numerous districts, municipalities, villages, and polling stations. During the electoral period, supervisory personnel are simultaneously assigned to oversee candidate registration, campaign implementation, campaign finance reporting, logistics distribution, voting activities, vote counting, and dispute resolution processes. The breadth of these responsibilities frequently exceeds the number of available supervisory personnel, creating substantial workloads that may reduce monitoring effectiveness. As electoral complexity continues to increase, strengthening institutional human resources through recruitment, professional training, and competency development becomes increasingly important for sustaining preventive supervision (Riwanto et al., 2021; Sumodiningrat, 2022; Wijanarko et al., 2024).

In addition to quantitative limitations, qualitative aspects of institutional capacity also require continuous improvement. Electoral supervision demands multidisciplinary

competencies, including legal interpretation, conflict management, communication skills, information technology utilization, and administrative management. Supervisory officers must respond rapidly to emerging electoral issues while maintaining neutrality and professional ethics under politically sensitive conditions. Therefore, continuous institutional learning and capacity-building programs are necessary to ensure that supervisory personnel possess adequate knowledge and practical skills for addressing increasingly complex electoral challenges. Human resource development consequently becomes a strategic investment for improving institutional effectiveness in future electoral supervision.

Budgetary constraints constitute another significant obstacle affecting preventive electoral supervision. Preventive programs require substantial financial support for political education activities, institutional coordination, monitoring operations, publication development, information dissemination, digital communication, research activities, and supervisory training. However, budget allocations often remain limited relative to the broad scope of institutional responsibilities assigned to Bawaslu. Financial limitations reduce institutional flexibility in implementing preventive programs across geographically dispersed regions, particularly in remote areas requiring additional logistical support. Consequently, efficient budget management and strategic resource allocation become necessary to maximize the effectiveness of preventive supervision under existing fiscal constraints.

The implementation of preventive supervision is further challenged by uneven levels of political literacy among electoral stakeholders. Although electoral regulations have become increasingly comprehensive, public understanding regarding democratic principles, campaign ethics, and electoral violations remains relatively limited in several regions. Insufficient political literacy creates difficulties in implementing preventive educational programs because electoral misconduct is occasionally perceived as acceptable political behavior rather than a violation of democratic norms. This condition indirectly increases institutional workloads because preventive supervision must

simultaneously address regulatory compliance and civic education objectives throughout the electoral process. Therefore, institutional efforts to strengthen political literacy should be continuously integrated into long-term electoral governance strategies (Shalihah & Huroiroh, 2024).

Another institutional challenge arises from the rapid expansion of digital information technology and online political communication. Social media platforms have transformed campaign strategies while simultaneously creating opportunities for misinformation, disinformation, hate speech, manipulated information, and digitally coordinated electoral violations. Unlike conventional electoral violations that occur within physical campaign activities, digital violations spread rapidly across online networks and frequently involve anonymous accounts that complicate identification and legal enforcement. Consequently, Bawaslu faces increasing institutional pressure to strengthen technological capabilities capable of monitoring digital campaign activities while simultaneously providing accurate electoral information capable of counteracting false narratives circulating within online communities.

The emergence of digital hoaxes has become one of the most critical threats to electoral integrity during Indonesia's 2024 Regional Elections. False information

concerning candidates, electoral procedures, and voting processes may influence voter perceptions and generate unnecessary political conflict among competing supporters. Moreover, algorithm-driven information dissemination frequently amplifies misleading narratives before official institutions can provide clarification. This situation requires Bawaslu to strengthen digital monitoring systems, accelerate institutional communication strategies, and improve coordination with government agencies responsible for cyber security and digital information management. Institutional adaptation toward technological transformation therefore represents an essential component of contemporary preventive electoral supervision.

Coordination among governmental institutions also presents important implementation challenges throughout electoral supervision. Preventing electoral violations requires effective cooperation between Bawaslu, the General Election Commission (KPU), law enforcement agencies, local governments, prosecutorial institutions, and other regulatory authorities involved in electoral administration. Differences in organizational procedures, administrative responsibilities, institutional priorities, and bureaucratic mechanisms occasionally create delays in policy implementation and information exchange. Effective coordination mechanisms are therefore essential for ensuring policy consistency and

Table 3. Institutional Challenges in Preventive Electoral Supervision during Indonesia's 2024 Regional Elections

Institutional Challenge	Main Characteristics	Implications for Preventive Supervision
Human Resources	Limited personnel and supervisory workload	Reduced monitoring capacity and institutional responsiveness
Budget Constraints	Limited financial allocation	Restricted implementation of preventive programs
Political Literacy	Unequal public understanding of electoral rules	Increased need for continuous electoral education
Digital Hoaxes	Misinformation and disinformation campaigns	Greater complexity in digital electoral supervision
Inter-institutional Coordination	Administrative and procedural differences	Slower policy implementation and information exchange
Implementation Capacity	Regional disparities in infrastructure and governance	Uneven effectiveness of preventive supervision

institutional synergy during every stage of electoral administration. Without effective coordination, preventive supervision may become fragmented and less capable of responding rapidly to emerging electoral issues (Aman & Tomsa, 2023; Arief & Gobel, 2022; Maulana et al., 2025; Mutiarasari & Herawati, 2020).

Implementation challenges are further influenced by differences in local administrative capacity and regional governance conditions across Central Java. Electoral supervision conducted within urban municipalities generally benefits from better infrastructure, communication technology, transportation accessibility, and institutional support compared to remote rural regions. Variations in local administrative capacity affect supervisory efficiency, particularly during monitoring activities requiring rapid institutional responses across multiple locations simultaneously. Consequently, preventive supervision strategies must remain flexible and adaptive to local conditions while maintaining institutional consistency throughout the province. Organizational adaptability therefore becomes a key determinant of successful electoral governance implementation, as presented in Table 3.

The findings indicate that preventive electoral supervision implemented by the Central Java Election Supervisory Agency has encountered multiple institutional challenges requiring comprehensive organizational responses. Human resource limitations, budget constraints, uneven political literacy, digital misinformation, inter-agency coordination issues, and implementation disparities collectively influence the effectiveness of preventive electoral governance. Addressing these institutional constraints requires continuous organizational reform through capacity development, technological innovation, strategic budgeting, integrated coordination mechanisms, and adaptive institutional management. Strengthening these organizational dimensions will enhance the effectiveness of preventive supervision while supporting more credible, transparent, and accountable regional elections in Indonesia.

Toward Collaborative Electoral Governance in Indonesia

The findings of this study demonstrate that the prevention of electoral violations during Indonesia's 2024 Regional Elections cannot rely exclusively on the formal authority of electoral supervisory institutions. Although the Central Java Election Supervisory Agency (Bawaslu) possesses constitutional authority to supervise electoral implementation and enforce electoral regulations, the complexity of contemporary electoral governance requires broader institutional collaboration involving governmental agencies, educational institutions, civil society organizations, professional associations, digital media platforms, and other strategic stakeholders. The increasing complexity of electoral competition, technological transformation, and evolving patterns of electoral misconduct indicate that preventive supervision should be understood as a collaborative governance process rather than a purely bureaucratic function. Consequently, strengthening collaborative electoral governance becomes an essential institutional strategy for preserving democratic quality and electoral integrity in Indonesia (Abdillah & Na'imah, 2024; Afriyanto & Rumesten, 2025; Madda, 2022; Shalihah & Huroiroh, 2024).

The empirical findings presented in this study indicate that the preventive strategy implemented by the Central Java Election Supervisory Agency has evolved from conventional supervisory practices toward a multidimensional governance approach integrating political education, electoral vulnerability mapping, participatory supervision, stakeholder coordination, and digital communication. Programs such as the Electoral Vulnerability Index (IKP), Kampung Pengawasan, Bawaslu Goes to School, Bawaslu Goes to Campus, and digital public information campaigns illustrate that preventive supervision has expanded beyond administrative monitoring into broader democratic capacity building. These initiatives collectively demonstrate that electoral supervision is increasingly oriented toward preventing violations before they occur rather than focusing exclusively on legal enforcement after violations have taken place (Djuyandi &

Hidayat, 2019; F. E. Siregar, 2020; Suranto et al., 2020).

The integration of these preventive strategies illustrates the emergence of a collaborative governance model in which institutional effectiveness depends upon cooperation among multiple actors possessing complementary capacities and resources. Electoral management bodies provide regulatory authority and institutional legitimacy, while educational institutions contribute civic education and research capacity, civil society organizations strengthen public advocacy and independent monitoring, and digital communication platforms facilitate public information dissemination and complaint mechanisms. Through such collaboration, preventive electoral supervision becomes more adaptive, inclusive, and capable of responding to rapidly changing political environments. The collaborative model therefore represents an important institutional innovation within Indonesia's democratic governance system (Bagia et al., 2025; Parman, 2021; Zuhri et al., 2025).

From a theoretical perspective, the findings enrich the application of G. R. Terry's strategic management theory within the field of electoral governance. Terry conceptualizes strategy as the integration of organizational objectives, policy formulation, implementation, and organizational coherence in achieving institutional goals. The experience of the Central Java Election Supervisory Agency demonstrates that these strategic dimensions operate effectively when supported by collaborative institutional networks rather than hierarchical organizational structures alone. Organizational objectives related to electoral integrity are translated into preventive policies implemented through partnerships, educational programs, technological innovation, and stakeholder engagement. Consequently, the study expands Terry's theoretical framework by illustrating that strategic coherence within public institutions increasingly depends upon collaborative governance arrangements capable of mobilizing external institutional resources (Purwanto et al., 2023; Vikalista et al., 2025).

The findings also contribute theoretically by introducing collaborative preventive supervision as an analytical perspective within electoral

governance studies. Existing literature frequently emphasizes electoral law enforcement, dispute resolution, or institutional authority as primary instruments for maintaining electoral integrity. However, this study demonstrates that collaborative prevention may represent a more sustainable governance strategy because it addresses the underlying social and political conditions generating electoral violations. By emphasizing prevention through education, institutional networking, technological adaptation, and public communication, collaborative governance reduces opportunities for misconduct while simultaneously strengthening democratic participation and institutional legitimacy. Such findings extend existing discussions regarding preventive electoral governance within emerging democracies.

The novelty of this study lies in its integration of strategic management theory with collaborative electoral governance through an institutional case study of the Central Java Election Supervisory Agency during Indonesia's 2024 Regional Elections. Previous studies concerning Bawaslu have generally focused on supervisory authority, electoral dispute resolution, or legal enforcement mechanisms, whereas limited attention has been given to preventive strategies viewed through organizational strategic management perspectives. Moreover, few studies have examined preventive supervision by integrating risk-based electoral mapping, civic education, digital communication, and stakeholder collaboration within a single analytical framework. Therefore, this research offers a comprehensive conceptual model linking strategic management with preventive electoral governance in Indonesia (Kurniawan et al., 2021; Prabowo, 2016; Purnamasari, 2023; Sofyan et al., 2026; Yani, 2022).

The collaborative governance model emerging from this study suggests that effective electoral supervision should be understood as a network-based institutional process characterized by continuous interaction among governmental institutions, educational organizations, civil society groups, media institutions, and citizens. Rather than functioning independently, these actors

Table 4. Collaborative Electoral Governance Model for Preventive Electoral Supervision

Governance Component	Institutional Actors	Strategic Contribution
Strategic Planning	Bawaslu and Election Management Bodies	Electoral vulnerability mapping and preventive policy formulation
Civic Education	Schools, Universities, and Educational Institutions	Political literacy and democratic awareness development
Independent Supervision	JPPR, KIPP, PDB, and Civil Society Organizations	Electoral monitoring and public advocacy
Digital Governance	Media Platforms and Information Technology Systems	Public communication, digital reporting, and information dissemination
Inter-Institutional Coordination	Government Agencies and Law Enforcement Institutions	Policy integration and institutional synergy
Community-Based Governance	Local Communities and Community Leaders	Electoral legitimacy and local supervisory support

collectively contribute resources, expertise, information, and social legitimacy that strengthen preventive supervision across different stages of electoral administration. Such a governance model increases institutional resilience by reducing dependence upon limited bureaucratic resources while simultaneously encouraging broader democratic ownership of electoral processes. Collaborative supervision therefore becomes an adaptive institutional mechanism capable of responding to increasingly dynamic electoral environments.

The implementation of collaborative electoral governance also possesses significant practical implications for future electoral management in Indonesia. Strengthening institutional cooperation requires formal partnership mechanisms, integrated information systems, standardized coordination procedures, and sustainable political education programs capable of operating continuously beyond electoral periods. Institutional collaboration should be supported by digital innovation that enables rapid information exchange, transparent complaint management, and coordinated supervisory responses among relevant agencies. Furthermore, strengthening organizational capacity through professional training and technological development remains essential for improving the effectiveness of preventive

supervision under increasingly complex electoral conditions, as presented in Table 4.

Based on these findings, several policy recommendations can be proposed to strengthen collaborative electoral governance in Indonesia. First, Bawaslu should institutionalize long-term partnerships with universities, civil society organizations, and research institutions to strengthen democratic education and evidence-based electoral supervision. Second, greater investment in digital monitoring infrastructure is necessary to address emerging challenges related to misinformation and digital electoral violations. Third, integrated coordination mechanisms among electoral institutions, law enforcement agencies, and local governments should be strengthened through standardized operational procedures and shared information systems. Fourth, sustainable political literacy programs should be expanded to improve democratic awareness among citizens throughout electoral and non-electoral periods. Finally, preventive electoral governance should be incorporated into broader democratic development policies emphasizing collaboration, transparency, accountability, and institutional innovation. Through these strategic initiatives, Indonesia can strengthen electoral integrity while promoting a more participatory, adaptive, and sustainable democratic governance system for

future regional elections.

CONCLUSION

The findings of this study indicate that the preventive strategy implemented by the Central Java Election Supervisory Agency (Bawaslu) during Indonesia's 2024 Regional Elections has evolved into a comprehensive governance approach integrating electoral vulnerability mapping, political education, participatory supervision, digital technology utilization, and inter-institutional collaboration to minimize potential electoral violations. Analyzed through G. R. Terry's strategic management theory, these initiatives demonstrate the alignment between organizational objectives, policy formulation, strategic implementation, and institutional coherence in strengthening electoral integrity. The study further reveals that collaborative engagement involving educational institutions, civil society organizations, and other stakeholders enhances the effectiveness of preventive supervision, although its implementation continues to face challenges related to limited human resources, budget constraints, unequal political literacy, digital misinformation, and institutional coordination. Therefore, strengthening collaborative electoral governance through sustainable partnerships, technological innovation, integrated supervision systems, and continuous political education is essential for improving electoral integrity, democratic accountability, and the credibility of future regional elections in Indonesia.

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