

Continuous Voter Data Updating and Election-Stage Verification: Protecting Constitutional Voting Rights in Indonesia

Salman^{1*}, Hayatul Mughiroh², Laras Putria³

¹Department of Law, Faculty of Law, Universitas Merangin

²General Elections Commission of Merangin Regency

*Correspondence: salmansayuti85@gmail.com

Received: 25 May 2026

Accepted: 30 June 2026

Published: 27 July 2026

Abstrak

Pemutakhiran Data Pemilih Berkelanjutan (PDPB) mengubah pengelolaan daftar pemilih Indonesia dari pola yang dominan episodik menuju pemeliharaan data sepanjang siklus pemilu. Penelitian ini menganalisis kedudukan normatif PDPB, hubungan fungsionalnya dengan pemutakhiran daftar pemilih pada tahapan pemilu, serta implikasinya bagi perlindungan hak pilih. Penelitian menggunakan metode hukum normatif dengan pendekatan perundang-undangan, konseptual, dan analitis. Bahan hukum utama meliputi Undang-Undang Pemilu, peraturan KPU mengenai PDPB dan penyusunan daftar pemilih, hukum administrasi kependudukan, hukum perlindungan data pribadi, serta putusan Mahkamah Konstitusi mengenai hak pilih. Hasil penelitian menunjukkan bahwa PDPB dan pemutakhiran pada tahapan pemilu memiliki fungsi yang saling melengkapi. PDPB memelihara basis data pada masa antarpemilu, sedangkan tahapan pemilu melakukan verifikasi faktual, koreksi, dan penetapan akhir. Model yang tepat adalah siklus terpadu yang menghubungkan sinkronisasi data kependudukan, verifikasi lapangan, pengawasan Bawaslu, partisipasi publik, dan pengamanan data pribadi. Model ini memperkuat kepastian hukum, kesetaraan politik, integritas pemilu, dan perlindungan konstitusional hak pilih.

Keywords: pemutakhiran data pemilih berkelanjutan; daftar pemilih; hak pilih; integritas pemilu; siklus pemilu

Abstract

Continuous Voter Data Updating shifts Indonesian voter-list governance from a predominantly episodic model toward data maintenance throughout the electoral cycle. This study examines the normative position of PDPB, its functional relationship with voter-list updating during formal election stages, and its implications for protecting voting rights. The study uses normative legal research with statutory, conceptual, and analytical approaches. Its principal legal materials include election legislation, KPU regulations on PDPB and voter-list preparation, population-administration law, personal-data-protection law, and Constitutional Court decisions concerning voting rights. The findings show that PDPB and election-stage updating are complementary rather than substitutive. PDPB maintains the voter database between elections, while election-stage procedures provide factual verification, correction, public scrutiny, and final legal establishment. The appropriate design is an integrated cycle linking population-data synchronization, field verification, Bawaslu oversight, public participation, and privacy safeguards. The article therefore reframes

PDPB as a preventive constitutional-rights mechanism embedded in electoral governance. It also proposes an operational matrix for evaluating legal basis, institutional responsibility, verification, privacy protection, participation, and measurable performance indicators.

Keywords: *continuous voter data updating; voter list; voting rights; electoral integrity; electoral cycle*

INTRODUCTION

Accurate voter lists are not merely administrative products. They determine whether eligible citizens can exercise the right to vote and whether electoral administrators can conduct elections on an equal and accountable basis. Indonesian experience has repeatedly shown that duplicate records, deceased voters, changes of domicile, newly eligible voters, and data mismatches can reappear from one election cycle to the next. Voter-list governance must therefore respond to demographic change continuously rather than only when a formal election stage begins.¹

Indonesia has addressed this problem through Continuous Voter Data Updating (Pemutakhiran Data Pemilih Berkelanjutan, PDPB). The current regulatory framework is anchored in Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum, as amended, and implemented through Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2025 tentang Pemutakhiran Data Pemilih Berkelanjutan, sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2026. The amendment is important because the legal position of PDPB must be assessed against the rules actually in force, not only against the original 2025 regulation. PDPB operates outside the formal election stages and uses the most recent established voter list together with population data as the basis for continuous maintenance.

For analytical clarity, this article uses three distinct terms. “PDPB” refers specifically to the KPU’s continuous updating mechanism during the inter-election period. “Election-stage voter-list updating” refers to the legally structured process conducted once formal election stages are underway, including synchronization, matching and verification (coklit), correction, and establishment of the voter list. “Continuous voter-registration system” is used only as a broader conceptual model that integrates both mechanisms into one electoral cycle. These terms are related but not interchangeable.

The central doctrinal problem is the division of legal function between the two mechanisms. PDPB is often described as a solution to recurring voter-list problems, but election-stage updating continues to be conducted comprehensively. The persistence of both processes does not necessarily indicate duplication. It may instead reflect a layered legal design in which one mechanism maintains the database while the other produces the legally established list for a specific election through more intensive factual verification.

¹Fajlurrahman Jurdi, Pengantar Hukum Pemilihan Umum (Jakarta: Kencana, 2018), 67–71; Topo Santoso and Ida Budhiati, Pemilu di Indonesia: Kelembagaan, Pelaksanaan, dan Pengawasan (Jakarta: Sinar Grafika, 2019), 256–257.

Previous studies have examined continuous voter registration, implementation challenges, public participation, data integration, and regional PDPB experience. Recent work also emphasizes the protection of voting rights outside formal election periods. What remains insufficiently developed is a precise legal proposition explaining how PDPB changes the function, but not the legal necessity, of election-stage updating. The unresolved doctrinal question is therefore not whether continuous updating is useful, but how legal hierarchy and institutional function allocate responsibility between continuous maintenance and formal-stage verification.²

The constitutional dimension of voter-list governance begins with the role of the voter list as an instrument for realizing political rights. Popular sovereignty and the constitutional structure of elections require the state to organize procedures through which eligible citizens can participate effectively. Administrative rules therefore acquire constitutional significance when an error in voter data can prevent a citizen from voting. Preventive protection operates before the loss of a right occurs, while remedial protection provides correction after an adverse administrative consequence has arisen.³

This constitutional perspective is closely connected to electoral integrity. Voter registration forms part of the institutional infrastructure through which equal participation is made possible. The relevant question is not merely whether a database exists, but whether the process is accurate, transparent, reviewable, inclusive, and capable of correcting error. Continuous maintenance and election-stage verification therefore perform different but complementary integrity functions and should be assessed through indicators that reflect data quality, administrative accountability, and effective access to the franchise.⁴

²Subkhi, "Redesain Pendaftaran Pemilih," 137–154; Sutisna and Nurhayati, "Pemutakhiran Daftar Pemilih Berkelanjutan," 70–96; Yandra et al., "Maintaining Voting Rights Outside the Election Period," 264–278; Toby S. James and Holly Ann Garnett, "The Determinants of Electoral Registration Quality: A Cross-National Analysis," *Representation* 60, no. 2 (2024): 279–302, <https://doi.org/10.1080/00344893.2023.2207194>; Seo-young Silvia Kim, Spencer Schneider, and R. Michael Alvarez, "Evaluating the Quality of Changes in Voter Registration Databases," *American Politics Research* 48, no. 6 (2020): 670–676, <https://doi.org/10.1177/1532673X19870512>; Barry C. Burden and Jacob R. Neiheisel, "Election Administration and the Pure Effect of Voter Registration on Turnout," *Political Research Quarterly* 66, no. 1 (2013): 77–90, <https://doi.org/10.1177/1065912911430671>.

³Muhammad Reza Winata and Oly Viana Agustine, *Hak Politik dan Hak Pilih: Perlindungan Melalui Peradilan Konstitusional* (Depok: Rajawali Pers, 2023), 1–15; Khairul Fahmi, *Hak Pilih dalam Pemilihan Umum* (Depok: Rajawali Pers, 2021), 25–26.

⁴Norris and Nai, eds., *Election Watchdogs*, 117–126; James, *Comparative Electoral Management*, 1–20; Pippa Norris, "The New Research Agenda Studying Electoral Integrity," *Electoral Studies* 32, no. 4 (2013): 563–575, <https://doi.org/10.1016/j.electstud.2013.07.015>; Alistair Clark, "Identifying the Determinants of Electoral Integrity and Administration in Advanced Democracies: The Case of Britain," *European Political Science Review* 9, no. 3 (2017): 471–492, <https://doi.org/10.1017/S1755773916000060>; Sarah Birch and Carolien van Ham, "Getting Away with Foul Play? The Importance of Formal and Informal Oversight Institutions for Electoral Integrity," *European Journal of Political Research* 56, no. 3 (2017): 487–511, <https://doi.org/10.1111/1475-6765.12189>; Holly Ann Garnett and Toby S. James, "Measuring Electoral Integrity: Using Practitioner Knowledge to Assess Elections," *Journal of Elections, Public Opinion and Parties* 31, no. 3 (2021): 348–367, <https://doi.org/10.1080/17457289.2020.1824186>.

The issue must also be situated within electoral-cycle governance. Elections are not isolated events beginning only with the formal schedule; data maintenance, institutional learning, oversight, and preparation continue between elections. PDPB is located in the inter-election period, while formal-stage updating culminates in a legally established voter list for a particular contest. Continuity and periodic verification are therefore not contradictory: one maintains the system and reduces accumulated error, while the other verifies the maintained data for a legally specific electoral event.⁵

The novelty of this study is the proposition that PDPB is a preventive constitutional-rights mechanism within a continuous voter-list governance cycle. It does not replace election-stage updating. Instead, it should transform the latter from a process that repeatedly rebuilds voter data into a process focused on final factual verification, correction, transparency, and legal establishment. This proposition also clarifies how privacy safeguards and institutional oversight should be integrated into voter-data governance.

The study addresses three legal questions. First, what is the normative position of PDPB within the hierarchy of Indonesian election law? Second, how should the functions of PDPB and election-stage voter-list updating be divided so that they operate complementarily? Third, what institutional, privacy, oversight, and public-participation safeguards are required for an integrated system to protect constitutional voting rights and electoral integrity? Because the method is normative, the article evaluates legal adequacy and functional design; it does not claim to measure empirical effectiveness.

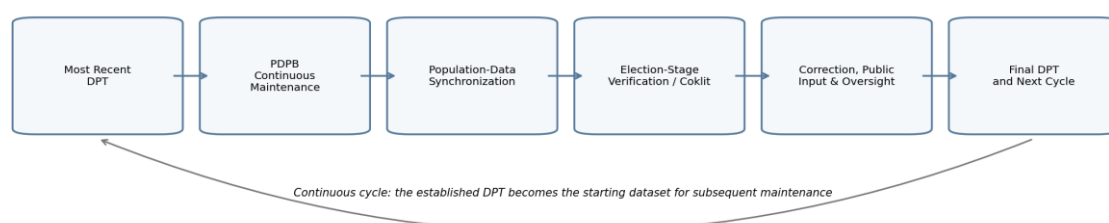


Figure 1. Functional Relationship between PDPB and Election-Stage Voter-List Updating

Source: Authors' normative synthesis based on Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum, Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2025 tentang Pemutakhiran Data Pemilih Berkelanjutan sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2026, dan Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2022 tentang Penyusunan

⁵ Schultz and Toplak, eds., *Routledge Handbook of Election Law*, 87–100; James and Garnett, eds., *Building Inclusive Elections*, 1–18; Toby S. James, Holly Ann Garnett, Leontine Loeber, and Carolien van Ham, "Electoral Management and the Organisational Determinants of Electoral Integrity: Introduction," *International Political Science Review* 40, no. 3 (2019): 295–312, <https://doi.org/10.1177/0192512119828206>; Jonathan Hartlyn, Jennifer McCoy, and Thomas M. Mustillo, "Electoral Governance Matters: Explaining the Quality of Elections in Contemporary Latin America," *Comparative Political Studies* 41, no. 1 (2008): 73–98, <https://doi.org/10.1177/0010414007301701>; Julia Partheymüller, Wolfgang C. Müller, Armin Rabitsch, Michael Lidauer, and Paul Grohma, "Participation in the Administration of Elections and Perceptions of Electoral Integrity," *Electoral Studies* 77 (2022): 102474, <https://doi.org/10.1016/j.electstud.2022.102474>.

Daftar Pemilih dalam Penyelenggaraan Pemilihan Umum dan Sistem Informasi Data Pemilih sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2023.

RESEARCH METHOD

This study employs normative legal research. The legal questions concern the hierarchy, interpretation, and functional relationship of rules governing voter-data maintenance and voter-list establishment. The study therefore does not test whether PDPB has empirically reduced error rates. It asks whether the legal design is coherent, how authority is distributed, and which safeguards are normatively required to protect voting rights.

The statutory approach examines Undang-Undang Dasar Negara Republik Indonesia Tahun 1945; Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum, as amended; Undang-Undang Nomor 24 Tahun 2013 tentang Perubahan atas Undang-Undang Nomor 23 Tahun 2006 tentang Administrasi Kependudukan; Undang-Undang Nomor 27 Tahun 2022 tentang Pelindungan Data Pribadi; Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2025 tentang Pemutakhiran Data Pemilih Berkelanjutan sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2026; and Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2022 tentang Penyusunan Daftar Pemilih dalam Penyelenggaraan Pemilihan Umum dan Sistem Informasi Data Pemilih sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2023. The study also considers Constitutional Court decisions that directly address voting rights and the legal significance of voter-list administration.

Legal materials were selected according to relevance to four issues: authority to maintain voter data, authority and procedure to establish voter lists during formal election stages, protection of the right to vote, and lawful processing or oversight of personal data. Constitutional Court decisions were included where their reasoning concerns voting rights, the legal effect of voter-list status, or access to electoral participation. Secondary literature was selected where it explains continuous voter registration, electoral integrity, voter-list governance, data protection, or Indonesian PDPB practice. The cut-off date for legal materials is 31 July 2026.

Analysis uses grammatical, systematic, and teleological interpretation. Grammatical interpretation identifies the operative meaning of statutory and regulatory provisions. Systematic interpretation positions KPU regulations within the Election Law and related population and personal-data legislation. Teleological interpretation tests whether the resulting construction advances the constitutional purpose of protecting equal electoral participation. The final stage maps each legal function to the responsible institution, data source, verification mechanism, privacy safeguard, participation channel, and a proposed evaluative indicator.

RESULTS AND DISCUSSION

The Normative Position of PDPB in the Legal Hierarchy

PDPB is legally subordinate to, and operationalizes, statutory election-law duties. The Election Law provides the legislative foundation for KPU responsibilities in voter data and voter lists. Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2025 tentang Pemutakhiran Data Pemilih Berkelanjutan, sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2026, specifies the continuous mechanism used outside formal election stages. Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2022 tentang Penyusunan Daftar Pemilih dalam

Penyelenggaraan Pemilihan Umum dan Sistem Informasi Data Pemilih, sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2023, regulates the preparation of voter lists in general elections and the voter-data information system. The two KPU regulatory tracks should therefore be read systematically rather than as competing sources of authority.

Population-administration law supplies a related but distinct legal function. Dukcapil administers population data that are necessary for synchronization, but the legal establishment of an electoral voter list remains an election-administration function. This distinction matters because a population record and a voter-list decision are not legally identical. A person's factual and legal eligibility must be translated into an electoral record through procedures governed by election law.

Personal-data-protection law operates horizontally across both mechanisms. It does not displace election-law authority, but it constrains how personal data are obtained, used, shared, secured, and disclosed. Accordingly, an integrated voter-list system must satisfy two objectives at once: effective protection of political participation and accountable processing of personal data. Treating privacy as an afterthought would make the continuous model legally incomplete.

Table 1. Legal Hierarchy and Functional Role of the Principal Voter-Data Instruments

Legal Instrument	Normative Level	Principal Function in This Study
Undang-Undang Dasar Negara Republik Indonesia Tahun 1945	Constitution	Popular sovereignty, electoral framework, and constitutional basis for political participation
Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum, sebagaimana telah diubah	Statute	Legislative authority and duties concerning voter data, voter lists, election administration, and oversight
Undang-Undang Nomor 24 Tahun 2013 tentang Perubahan atas Undang-Undang Nomor 23 Tahun 2006 tentang Administrasi Kependudukan	Statute	Population-data framework and civil-status information relevant to voter eligibility
Undang-Undang Nomor 27 Tahun 2022 tentang Pelindungan Data Pribadi	Statute	Processing principles, controller obligations, security, accountability, and data-subject protection
Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2025 tentang Pemutakhiran Data Pemilih Berkelanjutan, sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2026	KPU regulation	Continuous voter-data updating outside formal election stages

Legal Instrument	Normative Level	Principal Function in This Study
Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2022 tentang Penyusunan Daftar Pemilih dalam Penyelenggaraan Pemilihan Umum dan Sistem Informasi Data Pemilih, sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2023	KPU regulation	Election-stage voter-list preparation and voter-data information system
Constitutional Court decisions on voting rights	Constitutional adjudication	Authoritative constitutional interpretation of voting rights and limits of administrative exclusion

Complementarity rather than Substitution

The central finding is that PDPB and election-stage updating are complementary. PDPB maintains the base dataset during the inter-election period. Its legal value lies in reducing the period during which demographic and civil-status changes remain unincorporated. Election-stage updating then performs a different function: it verifies the maintained data against the factual and legal conditions relevant to a particular election and culminates in a formally established voter list.

This distinction resolves the apparent duplication identified in the earlier manuscript. A continuous system does not eliminate the need for a legally defined cut-off, public checking process, correction mechanism, or final establishment before voting. Population mobility, deaths, newly eligible voters, changes in TNI/Polri status, citizenship changes, and address discrepancies mean that administrative maintenance can never be assumed to be factually perfect at a future election date. Election-stage verification therefore remains a final safeguard.⁶

The appropriate evaluative question is therefore not whether election-stage updating disappears. The better question is whether continuous maintenance improves the starting quality of the dataset and allows formal-stage work to concentrate on high-value verification, correction, and accountability. Indicators such as fewer duplicate records, fewer late corrections, faster resolution of public reports, and reduced discrepancies should be treated as proposed measures for future empirical validation, not as outcomes already demonstrated by this normative study.

Figure 1 depicts this cycle. The DPT from the most recent election becomes the starting dataset for PDPB. Continuous maintenance and population-data synchronization then feed the next formal election stage. Coklit, correction, oversight, and public participation produce the next legally established DPT, which in turn becomes the base for the subsequent cycle. Continuity is therefore functional continuity of rights protection and data governance, not mechanical repetition of the same procedure.

⁶Atiba R. Ellis, "Voter Registration," in *The Oxford Handbook of American Election Law*, ed. Eugene D. Mazo (Oxford: Oxford University Press, 2024), 979–1008; Habib Ferian Fajar, Abdhy Walid Siagian, and Rozin Falih Alify, "The Urgency of Digital Transformation in Realizing Dignified General Elections," *Jurnal Konstitusi* 23, no. 1 (2026): 112–147, <https://doi.org/10.31078/jk2316>.

Constitutional Voting Rights and Constitutional Court Reasoning

The constitutional significance of voter-list rules is reinforced by Constitutional Court jurisprudence. In Decision No. 102/PUU-VII/2009, the Court addressed the relationship between voter-list administration and the exercise of the right to vote, allowing the use of specified identity documents in circumstances where eligible citizens were not included in the DPT. The decision demonstrates a principle central to this article: an administrative list is an instrument for realizing the constitutional right to vote and should not become an absolute barrier that defeats that right where eligibility can otherwise be lawfully established.⁷

Earlier Constitutional Court jurisprudence likewise recognized the constitutional importance of political participation and voting rights. The doctrinal relevance of these decisions is not that every voter-list defect can be cured in the same manner. Rather, they require election administration to interpret voter-list procedures in a rights-protective way and to provide correction or alternative safeguards when administrative error threatens lawful participation.⁸

PDPB strengthens preventive protection because potential errors can be identified before formal election stages. Election-stage updating strengthens both preventive and remedial protection because it provides factual verification, public checking, correction, and a route for oversight. The two layers therefore correspond to different moments of rights protection within the electoral cycle.

Personal Data Protection, Oversight, and Accountability

Continuous voter-data governance necessarily involves extensive personal-data processing. The legal basis for processing must be connected to statutory public functions, and data should be used only for legitimate election-administration purposes. Purpose limitation is especially important because the existence of a large and continuously maintained dataset creates risks of secondary use that are unrelated to voter-list administration.

Data minimization requires institutions to distinguish information necessary for verification from information that need not be widely accessible. Role-based access, authentication, audit logs, secure transfer, and documented retention rules should therefore form part of the operational design. Public transparency does not require unrestricted publication of all personal-data elements. Aggregate reporting and status-verification tools can support accountability while reducing unnecessary exposure of personal data.

Bawaslu oversight should also be framed through lawful access rather than an assumption that supervision requires unlimited disclosure. Effective oversight may require access to identifiable records in specific circumstances, but such access should be tied to supervisory purpose, authorized roles, security controls, and accountability. The objective is to avoid a false choice between electoral oversight and privacy protection. Both are components of lawful election governance. Public participation has a different data function. Citizens need accessible channels to check their status, report deaths or changes of domicile, and challenge inaccurate records. Participation mechanisms should collect only the information necessary to resolve a report and should provide clear notice regarding how that information will

⁷Constitutional Court of the Republic of Indonesia, Decision No. 102/PUU-VII/2009, July 6, 2009.

⁸Constitutional Court of the Republic of Indonesia, Decision No. 011-017/PUU-I/2003.

be processed. This turns participation into a controlled accountability mechanism rather than an informal channel for unrestricted data circulation.

Operational Model for an Integrated Voter-List Cycle

Table 2. Operational Matrix for Integrated PDPB and Election-Stage Voter-List Updating

Function	Legal Basis / Lead Institution	Data & Verification	Privacy & Accountability	Participation / Proposed Indicator
Continuous maintenance	Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum; Peraturan KPU Nomor 1 Tahun 2025 sebagaimana diubah dengan Peraturan KPU Nomor 1 Tahun 2026; KPU	Most recent DPT and authorized population-data synchronization	Purpose limitation, role-based access, audit trail	Public change reports; indicator: timeliness of resolved updates
Population-data synchronization	Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum dan Undang-Undang Nomor 24 Tahun 2013 tentang Perubahan atas Undang-Undang Nomor 23 Tahun 2006 tentang Administrasi Kependudukan; KPU and Dukcapil	Authorized population datasets and matching rules	Secure transfer, minimum necessary fields, documented access	Institutional reconciliation; indicator: unresolved data mismatches
Formal-stage verification / cokolit	Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum; Peraturan KPU Nomor 7 Tahun 2022 sebagaimana diubah dengan Peraturan KPU Nomor 7 Tahun 2023; KPU / field officers	Factual household or voter verification under election rules	Field confidentiality, controlled devices/documents, accountability	Voter confirmation; indicator: correction rate after verification
Oversight	Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum and supervisory framework; Bawaslu	Access necessary for lawful supervision and sampling	Need-to-know access, logging, secure evidence handling	Complaint and supervision channels; indicator: resolution time

Function	Legal Basis / Lead Institution	Data & Verification	Privacy & Accountability	Participation / Proposed Indicator
Public correction and challenge	Peraturan perundang-undangan pemilu and constitutional-rights safeguards; KPU with Bawaslu oversight as applicable	Citizen-submitted evidence and voter-status checks	Data minimization, notice, controlled disclosure	Accessible correction channels; indicator: percentage resolved before DPT
Final establishment and next-cycle handoff	Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum and voter-list regulation; KPU	Verified and corrected dataset established as DPT	Integrity controls, version history, secure archival handoff	Publication of lawful status information; indicator: late post-DPT corrections

The matrix converts the study's legal proposition into an auditable governance model. It identifies not only what each stage should accomplish, but also the legal basis, responsible institution, verification mechanism, privacy safeguard, participation channel, and a proposed indicator. The indicators are deliberately labeled "proposed" because this normative study does not supply quantitative baseline data. Future empirical research can test whether they predict improved voter-list quality.

Policy implementation should prioritize four steps. First, KPU and Dukcapil should maintain a documented and secure synchronization protocol. Second, KPU and Bawaslu should define role-based access and audit arrangements that permit meaningful supervision without unnecessary data disclosure. Third, public reporting and status-checking channels should be made simple, traceable, and privacy-protective. Fourth, formal election-stage verification should increasingly target unresolved discrepancies and high-risk categories rather than duplicate work already completed and verified during PDPB.

CONCLUSION

PDPB occupies an implementing position within the statutory framework of Indonesian election law. It is governed by Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2025 tentang Pemutakhiran Data Pemilih Berkelanjutan sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2026 and must be read systematically with the Election Law, population-administration law, personal-data-protection law, and the voter-list regulations governing formal election stages. Its legal function is continuous maintenance, not final legal establishment of the voter list for a particular election.

PDPB and election-stage voter-list updating are therefore complementary. PDPB should improve the quality of the starting dataset throughout the inter-election period, while formal-stage procedures provide factual verification, public correction, oversight, and final establishment. Constitutional Court reasoning on voting rights supports a rights-protective interpretation under which voter-list administration serves political participation rather than becoming an unjustified barrier to it.

An integrated system must also comply with personal-data-protection requirements. Lawful basis, purpose limitation, data minimization, secure role-based access, auditable oversight, and controlled public-participation channels should be built into the design. The operational matrix proposed in this article provides a normative framework for implementation, but its indicators require empirical validation. Future studies should test error rates, correction time, public participation, privacy incidents, inter-institutional coordination, and the extent to which PDPB actually reduces unnecessary rework during formal election stages.

REFERENCES

- Ali, Zainuddin. *Metode Penelitian Hukum*. Jakarta: Sinar Grafika, 2016.
- Birch, Sarah, and Carolien van Ham. "Getting Away with Foul Play? The Importance of Formal and Informal Oversight Institutions for Electoral Integrity." *European Journal of Political Research* 56, no. 3 (2017): 487–511. <https://doi.org/10.1111/1475-6765.12189>.
- Burden, Barry C., and Jacob R. Neiheisel. "Election Administration and the Pure Effect of Voter Registration on Turnout." *Political Research Quarterly* 66, no. 1 (2013): 77–90. <https://doi.org/10.1177/1065912911430671>.
- Clark, Alistair. "Identifying the Determinants of Electoral Integrity and Administration in Advanced Democracies: The Case of Britain." *European Political Science Review* 9, no. 3 (2017): 471–492. <https://doi.org/10.1017/S1755773916000060>.
- Ellis, Atiba R. "Voter Registration." In *The Oxford Handbook of American Election Law*, edited by Eugene D. Mazo, 979–1008. Oxford: Oxford University Press, 2024.
- Fahmi, Khairul. *Hak Pilih dalam Pemilihan Umum*. Depok: Rajawali Pers, 2021.
- Fajar, Habib Ferian, Abdhy Walid Siagian, and Rozin Falih Alify. "The Urgency of Digital Transformation in Realizing Dignified General Elections." *Jurnal Konstitusi* 23, no. 1 (2026): 112–147. <https://doi.org/10.31078/jk2316>.
- Garnett, Holly Ann, and Toby S. James. "Measuring Electoral Integrity: Using Practitioner Knowledge to Assess Elections." *Journal of Elections, Public Opinion and Parties* 31, no. 3 (2021): 348–367. <https://doi.org/10.1080/17457289.2020.1824186>.
- Hartlyn, Jonathan, Jennifer McCoy, and Thomas M. Mustillo. "Electoral Governance Matters: Explaining the Quality of Elections in Contemporary Latin America." *Comparative Political Studies* 41, no. 1 (2008): 73–98. <https://doi.org/10.1177/0010414007301701>.
- Indonesia, Constitutional Court. Decision No. 011-017/PUU-I/2003.
- Indonesia, Constitutional Court. Decision No. 102/PUU-VII/2009, July 6, 2009.
- Indonesia. *Undang-Undang Dasar Negara Republik Indonesia Tahun 1945*.
- Indonesia. *Undang-Undang Nomor 24 Tahun 2013 tentang Perubahan atas Undang-Undang Nomor 23 Tahun 2006 tentang Administrasi Kependudukan*.

- Indonesia. Undang-Undang Nomor 27 Tahun 2022 tentang Pelindungan Data Pribadi.
- Indonesia. Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum, sebagaimana telah diubah.
- James, Toby S. *Comparative Electoral Management: Performance, Networks and Instruments*. London: Routledge, 2020.
- James, Toby S., and Holly Ann Garnett, eds. *Building Inclusive Elections*. London: Routledge, 2020.
- James, Toby S., and Holly Ann Garnett. "The Determinants of Electoral Registration Quality: A Cross-National Analysis." *Representation* 60, no. 2 (2024): 279–302. <https://doi.org/10.1080/00344893.2023.2207194>.
- James, Toby S., Holly Ann Garnett, Leontine Loeber, and Carolien van Ham. "Electoral Management and the Organisational Determinants of Electoral Integrity: Introduction." *International Political Science Review* 40, no. 3 (2019): 295–312. <https://doi.org/10.1177/0192512119828206>.
- Jurdi, Fajlurrahman. *Pengantar Hukum Pemilihan Umum*. Jakarta: Kencana, 2018.
- Kim, Seo-young Silvia, Spencer Schneider, and R. Michael Alvarez. "Evaluating the Quality of Changes in Voter Registration Databases." *American Politics Research* 48, no. 6 (2020): 670–676. <https://doi.org/10.1177/1532673X19870512>.
- Komisi Pemilihan Umum Republik Indonesia. *Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2025 tentang Pemutakhiran Data Pemilih Berkelanjutan*.
- Komisi Pemilihan Umum Republik Indonesia. *Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2026 tentang Perubahan atas Peraturan Komisi Pemilihan Umum Nomor 1 Tahun 2025 tentang Pemutakhiran Data Pemilih Berkelanjutan*.
- Komisi Pemilihan Umum Republik Indonesia. *Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2022 tentang Penyusunan Daftar Pemilih dalam Penyelenggaraan Pemilihan Umum dan Sistem Informasi Data Pemilih, sebagaimana diubah dengan Peraturan Komisi Pemilihan Umum Nomor 7 Tahun 2023*.
- Norris, Pippa, and Alessandro Nai, eds. *Election Watchdogs: Transparency, Accountability and Integrity*. Oxford: Oxford University Press, 2017.
- Norris, Pippa. "The New Research Agenda Studying Electoral Integrity." *Electoral Studies* 32, no. 4 (2013): 563–575. <https://doi.org/10.1016/j.electstud.2013.07.015>.
- Partheymüller, Julia, Wolfgang C. Müller, Armin Rabitsch, Michael Lidauer, and Paul Grohma. "Participation in the Administration of Elections and Perceptions of Electoral Integrity." *Electoral Studies* 77 (2022): 102474. <https://doi.org/10.1016/j.electstud.2022.102474>.
- Richards, Neil. *Why Privacy Matters*. Oxford: Oxford University Press, 2022.

- Santoso, Topo, and Ida Budhiati. *Pemilu di Indonesia: Kelembagaan, Pelaksanaan, dan Pengawasan*. Jakarta: Sinar Grafika, 2019.
- Schultz, David, and Jurij Toplak, eds. *Routledge Handbook of Election Law*. London: Routledge, 2022.
- Subkhi, Muhammad Imam. "Redesain Pendaftaran Pemilih Pasca Pemilu 2019." *Jurnal Penelitian Politik* 16, no. 2 (2019): 137–154. <https://doi.org/10.14203/jpp.v16i2.797>.
- Sutisna, Agus, and Ita Nurhayati. "Pemutakhiran Daftar Pemilih Berkelanjutan: Tantangan Problematik Mewujudkan Daftar Pemilih Berkualitas." *Electoral Governance: Jurnal Tata Kelola Pemilu Indonesia* 3, no. 1 (2022): 70–96. <https://doi.org/10.46874/tkp.v3i1.296>.
- Winata, Muhammad Reza, and Oly Viana Agustine. *Hak Politik dan Hak Pilih: Perlindungan Melalui Peradilan Konstitusional*. Depok: Rajawali Pers, 2023.
- Yandra, Alexsander, Sudaryanto, Eddy Asnawi, Hernimawati, Husni Setiawan, Junior Hendri Wijaya, and John Monday Etebom. "Maintaining Voting Rights Outside the Election Period: Evidence of Continuous Voter Data Updating (DPB) Riau Province, Indonesia." *Journal of Governance and Public Policy* 12, no. 3 (2025): 264–278. <https://doi.org/10.18196/jgpp.v12i3.24348>.