



STAKEHOLDERS MAPPING IN ELECTION MANAGEMENT IN WEST NUSA TENGGARA PROVINCE

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ABSTRACT

Purpose: This study aims to analyze stakeholder mapping as a model for strengthening the role of stakeholders in election management. This model explores the success of election management using a collaborative approach between election management bodies, namely the General Election Commission, the Election Supervisory Body, and election stakeholders.

Method: The object of study is limited to the 2019 elections in West Nusa Tenggara (NTB) Province. This study uses a qualitative method with a case study approach. The findings of the research show that the stakeholders collaborating in election management are mapped using the hepta-helix model, namely the collaboration model of seven stakeholders: (1) the election management body; (2) the government; (3) the business world; (4) NGOs; (5) mass media; (6) universities; and (7) political parties.

Results and Conclusions: This finding proves that election management has implemented the concept of collaborative governance. Nonetheless, collaborative governance in election management does not place all collaborative actors in decision-making. Specifically for the decision-making stage, this is the function of the election management body, while other actors function as a support system in the management of election management. The weakness of collaborative election management practices is that the categories and functions of each actor as a stakeholder have not been mapped.

Research implications: This study recommends that the application of the collaborative governance model in election management should be preceded by the preparation of stakeholder mapping into the main, key, and secondary stakeholder categories with their respective functional roles.

Originality/value: The findings of stakeholder mapping in election management emphasize that the application of the concept of collaborative governance from Ansel and Gash which is well established in the science of public administration will only be successful if it is supported by stakeholder mapping initiated by Grimble and Wellard, as well as the election stakeholder model initiated by Allen Wall.

Keywords: Management, Elections, Stakeholders, Collaborative Governance, Province.

MAPEAMENTO DAS PARTES INTERESSADAS NA GESTÃO DE ELEIÇÕES NA PROVÍNCIA DE TENGGARA DE NUSA OESTE

RESUMO

Objetivo: Este estudo tem como objetivo analisar o mapeamento de partes interessadas como um modelo para fortalecer o papel das partes interessadas na gestão eleitoral. Este modelo explora o sucesso da gestão eleitoral usando uma abordagem colaborativa entre os órgãos de gestão eleitoral, nomeadamente a Comissão Eleitoral Geral, o Órgão de Supervisão Eleitoral e as partes interessadas nas eleições.

Método: O objeto de estudo limita-se às eleições de 2019 na província de West Nusa Tenggara (NTB). Este estudo utiliza um método qualitativo com uma abordagem de estudo de caso. Os resultados da pesquisa mostram que as partes interessadas que colaboram na gestão eleitoral são mapeadas usando o modelo hepta-hélice, ou seja, o

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modelo de colaboração de sete partes interessadas: (1) o órgão de gestão eleitoral; (2) o governo; (3) o mundo dos negócios; (4) ONGs; (5) mídia de massa; (6) universidades; e (7) partidos políticos.

Resultados e Conclusões: Esta constatação prova que a gestão eleitoral implementou o conceito de governança colaborativa. No entanto, a governança colaborativa na gestão eleitoral não coloca todos os atores colaborativos na tomada de decisões. Especificamente para a fase de tomada de decisão, esta é a função do órgão de gestão eleitoral, enquanto outros atores funcionam como um sistema de apoio na gestão da gestão eleitoral. A fraqueza das práticas de gestão eleitoral colaborativa é que as categorias e funções de cada ator como parte interessada não foram mapeadas.

Implicações da pesquisa: Este estudo recomenda que a aplicação do modelo de governança colaborativa na gestão eleitoral seja precedida pela preparação do mapeamento das partes interessadas nas categorias principais, principais e secundárias de partes interessadas com seus respectivos papéis funcionais.

Originalidade/valor: As descobertas do mapeamento de partes interessadas na gestão eleitoral enfatizam que a aplicação do conceito de governança colaborativa de Ansell e Gash, que está bem estabelecido na ciência da administração pública, só terá sucesso se for apoiada pelo mapeamento de partes interessadas iniciado por Grimble e Wellard, bem como o modelo de participação eleitoral iniciado por Allen Wall.

Palavras-chave: Gestão, Eleições, Partes Interessadas, Governança Colaborativa, Província.

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1 INTRODUCTION

Election management (Pemilu) with a collaborative approach called collaborative electoral governance is a necessity of the nation to improve the function of stakeholders in election governance. Strengthening the function of stakeholders in governance is a method of constructing the quality of a nation's electoral democracy. In the context of Indonesia, this concept is increasingly urgent to be practiced considering that the Indonesian election process index is 7.92, the lowest among Asian countries, and Indonesia's democratic position is referred to as flawed democracy with an index of 6.71. The 2019 election was Indonesia's first experience in implementing a simultaneous scheme for five types of elections; election of members of the Legislative Council of the Republic of Indonesia (DPR.RI), members of the Provincial Regional Legislative Council (Provincial DPRD), members of the Regency/City Regional Legislative Council (Regency/City DPRD), the Regional Representatives Council (DPD), and the election of the President and Vice President (Nuryanti & Hanafi, 2020).

The same election scheme will be implemented again in 2024, according to the KPU schedule the vote will be held on 14 February 2024 and if there are two rounds of presidential and vice-presidential elections, then the second round of voting will be held on 26 June 2024. Therefore, the implementation of the 2019 election is the main basis of reference for the management of the 2024 Election. Simultaneous elections cause multiple complexities because elections are the most colossal work of the nation. The number of people involved is enormous. Referring to the 2019 Election, the number of voters nationally was 192,866,254 people. The organizers involved consisted of KPU, Bawaslu, and DKPP with a total of 8,695,087 people (RI KPU Secretariat. RI Bawaslu, and RI DKPP, 2019).

Elections in the Province of NTB were attended by 3,667,253 people who were registered on the final voter list, with the distribution of voters in East Lombok Regency at 25%, Central Lombok Regency at 21%, West Lombok Regency at 13%, Bima Regency 10%, Sumbawa Regency 9%, Kota Mataram 8%, North Lombok Regency 5%, Dompu Regency 4%,



Bima City 3%, and West Sumbawa Regency 3%. All voters were distributed in 15,988 polls (TPS). The total number of Election organizers from the boards of the NTB Provincial KPU and Bawaslu is 136,570 people, with the distribution of the boards of the NTB Provincial and Regency/City KPU 3,654 people, the boards of the District Election Committee (PPK) 348 people, the boards of the Voting Committee (PPS) 3,411 people, the boards of group members Voting organizers (KPPS) 111,916 people, and 15,989 voter data updating officers (NTB Provincial KPU 2019). The NTB Provincial Bawaslu boards are 340 people, the commissioners of the sub-district supervisory committee (Panwascam) are 369 people, and the number of village supervisory committee members is 723 people. The number of election administrators serving within the boards of Bawaslu from the provincial to village levels is 1,432 people (Bawaslu Province of West Nusa Tenggara, 2019).

The heavy load of the election administration has caused the 2019 election to sacrifice many administrators. The General Election Commission of the Republic of Indonesia (KPU RI) released 894 members of the KPPS officers who had died and 5,175 was seriously ill. The province of NTB also showed the number of officers who died as many as 6 people. The complexity of election governance and the challenges of presenting the quality of democracy have been recognized by legislators, shown by the provision of two ways of organizing elections as stipulated in the Law of the Republic of Indonesia Number 7 of 2017 concerning General Elections, which is constitution number 448 which explains that in order to hold elections, public participation is required. through the role of stakeholders. The provision of this constitution shows that there is an intention by lawmakers to connect election management organizations with election stakeholders.

The science of public administration provides a theoretical basis for explaining the relationship between public organizations and stakeholders through collaborative governance theory and has been widely researched. (Ribeiro et al., 2021) The results showed that the application of collaborative governance theory has experienced rapid development by identifying the helix model. Until now, the helix model has developed from triple-helix, quadruple-helix, and penta-helix, to hexa-helix. The triple-helix model focuses on the collaboration of three stakeholder actors, they are universities, industries, and government (Wang, 2014). The quadruple-helix model adds one actor, which is the society (Carayannis et al., 2012; McAdam & Debackere, 2017). The penta-helix model adds one more actor, which is the mass media (Aribowo et al., 2018; Halibas et al., 2017; Setya Yunas, 2019; Warsono et al., 2019; Yuningsih et al., 2019). Finally, the hexa-helix model adds the affected group actors (Rachim et al., 2020).

None of the research above has specifically examined the practice of collaborative governance as a model for strengthening the role of stakeholders in election management. Whereas, this concept has been widely known in the science of election governance which states that election governance is a study of two dimensions, they are the dimensions of the electoral management body as the administrator, none other than a study that examines the model and role of the election management body and administrative dimensions. Elections are the study of the electoral organization and control (Torres & Díaz, 2015). For this reason, stakeholder mapping in election management specifically examines collaborative governance practices as a model for strengthening the role of stakeholders. Collaborative governance, as a concept, is widely recognized in the field of electoral governance. Collaborative governance in election management emphasizes the importance of involving various stakeholders in the decision-making process and election implementation. It recognizes that election governing bodies alone cannot ensure election success and that active engagement and cooperation of stakeholders are essential for a democratic and transparent electoral process. (Murugan et al., 2023).



By promoting collaboration among stakeholders, collaborative governance aims to increase the legitimacy, inclusivity, and effectiveness of election management. It encourages the sharing of information, resources, and expertise, as well as coordination of efforts among the various actors involved in the electoral process. In the context of the research discussed, the hepta-helix model provides a framework for stakeholder identification and categorization in the management of the 2019 elections in NTB Province. Although this analysis emphasizes the roles and responsibilities of individual actors, it does not explicitly investigate collaborative governance practices as a means to strengthen stakeholder engagement and participation.

However, it should be noted that the collaborative elements highlighted in the study, such as the coordination and support provided by stakeholders to election management bodies, reflect the principles of collaborative governance in election management. To further examine collaborative governance practices in election management, future research could investigate how these stakeholders actively collaborate, interact, and engage with election governing bodies and each other during the election process. This includes exploring mechanisms for decision-making, information sharing, joint planning, and problem-solving among stakeholders. By studying the practical application of collaborative governance in election management, researchers and practitioners can gain insight into the effectiveness and challenges of this approach in improving the integrity and quality of electoral processes.

In the implementation of the functions of organizing and controlling elections, the administrator collaborates with election stakeholders consisting of primary stakeholders and secondary stakeholders. The Primary stakeholders are actors who are directly affected by the policies of the Election Administrators, and the Secondary stakeholders are actors who only have looser links with LPP policies, are not directly affected by LPP policies but have a high concern for Elections (Wall et al., 2016). The working method of election management above has been adopted in the election law in Indonesia which states that the way elections are carried out is through public participation.

In order to fill this vacancy, this study aims to analyze stakeholder mapping in election management in West Nusa Tenggara Province. In revealing these objectives, this study uses the governance paradigm. Governance is the sixth paradigm of public administration that has developed since the 1990s. The core of its thinking states that the purpose of the exercise of power by the holders of power is to realize the welfare of society. Since the goal is huge, public administration requires management that involves various actors as stakeholders known as the stakeholders (Henry, 2012; Ikeanyibe et al., 2017).

Stakeholders are interpreted as parties from within or outside the organization who have an interest in organizational performance so as to create good governance. (Grimble & Wellard, 1997) identified three categories of stakeholders in public policy, as follows:

- a. Primary stakeholders, which is groups of stakeholders who have a direct interest in the policy. Because of their direct interests, they must be placed as a determinant in the policy-making process;
- b. Supporting (secondary) stakeholders, which is stakeholders who do not have a direct interest in the policy, but they have a concern for voicing and advocating for the interests of the community;
- c. Key stakeholders, which is stakeholder groups who have legal authority in making policies and institutions responsible for policies.

LPP stakeholders in election management are defined as individuals or organizations who have interests, influence, affected, or contribute to the policies or operational of the LPP. There are two groups of LPP stakeholders, they are primary and secondary stakeholders. Primary stakeholders are actors who have a direct interest in LPP policies, including political parties, candidates and voters. Meanwhile, secondary stakeholders are actors who only have a



looser connection with LPP policies including the business world, NGOs, and the mass media (Wall et al., 2016).

In achieving the goals of public administration collaboratively with stakeholders, governance initiates the concept of collaborative governance (Ikeanyibe et al., 2017). Collaborative governance is defined as governance in which one or more public bodies involve multi-stakeholder non-public organizations in public policy, carried out in a formal, consensus-oriented, and deliberative manner (Ansell & Gash, 2007). Ansell and Gash further explained the contingency model that encourages or inhibits the collaboration process with the following four dimensions;

1.1 Initial Condition

Initial Condition is a condition that describe conditions before or when the collaboration is implemented, including three variables: (1) an imbalance in the influence, resources, and the knowledge of actors; (2) clear incentives for collaboration; and (3) fear that occurs when collaboration is implemented.

1.2 Institutional Design

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

1.3 Participatory Leadership

Is the ability of actors to bring all parties to the negotiating table or negotiation in collaboration and being able to prevent problems that arise in the collaboration process.

1.4 Collaboration Process

The serious problem that is often faced in collaboration is the implementation of collaboration starts.

Ansell & Gash, (Ansell & Gash, 2007) identified the collaboration process through five stages:

1.4.1 Face-to-face dialogue

Dialogue between actors as stakeholders is an initial process that aims to produce a mutual agreement (consensus). Another aim of the face-to-face dialogue is to identify opportunities with win-win narratives among stakeholders if collaboration can be built.

1.4.2 Build trust

The establishment of mutual trust between actors as stakeholders cannot be separated from the dialogue. The collaboration will be effective if mutual trust has been built between actors. Even so, the process of building trust is a long process and requires high commitment, so the process of building trust can be carried out during the collaboration implementation process.



1.4.3 Commitment to the collaborative process

Commitment among actors as stakeholders will be driven by conditions of high interdependence and a strong commitment to do collaboration. Ansell and Gash stressed that collaboration is not a one-time deal, but it is an ongoing and mutually beneficial cooperation activity.

1.4.4 Shared understanding

Through a process of dialogue, mutual trust and shared commitment, actors as stakeholders are expected to have the same understanding of what will be achieved in a collaborative activity. Mutual understanding can be in the form of clarity of common objectives, understanding of the definition of problems that faced together, and the value to be achieved in collaborating.

1.4.5 Intermediate result

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

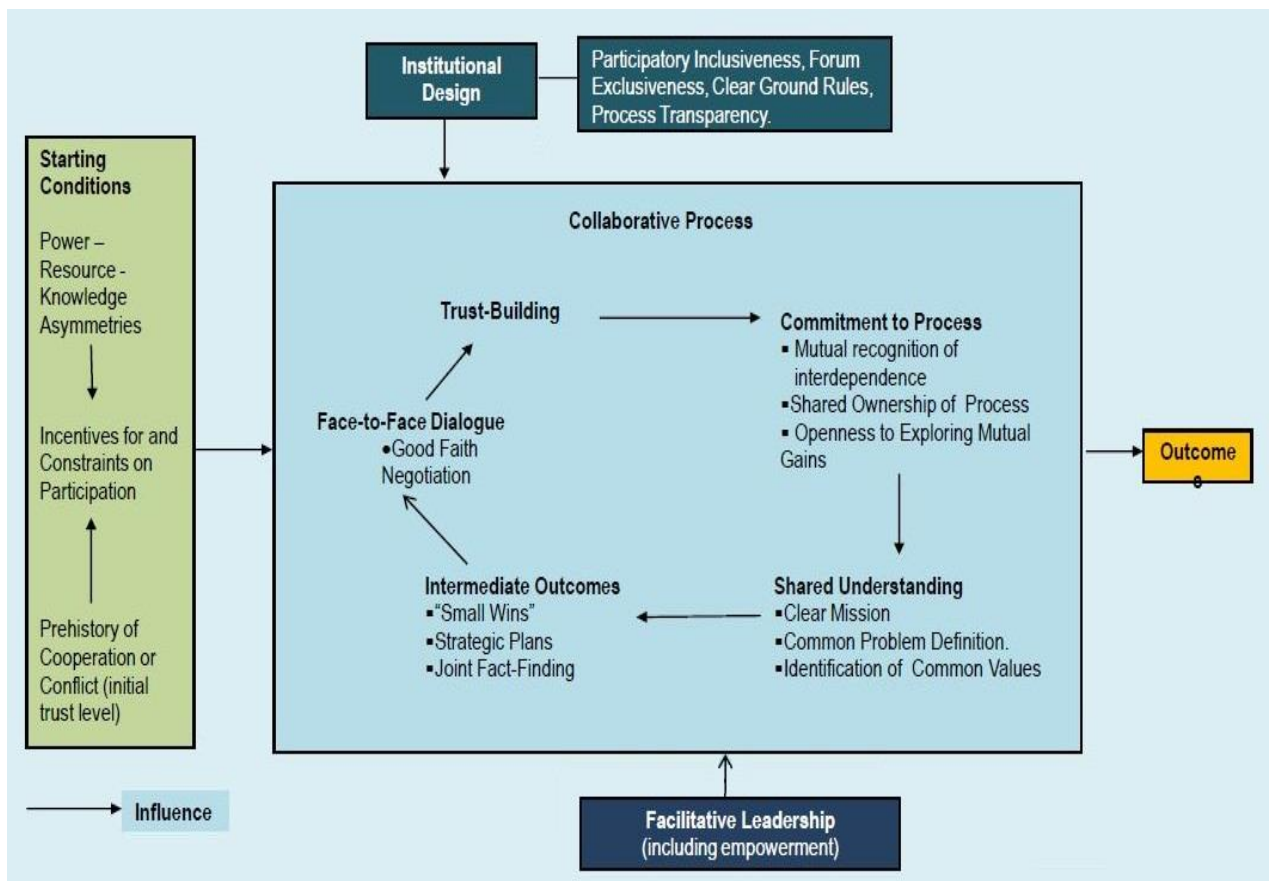


Figure 1. Ansell and Gash Collaborative Governance Contingency Model (2007)

Source: Research analysis results, 2022



2 RESEARCH METHODS

This research is a type of qualitative research with a case study approach (Creswell, W, 2014). The reason is that it starts with a specific case, which is limited to the event of the 2019 elections in the Province of NTB. This study took sites at the boards of the NTB Provincial KPU and the NTB Province Bawaslu boards as the main sites. The reason for selecting the sites is that the two agencies are election authorities in the regions that have the function and authority to manage elections.

Data collection techniques were carried out through in-depth interviews, documents, webinars, and observations. In-depth interviews were conducted face-to-face, providing a list of questions for informants to study, telephone, and chat via WhatsApp. Data collection through documents was carried out on documents regarding the implementation and supervision of the 2019 elections available from the KPU and Bawaslu of the NTB Province to the districts and cities.

Testing the validity of the data is carried out through triangulation techniques or confirmation of findings in testing the validity of the data (Creswell, W, 2014). The triangulation technique used theory and data triangulation, with the following stages; (a) comparing the data from interviews with the documents; (b) comparing the statements of one informant with another; (c) comparing a person's situation and perspective with various opinions and views of other people, such as the opinions of election organizers, experts, government, theorists and other researchers (Bungin, 2014).

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

3 RESULTS

3.1 Stakeholders Mapping in Election Management

The actors who are involved as management stakeholders for the 2019 Election in the Province of NTB are LPP, which is the boards of the KPU and Bawaslu; government; the business world; non-governmental organization; mass media; the university; and political parties. This mapping develops the previous collaborative governance implementation model (Rachim et al., 2020; Zakaria et al., 2019). The seven actors defined as findings of this study are called the hepta-helix model with the components and roles of the actors as shown in the table below.

Table 1. The Hepta-Helix Model for Stakeholders in the Management of the 2019 Election in the Province of West Nusa Tenggara

No.	Aktor	Sub-Aktor	Peran
1.	LPP	1.NTB Provincial Election Board 2.NTB Province Bawaslu Board	The boards of the KPU as the main election administrators whose functions are in the regulative, facilitative, and empowering aspects. Meanwhile, the boards of Bawaslu act as controllers for the quality of election governance
2.	Government	– Citizenship and Civil Registration; – Kesbangpoldagri; – Department of Transportation; – Polisi Pamong Praja;	1. Providing aggregate population data per sub-district; 2. Providing data on potential voters (DP4); 3. Provide data on citizens residing abroad; 4. Support political education; 5. Support the socialization of election stages;



3.	Business World	<ul style="list-style-type: none"> - Regional of General Hospital and Community Health Service Center; - Boards of POLDA NTB Province - Local Business World in NTB Province; - National Business World 	<ol style="list-style-type: none"> 6. Supporting the security of the implementation of the election stages; 7. Providing LPP Secretariat employees; 8. Examination of the physical and spiritual condition of DPRD candidates; 9. Facilitation of campaign venues/locations; 10. APK control; 11. Oversight of campaign broadcasting; 12. Facilitation of storage and security of election logistics. <ol style="list-style-type: none"> a) Production of election logistics, including: ballot boxes, voting booths, ballot papers, envelopes, punching tools and punching pads, voting stationery; b) Election logistics distribution; Support outreach and voter education.
4.	NGO	<ul style="list-style-type: none"> - Religious Organization; - Women's Community - Disabilities' Community; - Indonesian Democracy Network (JaDI) NTB; - Indigenous Community 	<ol style="list-style-type: none"> 1. Socializaion of election 2. Voters' education 3. Advocacy for people's political rights; Election Monitoring
5.	Mass Media	<ol style="list-style-type: none"> 1. TV9 2. BimaTV 3. RRI Mataram 4. TVRI NTB 5. Global FM 6. Lombok Media 7. Lombok Post 8. Suara NTB 9. TVLombok 	<ol style="list-style-type: none"> 1. Information on the implementation of the election stages; 2. Political education; 3. Election's advertisement; 4. Campaign advertisement; 5. Information on the vision, mission and profiles of political parties and candidates
6.	Colleger	<ol style="list-style-type: none"> 1. Universitas Mataram 2. Universitas Islam Negeri Mataram 3. Universitas Muhammadiyah Mataram 4. Universitas Mandalika 	<ol style="list-style-type: none"> a) Provide consultation and guidance on the technical regulations for implementing elections; b) Election implementation research; c) Election Socialization; d) Political education; <p>Providing LPP Selection Team</p>
7.	Politic Parties	<p>Political Parties participating in the 2019 Election</p>	<ul style="list-style-type: none"> - Political education; - Political communication; - Examine, propose improvements, approve or reject the final voter list; - Recruitment of candidates for DPRD members; - Implementation of campaign; - Providing witnesses for voting, counting and recapitulation of votes

Source: Research analysis results, 2022

The table above describes the stakeholder of the hepta-helix model in the management of the 2019 elections in the Province of NTB with the following actors and sub-actors and the functions of each actor:



3.1.1 LPP

LPP is an institution with the main function of providing election technical regulations (regulative), facilitating election stakeholders (facilitator), and empowering stakeholders in organizing and supervising elections (empowerment). This function supports the specific duties of an election management body which states that the function of election organizers is to regulate and organize the election process in a country (Olaniyi, 2017). This function is in line with other views which state that the role of the LPP in election management which is responsible for organizing and controlling the implementation of the election stages. In the implementation of the 2019 Election, the boards of the NTB Provincial KPU are functionally the main administrators of the Election, their authority is organizing the implementation of the stages of the Election. Meanwhile, the boards of the NTB Province Bawaslu handle the function of controlling the implementation of each stage in order to ensure that the implementation of the election goes along with the laws.

3.1.2 Government

The government in a broad meaning is all the organs of the nation specified in the 1945 Constitution which include 5 (five) powers: (a) legislative power, which is the power to form laws, practiced by the DPR; (b) executive power, which is the power to implement state legislation, is practiced by the President assisted by the Vice President and ministers; (c) consultative power, which is the power to provide state opinion to the government practiced by the Supreme Advisory Council which was abolished in the amendments to the 1945 Constitution of 2004; (d) the power to conduct an audit of the management and responsibility for state finances, is carried out by the State Audit Board; and (e) judicial power, which is the power to administer justice in order to uphold the law and justice (Kansil & Christine.S.T.Kansil, 2008).

In the implementation of 2019 Election in NTB Province, the government actors involved in the collaboration include: (1) Population and Civil Registration Service (Dukcapil); (2) The Unity of Nations and Domestic Politics Affair (Bakesbangpoldagri); (3) Transportation Service; (4) Civil Service Police; (5) Regional of General Hospital and Community Health Service Center; and (6) Regional Police Department of NTB Province

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

3.1.3 Business world

The business world is a business actor involved in administering government. Business actors in the 2019 Election in NTB Province included the local business world in NTB Province and the national business world. The role of the business world includes; (1) production of election logistics, such as ballot boxes, ballot booths, ballot papers, envelopes, punching kits, and punching pads, office stationery for voting needs; (2) election logistics distribution; and (3) support outreach and voter education.



3.1.4 Non-Government Organization (NGO)

Various terms are used to describe this actor. In public administration, it is defined as a non-governmental or civil society organization, which is an organization founded by individuals or groups voluntarily providing public services without the aim of obtaining financial benefits from their activities (Astuti et al., 2020). Another explanation mentioned that NGOs are organizations formed by groups that are independent (Gaffar, 1999). In the implementation of the 2019 Election in NTB Province, NGO actors consisted of; (1) religious organizations; (2) the women's community; (3) the community of persons with disabilities; (3) the NTB Indonesian democracy network (JaDI); and (4) indigenous community. NGOs have three roles; (1) election socialization; (2) voter education; and (3) advocacy for community political rights.

3.1.5 Mass media

Public administration studies expand the meaning of mass media in collaborative governance practices as all media, both electronic and printed media and other media such as social media which plays a role in conveying information to the public (Astuti et al., 2020). In organizing the 2019 Election in NTB Province, the media which are involved include TV9, BimaTV, RRI Matara, TVRI NTB, Global FM, Lombok Media, Lombok Post, Suara NTB, and TVLombok. The role of the media in supporting election management includes; (1) information on the implementation of the election stages; (2) political education; (3) election advertisements; (4) campaign advertisements; (5) information on the vision, mission, and profiles of political parties and candidates.

3.1.6 Colleges

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

3.1.7 Political parties

A political party is an autonomous group of citizens whose goal is to compete in elections by submitting a number of candidates. The goal is to gain power in government positions or practice control over the running of government (Katz and Crotty, 2014). In the implementation of the 2019 Election in the Province of NTB political party actors who collaborated with LPP, called all political parties participating in the Election. The role of political parties in supporting the management of elections includes; (1) political education; (2) political communication; (3) examining, proposing improvements, approving or rejecting the final voter list; (4) recruitment of candidates for DPRD members; (5) carry out campaigns; and (6) providing witnesses for voting, counting and recapitulation of votes.

The explanation above succeeded in showing stakeholder mapping in the management of the 2019 Election in the Province of NTB in the form of a hepta-helix model. This model is an effective method for strengthening the role of stakeholders for more democratic election



management. Nevertheless, there are still weaknesses, it is the LPP has not yet identified the categories of stakeholders in election management, causing collaboration practices to be not effective and sustainable.

3.2 Category Analysis of Stakeholders Mapping in Election Management

Referring to the thoughts of Grimble & Wellard (Grimble & Wellard, 1997) an analysis of stakeholder mapping in the management of sustainable elections is formulated as follows:

3.2.1 Main stakeholder

This study identified the actors who entered as the main stakeholders, they are political parties, along with the candidates proposed. These actors are referred to as the main stakeholders because they have a direct interest in the policies issued by LPP. All decisions from the LPP in managing elections have a direct impact on political parties and candidates.

3.2.2 Key Stakeholder

Actors who came into the category of key stakeholders in the Grimble & Wellard (Grimble & Wellard, 1997) models are LPP and the government. The reason is that these two actors have legal authority in making policies or are institutions responsible for policies. The population data used by the LPP as a basis for verifying the requirements for election participants, determining the allocation of seats for each electoral district, and a number of administrative requirements for candidates such as educational certificates, health certificates, certificates of good behavior, and others, are issued by the government.

3.2.3 Secondary Stakeholder

The actors consist of NGOs, mass media, colleges, and the business world. These actors are called secondary stakeholders because they do not have a direct interest in the management of elections, but they have a concern for voicing and advocating for the interests of the community in every stage of the election process.

The practice of collaborative governance in election management is different from collaborative governance in general. The principle of independence of the LPP in making decisions should not be interfered with by the political power of actors as stakeholders. The aim is to maintain the consistency of clause 22E of the 1945 Constitution which states that elections are held by an election commission that is national, permanent, and independent. The principle of independence in this provision means that in making decisions the LPP may not be interfered with by any political force. Having attention to the principles above, functionally the role of the LPP in election management is election management, while the role of election stakeholders is to support the LPP in the implementation of election management (election management support). Therefore, in the concept of collaborative governance for the purposes of election management, the LPP relationship with other stakeholders is a coordinative relationship.

4 DISCUSSION

The analysis of the discussion described in the text involves stakeholder mapping in the management of the 2019 general election in NTB Province (West Nusa Tenggara). The stakeholder mapping is based on a hepta-helix model involving seven main actors, namely LPP



(Regional Election Commission and Election Supervisory Agency), government, business, non-governmental organizations (NGOs), mass media, universities, and political parties.

The analysis explains the roles and responsibilities of each actor in the management of the 2019 elections in NTB Province. Here are some key points from the analysis:

- a) LPP (Regional Election Commission and Election Supervisory Agency) is the main actor responsible for technical regulation, facilitation, and stakeholder empowerment related to general elections. LPP plays a role in regulating and supervising the implementation of the election stages.
- b) The government, including various relevant agencies such as the Population and Civil Registration Service, the Transportation Service, and the Regional Police, has an important role in providing population data, potential voter data, and data on citizens living abroad. The government also supports political education, socialization of election stages, security of election implementation, and storage of election logistics.
- c) The business world plays a role in the production and distribution of election logistics, such as ballot boxes, voting booths, ballot papers, envelopes, and other equipment. The business world also supports voter socialization and education activities.
- d) NGOs, including religious organizations, women's communities, communities with disabilities, the Indonesian Democratic Network (JaDI) NTB, and indigenous communities, played a role in election socialization, voter education, and advocacy for people's political rights.
- e) Mass media, such as TV, radio, and newspapers, have a role in conveying information about election stages, political education, election advertisements, and profiles of political parties and candidates.
- f) The university provides consultation and guidance on technical regulations for the implementation of elections, conducts research on election implementation, conducts election socialization, provides political education, and provides a selection team to form election management institutions.
- g) Political parties play a role in political education, political communication, checking voter lists, recruiting candidates for DPRD members, conducting campaigns, and providing witnesses for voting, counting, and recapitulation of votes.

The analysis also distinguishes three categories of stakeholders in election management, namely primary stakeholders, key stakeholders, and secondary stakeholders. The main stakeholders are political parties and candidates, while LPP and government fall into the category of key stakeholders. Secondary stakeholders involve NGOs, mass media, universities, and the business world.

The analysis emphasizes the principle of LPP's independence in decision-making to remain consistent with the constitution which stipulates that elections are held by a central, permanent, and independent election commission. Cooperation between LPP and other stakeholders must be based on coordination and must not be influenced by political forces. This provides a clear picture of the roles and responsibilities of each stakeholder in election management. This mapping is an important step in building effective and sustainable cooperation in more democratic elections. For this reason, the categorization of stakeholders in election management into primary, key, and secondary stakeholders. This categorization helps identify the different levels of involvement and interest stakeholders have in the selection process. Key stakeholders, namely political parties and candidates, have a direct interest in policies and decisions made by election governing bodies. Their participation and success in elections is directly influenced by the actions and regulations implemented by the electoral commission (Ford et al., 2019; Fung, 2015; Herrnson et al., 2019). Key stakeholders, including the Election Administration Agency (LPP) and the government, hold legal authority and are responsible for formulating and implementing election-related policies (Nupen, 2004; Vatter,



2016). LPPs play an important role in managing the electoral process, while the government provides critical data and supports various aspects of election management.

Secondary stakeholders, consisting of NGOs, mass media, universities, and businesses, have no direct interest in the electoral process but play an important role in voicing concerns and advocating for the interests of society. Their involvement contributes to ensuring transparency, inclusivity, and public participation in the electoral process. It emphasizes the principle of independence for the Election Management Agency (LPP) in decision-making. This principle is important to maintain the integrity and impartiality of the electoral process (Ford et al., 2019; Garnett & James, 2020; Vatter, 2016). This ensures that decisions made by the LPP are not influenced by political forces, promoting fair and transparent elections. Overall, the analysis provides a comprehensive understanding of the roles and responsibilities of stakeholders in election management. It highlights the importance of coordination, collaboration, and independence in the relationship between election governing bodies and other stakeholders. This analysis sets the foundation for effective and sustainable cooperation among stakeholders, ultimately contributing to more democratic and credible elections.

5 CONCLUSION

The management of the 2019 elections in the Province of NTB found collaborative governance with the hepta-helix model, which is governance through the involvement of election stakeholders, including the seven actors: election management bodies, government, business world, NGO, mass media, colleges, and political parties. In this collaboration, election management bodies and political parties are primary stakeholder actors, because election management bodies play a role in policymaking and are responsible for election management which includes three functions, they are regulative, facilitative, and empowering. The reasons for political parties being primary stakeholders are because political parties are actors who are directly affected by the policies of election management bodies. Government actors are key stakeholders, because these actors have legal authority in providing population data and facilitating the work of election management bodies and election participants, the business world, NGOs, and colleges are secondary stakeholders because their function is to provide support for election management, but has no direct interest in the policies of the election management body. The theoretical implication of this article is that a collaborative governance model was found to complement previous collaborative governance theories which only focused on processes. The collaborative governance model will only be sustainable in election management if it is supported by stakeholder mapping into three categories, they are primary, key, and secondary stakeholders. The findings of this study complemented the previous election stakeholder theory which only divided election stakeholders into two groups. only primary and secondary stakeholders, and does not include colleges as actors in the election stakeholder category. The findings of this study confirmed the role of colleges is very important in supporting election management.

CONFLICT OF INTEREST

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