Construction of Electoral Law to Increase The Participation of Coastal Communities in Simultaneous Elections in Indonesia: A Study on Coastal Communities of Kepulauan Riau Province

Dewi Haryanti¹, Pery Rehendra Sucipta², Ryan Anggria Pratama³ {dewiharyanti@umrah.ac.id¹, peryrehsucipta@umrah.ac.id², ryananggria@umrah.ac.id³}

Department of Law, Universitas Maritim Raja Ali Haji, Indonesia^{1,2} Department of Governent Science, Universitas Maritim Raja Ali Haji, Indonesia³

Abstract. Every eligible citizen has the right to vote, even if their economic, social, or geographical situation makes it hard for them to do so, as is the case for coastal communities. However, the participation of coastal communities in elections are political right and must be realized by the state, as mandated by the law. This study aims to see what the participation of coastal communities in Bintan and Kota Tanjungpinang Regencies is like and how the concept of reconstruction of the electoral law in increasing the involvement of coastal communities in simultaneous elections in Indonesia. This study is normative legal research with a statutory, moral, and conceptual approach. Findings suggest that the participation of coastal communities in Bintan Regency and Tanjungpinang City only concerns voter participation in exercising their voting rights. Moreover, the regulation of community participation in the electoral law is minimal. So it is necessary to have a concept of electoral law construction to increase the involvement of coastal communities in simultaneous elections in Indonesia by adding rules that provide opportunities to communities, especially coastal communities.

Keywords: Legal construction; coastal communities; elections

1 Introduction

Elections are a means of popular sovereignty to elect presidential and vice-presidential candidates and legislators at both the central and regional levels. Constitutionally, elections in the 1945 Constitution of the Republic of Indonesia, Chapter VIIB, were elections directly, publicly, freely, confidentially, honestly, and somewhat every five years. Elections by an Election Commission that is national, permanent, and independent. Electoral laws and their implementing regulations govern further arrangements.

In 1955, Indonesia held its first elections to choose members of the House of Representatives and constituents. Also, the next elections will be held in 2024. In a democratic legal state, elections are a political right for the people that must be protected and fulfilled by the state, which in this case is, of course, the government as the state organizer. Therefore, every member of society who qualifies as a voter or is elected as stipulated in the laws and regulations must get the same rights without distinguishing between urban communities and rural or coastal

communities. However, some coastal areas still lack economic resources, political knowledge, and higher education. Therefore, although some coastal areas still need more financial resources, political expertise, and higher education, they should still be objects in elections. Instead, they should as subjects who can play a role as voters and have the right to be elected and participate in election activities as a form of political participation. Regarding the definition of political participation, Budiarjo explained that political participation is an enormous scope carried out by participating in choosing state leaders either directly or indirectly and can also influence government policies or public policy [1].

Explicitly, the guarantee of political participation in the Indonesian State Law 1945 in P28 protects citizens' human rights regarding the freedom of association and assembly and the verbal expression of thoughts. In particular, the public's participation in electoral activities is regulated in Chapter XVII Articles 448, 449, and 450 of Law Number 7 of 2017 (Electoral Law) and technically held in the General Election Regulation No.10 of 2018. Three articles in the Electoral Act outline arrangements related to community participation.

Meanwhile, in Election Commission Regulations, it is not referred to in particular and individually but instead becomes a unified ferrule on voters' socialization and education. Community participation in regulating the involvement of the voting public in the elections. It should not only restrict the participation of the people as voters in the holding of elections. Still, it should also be provisions related to the involvement of the people in fulfilling their rights as the elected party. Third, provide a sense of justice for coastal communities considering that there is a basis for the life of coastal communities in geographical conditions separate from the center of government. In general, coastal communities are primordial, meaning they have kinship, tribal, and religious ties in a group environment from birth. In addition, the feeling of minorities and the desire for a better life should be a buffer in increasing the participation of coastal communities to vote and be elected, as long as there are rules that can protect and accommodate their political rights.

Based on the description of the background mentioned above, the author and the research team formulated the problem as follows What is the participation of Bintan Regency and Tanjungpinang City's coastal communities in the Riau Islands in the 2019 simultaneous elections? What is the concept of electoral law construction in increasing the participation of coastal communities in simultaneous elections in Indonesia?

2 Literature Review

2.1. Democracy and Simultaneous Elections

Democracy in Indonesia is sovereignty in the hands of the people who are into the state ideology, namely Pancasila, which places people's power as its pillar, which must uphold human values following the dignity and dignity of humanity. Pancasila consists of the first precept as the fundamental precept, the second precept as the radiance of the first precept, the third precept as a vehicle, the fourth precept as a way, and the fifth precept as the goal [2].

According to Franz Magnis Suseno in Winarno states five groups of the essential characteristics of a democratic state, namely the state of the law, the government is under the absolute control of society, free elections, the principle of the majority, and the existence of guarantees against democratic rights [3]. Meanwhile, a country's political system of democracy is related to two things: the institutions (structure) of democracy and the behavior (culture) of democracy. Democratic institutions or facilities point to the availability of democratic political

institutions that exist in a country. A country is said to be a democratic state when there are democratic political institutions in it. The institutions include; open and responsible government, parliaments, electoral institutions, political organizations, non-governmental organizations, and the mass media. Building democratization institutions means creating and enforcing those political institutions within the state. Democratic behavior or culture refers to enacting democratic values in society [4]. A democratic society is a society whose daily and stately living behavior on democratic values. Democratic values include: peaceful and voluntary, just, respecting differences, respecting freedom, understanding diversity, order, minimal coercion, and advancing science. Building a democratic culture means introducing, socializing, and upholding democratic values.

Apart from the behavior (culture) of democracy in a democratic political system, it is also necessary to understand a democratic system of government. Ubaedillah and Abdul Rozak pointed out [5] that a democratic system of government is a facet of a democratic system of society. Therefore, a democratic system of life itself must at least reveal its following characteristics:

- Respect for pluralism in society by eliminating sectarian attitudes and attitudes of self-determination. In Indonesia, this principle is in the slogan Bhineka Tunggal Ika (Unity in Diversity).
- The spirit of deliberation in reaching a particular verdict.
- The method taken must be in line. In this case, democracy is not only interested in its procedural aspects, but democracy is also interested in the goals or results achieved. For example, has it been with an election that produces representatives of the people or good leaders?
- With the principle of honesty and sincerity in deliberation, we can respect each other's differences and make decisions that benefit all parties (or the so-called win-win solution).
- Tolerance for "trial and error" in practicing democracy.

For the democratic system in Indonesia to be closer to democracy in the good sense, several overhauls in this nation and state; that is following overhauls [5]: (1) constitutional reforms, which contain a re-formulation of the philosophy, basic framework, and legal tools of the political system; (2) institutional overhauls relating to institutional reforms and empowerment of political institutions; (3) an overhaul of political culture in a more democratic direction.

Elections are a means of implementing people's sovereignty directly, publicly, freely, secretly, honestly, and somewhat in the Unitary State of the Republic of Indonesia based on Pancasila and the 1945 Constitution of the Republic of Indonesia. Therefore, elections are on direct, public, free, confidential, honest, and fair principles. Regarding the meaning or meaning of these election principles, it can be in the third paragraph of the Explanation of Law Number 8 of 2012, namely with the direct principle that people as voters have the right to cast their votes directly according to the will of their conscience, without intermediaries.

Elections of a general nature ensure opportunities that apply comprehensively to all citizens without discrimination based on ethnicity, religion, race, class, gender, occupation, and social status. Every citizen with the right to choose is free to make his choice without pressure and coercion. A vote made by the electorate is anonymous to all parties. Voters cast their ballots on ballots unknowable to others. In organizing this election, election organizers, government officials, election participants, election supervisors, election monitors, voters, and all related parties must honestly follow the laws and regulations. Every voter and election participant gets the same treatment and is free from party fraud.

The definition of a general election is to elect a ruler, official or other by writing the chosen name on a piece of paper or casting his vote in an election [6]. Theoretically, elections have

several objectives that concern the relationship between the people and the government: First, as a mechanism for selecting government leaders and alternative general policies; second, elections can also be a mechanism for transferring conflicts of interest from the public to the body of the body; and third, elections are a means of mobilizing and or rallying, popular support for the state and government by participating in the political process."

Joseph Schumpeter assured the importance of elections for those who want to be involved in decision-making. According to him, to arrive at political policy-making, individuals must have the power to decide what they get from the competition for the people's vote (through elections) [7]. Meanwhile, according to Patrick Merloe: General Election Commission is the body responsible for holding elections that are independent and able to hold elections effectively. If this is not the case, then the people and political rivals will not believe in the polls and will not believe in the government's election results. Therefore, the public perception of the true freedom of electoral institutions is vital to ensuring the validity of the electoral process and the perception of the reality of the new government [8].

The simultaneous elections began with the application for the material test of Article 3 paragraph (5), Article 9, Article 12 paragraphs (1) and aya (2), Article 14 paragraph (20, and Article 112 of Law Nomo2 42 of 2008 concerning the Election of the President and Vice President against the 1945 NRI Constitution to the Constitutional Court submitted by the Petitioner, namely Effendi Gazali and the Coalition of People for Simultaneous Elections on January 10, 2013. The articles provide for the timing of voting conducted after legislative elections. The constitutional court granted some of the petitioners' requests, including deciding that the presidential and vice-presidential polls be performed simultaneously with the legislative elections in 2019.

Simultaneous elections are an electoral system that simultaneously holds several elections. So the simultaneous elections are a merger of the presidential and legislative elections into one voting phase. Based on the current positive law of Indonesia related to the principles, principles, and objectives of the elections is Law Number 7 of 2017. Article 2 regulates the principles of holding elections: direct, public, free, confidential, honest, and fair. Article 3 governs the elections' principles: independent, honest, fair, legally specific, orderly, open, proportionate, professional, accountable, effective, and efficient. Meanwhile, Article 4 regulates the purpose of holding the elections, namely a) strengthening the democratic state system; b) realizing fair elections and integrity; c) ensuring consistency in the regulation of the electoral system; d) providing legal certainty and preventing duplication in election arrangements, and e) realize the effective and efficient elections [9].

2.2. Community Participation

Based on the meaning of participation in the Indonesian dictionary, namely, participation linked to the title of this study, community participation contains the importance of participating in coastal communities in activities to hold simultaneous elections. This understanding is in line with the sense of community participation conveyed by Wibisana, namely the participation and involvement of community members in certain activities directly and indirectly.

According to the Election Law, public participation in elections can be through socialization, political education for voters, surveys or polls about elections, and a quick review of election results. Community Participation is the involvement of individuals and groups in implementing Elections.

The determination of community participation in the form of socialization in Article 448 paragraph (3) of the Electoral Law, namely a) not to carry out partiality that benefits or harms

election participants; b) does not interfere with the process of holding the election stages; c) aims at increasing the political participation of the community at large; and d) encourage the realization of an atmosphere conducive to the holding of safe, peaceful, orderly, and smooth elections. So, while Article 449 says that 1) public participation in the form of election socialization, political education for voters, surveys or polls about elections, and the quick counting of the election results must follow the rules set by the General Election Committee; 2) The results of surveys or polls about elections cannot be announced during a quiet time; 3) The person in charge of the fast counting of the election results must register with the General Election Committee no later than 30 days before election day; 4) The person in charge of fast counting must report the source of funds, the method used, and the results of the fast counting they did, not the official election results.

According to Jimly Asshiddiqie, the objectives of holding elections in a country are as follows [10]: 1) to enable an orderly and peaceful transition of government leadership; 2) To allow for the change of officials who will represent the interests of the people in representative institutions; 3) to implement the principle of popular sovereignty; and 4) to carry out the principle of human rights of citizens.

Joseph Schumpeter assured the importance of elections for those who want to be involved in decision-making. According to him, to arrive at political policy-making, individuals are required to have the power to decide what they get from the competition for the people's vote (through elections). For this reason, elections should be of high quality so that political policy-making carried out by power holders is also of high quality and beneficial to the people. Moreover, the quality of those elections should continue to improve or be more elevated [7]. According to Debora Blandinan Sinambela in the Journal of Elections & Democracy, "....., in reality. The voting process is often contrary to its basic essence, to ensure that the process of organizing an election runs democratically because of violations of electoral such as non-registration, double voting, or coercion or obstruction."

2.3. Coastal Communities

Coastal communities are people who live in coastal areas. Normatively, coastal communities consist of indigenous peoples, local communities, and traditional communities. A customary law community is a group of people who have lived in coastal areas for generations, have strong ties to their ancestors, and follow a standard set of rules set by the law. Local communities are people who carry out their daily lives based on generally accepted habits but are not entirely dependent on coastal resources—meanwhile, traditional communities for their traditional rights in coastal areas. Fishing activities in coastal waters and other activities do not conflict with regulations or international sea law. Meanwhile, the meaning of coastal waters can be in Article 1, 7 in Law Number 1 of 2014.

2.4. Legal Construction

The construction of law fills the legal voids caused by the lack or lack or even non-existence of the regulations of the invitation negotiators. Therefore, to produce legal certainty to meet the needs of the community, especially in increasing the participation of coastal communities in simultaneous elections, it is necessary to build a concept that can serve as a basis for producing a regulation. Legal construction is part of the method of legal discovery. As said by Achmad Ali that there are two methods of legal discovery, namely interpretation, where interpretation

still sticks to the text of the law, and construction. It uses logical reasoning and no longer only adheres to the reader but does not ignore the law as a system [11].

3 Research Method

This type of research is normative legal research as a process to find legal principles to deal with legal issues [12]. The method used is a documentation study by reviewing, reviewing, or analyzing related data. We use various approaches, which focus on the ideal elements that produce electoral law rules through legal philosophy and fundamental elements, and the conceptual process, which looks for concepts originating from legal philosophy and essential elements to make the concept of election law. Finally, in line with Serfontein's opinion, legal research is carried out in-depth to produce conclusions and recommendations in the form of legal improvements in the future [13]. The normative legal analysis relies on secondary data sources such as original legal resources, secondary legal materials, and non-legal items that are relevant but permissive. Although this study is normative legal research, researchers also make observations by looking at the geographical conditions of the existence of coastal communities to obtain data as supporting data used to strengthen studies or analyzes.

4 Result and Discussion

4.1. Overview of Bintan Regency and Tanjungpinang City on Bintan Island

Bintan Regency and Tanjungpinang City are part of the Riau Islands Province. The area of Riau Islands Province is eight thousand two hundred one seventy-two km2, has 1800 islands, and consists of 7 regencies/cities, including Bintan Regency and Tanjungpinang City. Bintan Regency and Tanjungpinang City are on one island known as Bintan Island. The distance between the capital of Bintan Regency and Tanjungpinang City is 20 km² [14].

Bintan Regency has ten sub-districts, of which Tambelan District has the farthest mileage from the capital of Bintan Regency, which is 340.85 miles. At the same time, Teluk Sebong District is the district that has the largest landmass, which is 285.72 km², while North Bintan District is the smallest district, which is 43.26 km² [15]. Almost all sub-districts have islands except Bintan Timur District and Toapaya District. Meanwhile, Bintan Pesisir District and Tambelan District have the most islands, namely 77 islands each. The following table presents the geographical state of Bintan Regency based on the area and number of islands from each sub-district and their respective capitals:

Table 1. Bintan Regency's name, its capital, its size, and the number of islands it has.

No.	District	Subdistrict Capital	Broad (Km²)	Number of Islands
1.	Bintan Bay	Tembeling Tanjung	125.44	10
2.	Bintan North	Cape Grey Hair City	43.26	5
3.	Sebong Bay	Sebong Lagoi	285.72	42
4.	Kuala Lobam Series	Lobam Bay	123.50	8
5.	East Bintan	City Antelope	100.18	-
6.	Mount Kijang	Mount Kijang	192.89	20
7.	Mantang	Old Mantang	63.61	33
8.	Coastal Bintan	Kelong	116.11	77
9.	Toapaya	Toapaya	176.48	-
10	Tambelan	Tambelan	91.02	77
	Bintan	Bintan Buyu	1,318.21	272

Source: Processed data of Bintan Regency in Numbers, 2022

The total population in Bintan Regency is one hundred and sixty-two thousand five hundred and sixty-one people, with an average population density of 123.32 (per km2). The largest population is in the East Bintan District, which has forty-six thousand nine hundred and eighty people. In comparison, the district with the smallest population is Mantang District which has four thousand two hundred sixteen people. To find out the details of the total population of Bintan Regency based on sub-districts, can see the following table:

Table 2. Population-based on subdistricts in Bintan Regency

District	Population
Bintan Bay	11,718
Bintan North	22,808
Sebong Bay	18,588
Kuala Lobam Series	18,054
East Bintan	46,980
Mount Kijang	15,204
Mantang	4,216
Coastal Bintan	6,900
Toapaya	13,171
Tambelan	4,922
Bintan	162,561

Source: Processed data of Bintan Regency in Numbers, 2022

Tanjungpinang City is adjacent to one land with Bintan Regency. The area of Tanjungpinang City reaches 144.56 km2, where the north, south, and east border Bintan Regency, while the west is by Batam City, which is to the ocean. Tanjungpinang City consists of 4 sub-districts, of which Tanjungpinang Timur District has the most significant area that reaches a percentage above 40, namely 58.95 km². In contrast, Tanjungpinang Barat District has the smallest size at 4.55 km². Almost all sub-districts have islands except Tanjungpinang Timur District [16]. However, not all islands in Tanjungpinang City are inhabited; for example, in Kecamtan Bukit Bestari, one of the three islands is empty. Tanjungpinang Kota District has four islands, of which three and one are open. Meanwhile, Tanjungpinang Barat District has two islands and no barren islands. To find out the area and number of islands of each sub-district can be seen in the following table:

Table 3. The Name of the Subdistrict, Capital, the Area, and the number of islands in Tanjungpinang City.

No.	District	Subdistrict Capital	Broad (Km²)	Number of Islands
1.	Bestari Hill	Dompak	45.64	3
2.	Tanjungpinang East	Malay City of Piring	58.95	-
3.	Tanjungpinang City	Bugis Village	35.42	4
4.	Tanjungpinang West	Tanjungpinang Barat	4.55	2
	Tanjungpinang City		144.56	9

Source: Processed data of Tanjungpinang City in Numbers, 2022.

The total population of Tanjungpinang City is two hundred thirty-three thousand three hundred sixty-seven people, with uneven population distribution. In contrast, the West Tanjungpinang District has the smallest land area but a relatively dense population of forty-four thousand three hundred and eighty-one people. At the same time, the largest population is in the Tanjungpinang Timur District, with 114,875 people. To find out more details can be seen in the following table:

Table 4. Subdistricts, Number of Occupations, and Percentage of Population Density in each Subdistrict in Tanjungpinang City

No.	District	Population	Percentage
1.	Bestari Hill	54,599	23.40
2.	Tanjungpinang East	114,875	40.23
3.	Tanjungpinang City	19,512	8.36
4.	Tanjungpinang West	44,381	19.02
	Tanjungpinang City	233,367	

Source: Processed data of Tanjungpinang City in Numbers, 2022

4.2. Political Participation of Coastal Communities of Bintan Regency and Tanjungpinang City in the 2019 Simultaneous Elections

On April 17, 2019, the 2019 Simultaneous Elections began voting. In all of the Bintan District's districts, the number of people who voted was more than 70%. However, Teluk Sebong District had the lowest percentage, at 73 percent, while Bintan Bay District had the highest, at 90 percent. To determine how many people vote and use their voting rights, see the table below:

Table 5. Voter Participation in the 2019 Elections in Bintan Regency

No.	District	Voter Turnout	Exercise of Suffrage	Voter Turnout Percentage
1.	Bintan Bay	7,693	6,918	90%
2.	Bintan North	14,964	12,152	81%
3.	Sebong Bay	12,624	9,667	77%
4.	Kuala Lobam Series	11,431	9,301	81%
5.	East Bintan	31,579	25,371	80%
6.	Mount Kijang	10,716	8,332	78%
7.	Mantang	3,143	2,743	87%
8.	Coastal Bintan	5,037	3,917	78%
9.	Toapaya	9,087	7,292	80%
10.	Tambelan	3,905	2,844	73%

Source: Processed data by Bawaslu, Bintan Regency¹

¹Report Supervision Stages Ballots, Counting and Recapitulation Voice. Body Supervisor Election Common Regency Bintan, August 2019

The number of voters in Tanjungpinang City in the 2019 Simultaneous Elections was 151,072 people, where Tanjungpinang Timur District had the most voters while Tanjungpinang Kota District had voters. To find out the overall number of voters in Tanjungpinang City in the 2019 elections can be seen in the following table:

Table 6. Number of Voters in Each District in Tanjungpinang City in the 2019 Elections

No.	District	Voter Turnout
1.	Bestari Hill	40,268
2.	Tanjungpinang East	58,866
3.	Tanjungpinang City	15,731
4.	Tanjungpinang West	36,207
	Tanjungpinang City	151,072

Source: Election Commission Decree Tanjungpinang Number 25/Hk.03.1-Kpt/2172/Kota/Iv/2019.

Voter participation in the 2019 Simultaneous Elections in Tanjungpinang City was 76.09%, meaning it had yet to reach the national participation target of 77.5%. Based on the results of previous research, there are five reasons for not achieving the national participation target, including the lack of public awareness to participate, unfavorable weather conditions, and the existence of people working outside the area. In addition, there are still people who have not received the C6 form related to the notification of voting day, and there are people who are tired and do not trust the candidates for the election [17].

4.3. The concept of ElectionLaw In Increasing The Participation of Coastal Communities in Simultaneous Elections in Indonesia

The scope of public participation in elections determined by law not only talks about the participation of voters in voting or their choice on the day of voting but also concerns all election activities. Normatively, community participation is the involvement of a person or group in the holding of elections. Electoral law has expressly included provisions regarding community participation in a separate chapter. There are three articles in one chapter, namely Article 448, paragraph (1), and paragraph (2), containing emphasis related to the holding of elections carried out with community participation and also provisions regarding forms of community participation, while paragraphs (3) and Article 449 contain provisions related to conditions of participation. While article 450 mandates the K promise Election Umum to produce its implementing regulations.

The forms of public participation in question are election socialization, political education for voters, surveys or polls about elections, and a quick counting of election results. Implementing these forms of community participation is undoubtedly only accessible if the government fully supports them. The ability to realize such participation is possible only for people with sufficient intellectual and financial capabilities. Community involvement in socialization tends to be due to the interests and relationships with election participants.

Fully supported by the election participants, which has implications for the additional costs they must prepare. So is the case with public involvement in political education for voters, surveys or polls on elections, and quick counting of election results. In this case, of course, we can do it for those who are consensual about the election. Nevertheless, unlike the case with coastal communities, direct involvement in participating in elections to participating in voting on election day except for those involved as election organizers, either permanent or ad hoc, located in sub-districts, villages, and polling stations. The involvement of election organizers, whose budget is from state finances.

The life of coastal communities tends to be related to the sea, which generally works as fishermen. This condition makes it difficult for coastal communities to be directly involved in elections as intended by law because they are more focused on creating a living for their families. In addition, the electoral law still needs to provide for efforts to engage the public to carry out the forms of participation outlined.

Article 448 paragraph (3) point c contains a provision that the forms of participation aim to increase the political involvement of the community at large. The phrase "community political participation" refers to community involvement in all stages of the implementation of elections, and not only in voting and counting votes. While the phrase "broadly" indeed aims to provide justice for all communities, coastal communities also have the right to participate in all stages of elections.

Strict and transparent regulations are needed to encourage people, especially in coastal areas, to be involved in all stages of holding elections. A factor that can increase community participation is the awareness of community democracy. We can make things better by making constant and thorough efforts, working together, and following the rules of a healthy democracy. Mutual aid democracy needs the right idea and severe help from everyone, including the government.

We can do that through government policies to produce policies that favor efforts to increase participation through socialization and political education of the community in elections. So far, the direction of the socialization policy has been more emphasized on the obligations of election organizers, so the budget provided tends to be only for the socialization activities of election organizers. Moreover, community involvement in socialization is due to various factors derived from conditions, especially in coastal communities [18].

5 Conclusion

Voter participation in Indonesia's Kepulauan Riau Province may conclude based on official data, which emphasizes voter participation data during the voting and ballot-counting stages of ballots, as outlined in the description provided above. As a result, in the 2019 simultaneous elections, the voter participation rate in Bintan Regency has reached the target and even exceeded the nationally set by the Election Committee of 77.5%. However, the electoral law's provisions, After all, their economies, force them to focus on making a living. Therefore, there needs to be a concept of electoral law construction by adding rules that provide opportunities for people, especially coastal communities, to participate in all stages of election activities. Provisions related to the condition of budgets are not only intended for election organizers and participants but also for community participation to realize a healthy climate of cooperation and democracy. The author's suggestions related to the results of the study are as follows Lawmakers should be able to include provisions that provide opportunities or opportunities for coastal communities to participate in all stages of electoral activities following the form established by the electoral law and for election organizers who have the authority to produce regulations related to the implementation of elections, they should be able to design democratic education activities to increase awareness of the democracy of coastal communities, ultimately growing community participation in the performance.

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