

Building Bureaucratic Integrity through the Integrity Zone at the General Election Commission

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ABSTRACT

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The development of Integrity Zones is a key bureaucratic reform strategy to promote a clean, accountable, and service-oriented bureaucracy. However, maintaining consistent policy implementation and fostering organizational integrity remain significant challenges. This study aims to analyze the implementation of the Integrity Zone program in building bureaucratic integrity at the General Election Commission (KPU) of East Java Province. A qualitative descriptive approach was employed, involving organizational leaders, members of the Integrity Zone Working Team, and employees selected through purposive sampling. Data were collected through observation, interviews, and documentation and analyzed using the interactive model of Miles, Huberman, and Saldaña. The findings show that the implementation of the Integrity Zone was generally effective based on four policy implementation indicators: communication, resources, disposition, and bureaucratic structure. While human resource limitations remained a challenge, they were addressed through cross-unit collaboration and resource optimization. The study concludes that the successful implementation of the Integrity Zone and the achievement of the Corruption-Free Zone (WBK) designation were supported by the synergy of effective communication, organizational commitment, adaptive resource management, and a well-coordinated bureaucratic structure, highlighting the importance of institutionalizing integrity values in organizational governance.

INTRODUCTION

Bureaucracy is the primary instrument in government administration, serving to translate public policy into services for the community. From Weber's perspective, an ideal bureaucracy is built on legal-rational principles through clear division of tasks, organizational hierarchy, and formal procedures to achieve an effective, accountable, and professional government (Akter Tarmin & Islam Rafinul, 2021). As public administration has evolved, the orientation of bureaucracy no longer emphasizes merely compliance with procedures but also focuses on improving performance, transparency, accountability, and the quality of public services, as reflected in the paradigms of New Public Management (NPM) and New Public Service (NPS) (Kurnia Rahim & Fachri Adnan, 2023). This shift indicates that modern bureaucracies are expected to foster good governance that is clean, responsive, and oriented toward the public interest. Recent studies have also emphasized that bureaucratic reform is a strategic instrument for strengthening governance quality through improvements in integrity, accountability, and public service performance (Hidayat, 2022).

Nevertheless, bureaucratic practices in Indonesia still face various challenges that hinder the realization of good governance. Various forms of bureaucratic pathologies such as convoluted procedures, weak coordination between units, abuse of authority, and practices of patronage and nepotism are still prevalent in government administration (Setyasih, 2023). These conditions not only reduce the effectiveness of public organizations but also result in poor service quality and a decline in public trust in government institutions (Ammas &

Fitriani, 2023). Thus, the main challenge for Indonesia's bureaucracy is no longer merely to enhance administrative capacity but also to build the integrity of civil servants as the foundation for accountable governance.

This issue is reflected in the prevalence of corruption, which remains a strategic concern in government administration. According to the 2024 Corruption Perceptions Index published by Transparency International, Indonesia scored 37 and ranked 99th globally. Within Southeast Asia, Indonesia still ranks below Singapore, Malaysia, Timor-Leste, and Vietnam (Transparency International Indonesia, 2024). These results indicate that anti-corruption efforts have not yet yielded significant improvements in perceptions of public sector integrity. The low scores suggest that the abuse of authority remains a problem that requires systematic reform through the strengthening of bureaucratic governance.

This situation is reinforced by data on corruption-related criminal offenses, which show that corrupt practices remain widespread within government agencies. Data from the Corruption Eradication Commission (KPK) reveal that during the 2021–2025 period, district and city governments accounted for the highest number of corruption cases, followed by ministries and agencies, state- and regionally-owned enterprises, and provincial governments.

The high number of corruption cases within government organizations indicates that various oversight and control measures have not yet been fully effective in preventing the abuse of authority in the administration of government. In East Java Province, for example, the Corruption Eradication Commission (KPK) (KPK, 2025). Has also identified potential

irregularities in the management of grant funds related to transparency, the recipient verification process, and the complexity of regulations. This fact indicates that strengthening bureaucratic integrity remains an urgent need, particularly in organizations that manage large amounts of public funds.

In addition to the high incidence of corruption, the challenges of bureaucratic reform are also reflected in the decline of Indonesia's Anti-Corruption Behavior Index (IPAK), which fell from 3.92 in 2023 to 3.85 in 2024 (Badan Pusat Statistik, 2024).

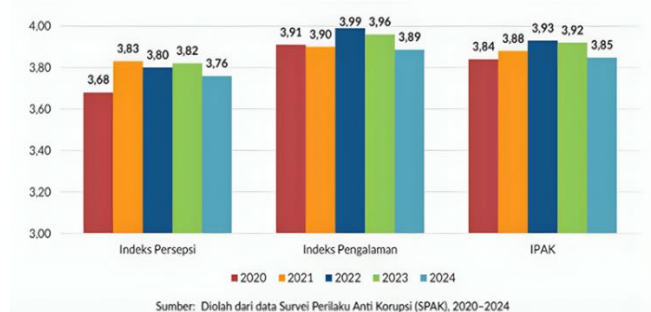


Figure 1. Anti-Corruption Behavior Index (2024)

This decline indicates that an anti-corruption culture has not yet fully taken root, either within the bureaucracy or in society. Thus, efforts to eradicate corruption cannot rely solely on a law enforcement approach but also require a transformation of organizational governance and a change in the work culture of government officials.

In response to these various issues, the government has been systematically implementing bureaucratic reform through the 2010–2025 Grand Design for Bureaucratic Reform, as stipulated in Presidential Regulation No. 81 of 2010. Bureaucratic reform is aimed at creating a professional bureaucracy that is free from corruption, collusion, and nepotism, is accountable, and is capable of delivering high-quality public services. In its implementation, bureaucratic reform has been further strengthened through various policies, including Ministerial Regulation of the Ministry of State Apparatus and Bureaucratic Reform (PANRB) No. 90 of 2021 on the Development and Evaluation of Integrity Zones and Ministerial Regulation of the Ministry of PANRB No. 5 of 2024 on the Evaluation of Bureaucratic Reform. Both regulations emphasize that the success of bureaucratic reform is measured not only by administrative aspects but also by improvements in organizational governance and public service quality. Accordingly, the successful implementation of bureaucratic reform requires not only supportive regulatory frameworks but also a comprehensive understanding among civil servants of bureaucratic reform principles and Integrity Zone development as the foundation for improving organizational performance (Afriyana, 2022).

One of the operational strategies of bureaucratic reform is the development of Integrity Zones (ZI) toward Corruption-Free Zones (WBK) and Clean and Service-Oriented Bureaucracy Zones (WBBM). The development of Integrity Zones is an approach that emphasizes comprehensive organizational change through the strengthening of six areas of change: change management, administrative restructuring, human resource management system restructuring, strengthening accountability, strengthening oversight, and improving the quality of public services. Unlike macro-level approaches to bureaucratic reform, the Integrity Zone is oriented toward implementation at the work unit level, so that the expected changes are not merely the fulfillment of administrative indicators but are also reflected in the formation of an

organizational culture characterized by integrity, transparency, and a focus on public service. Therefore, the success of the Integrity Zone initiative depends heavily on how each government organization implements these policies in accordance with its institutional characteristics.

The development of the Integrity Zone becomes increasingly relevant when applied to institutions with a high level of public accountability, one of which is the General Election Commission (KPU). As an independent state institution tasked with conducting general elections, the KPU is not only responsible for ensuring the implementation of a democratic process that is direct, universal, free, secret, honest, and fair, but also for managing public services related to election information, voter data, the administration of election participants, and the management of the state budget. These characteristics give the KPU a level of organizational complexity that differs from that of typical government agencies, as it is required to maintain political independence while upholding the principles of accountability, transparency, and professionalism at every stage of the election process.

The high demands placed on organizational governance within the KPU have become increasingly evident in the administration of the 2024 General Election, which involves managing a budget of approximately Rp71.3 trillion (Kementerian Keuangan RI, 2023). At the regional level, the East Java Provincial Government has also allocated approximately Rp846 billion in grant funds for the regional elections through the Regional Grant Agreement (NPHD) mechanism (Jatim Newsroom, 2024). The scale of this budget management demands an accountable oversight and governance system to minimize the risk of irregularities and maintain public trust in election organizers. Thus, the implementation of the Integrity Zone initiative within the KPU is not only related to achieving the Corruption-Free Zone (WBK) designation but also forms part of efforts to strengthen institutional legitimacy in the practice of democracy.

On the other hand, various evaluations indicate that election administrators still face challenges regarding integrity and accountability. A report by the Election Administrators' Ethics Council (DKPP) indicates that ethical violations by election administrators continue to occur in various regions, while oversight findings during several stages of the election process also suggest ongoing issues related to professionalism, administration, and compliance with procedures (DKPP, 2025). These conditions demonstrate that strengthening the integrity of election administration officials cannot rely solely on external oversight mechanisms but also requires strengthening organizational governance through the sustainable implementation of the Integrity Zone initiative.

These objective conditions make the East Java Provincial Election Commission (KPU) a particularly interesting unit to study. As the province with the second-largest number of voters in Indonesia and responsible for coordinating 38 Regency/Municipal Election Commissions (KPU), the East Java Provincial Election Commission faces greater complexity in conducting elections compared to many other provinces. The vast scope of its operational area, the high intensity of coordination, and the public's rising expectations for transparent election administration make the implementation of the Integrity Zone a more complex challenge. In addition to meeting the indicators for Integrity Zone development, the organization is also required to maintain the quality of election stages that unfold dynamically.

The East Java Provincial KPU began implementing the Integrity Zone program in 2021 and was designated as one of the work units participating in the Integrity Zone initiative to achieve the WBK (Corruption-Free Zone) and WBBM (Clean and Service-Oriented Bureaucracy Zone) designations. Although it did not succeed in obtaining these designations during the initial period, various evaluation results were utilized as a basis for improvements in the areas of change management, strengthening oversight, enhancing the quality of public services, and strengthening internal organizational coordination. This commitment is demonstrated by the East Java Provincial KPU's renewed designation as a working unit implementing the Integrity Zone development, based on KPU RI Circular Letter No. 892/PW.02-SD/12/2025. This process shows that achieving the WBK designation is not merely the result of fulfilling administrative requirements, but rather the outcome of a gradual and sustainable policy implementation process.

Previous studies have demonstrated that the implementation of Integrity Zones constitutes an important strategy in bureaucratic reform. A study by (Dorsima Dolonseda et al., 2024) found that the successful development of Integrity Zones within the State Civil Service Agency (BKN) was supported by organizational commitment, continuous evaluation, and improvements in governance. These findings indicate that achieving the WBK designation requires not only administrative compliance but also sustained organizational change.

Likewise, the implementation of Integrity Zone development is essential for realizing Corruption-Free Zones (WBK) and Clean and Service-Oriented Bureaucracy Zones (WBBM) (Fajar Sudictar et al., 2022). Their study highlights that policy implementation must be supported by organizational commitment and consistent governance practices to ensure the protection of public interests and the realization of clean government.

Although numerous studies on the development of Integrity Zones have been conducted, most previous research has focused on government agencies within the executive branch, such as local governments, hospitals, service offices, and ministries. These studies generally examine the factors influencing the success of Integrity Zone development from the perspectives of leadership, organizational culture, the quality of public services, or bureaucratic reform. However, research specifically analyzing the implementation of Integrity Zones in independent state institutions particularly the General Election Commission (KPU) remains relatively limited. Yet, the KPU's institutional characteristics, which prioritize political independence, democratic accountability, and high levels of public oversight, give rise to policy implementation dynamics that differ from those of typical bureaucratic organizations.

Addressing this gap, this study offers a policy implementation perspective to analyze the development of the Integrity Zone within election management bodies. Unlike previous studies, which tended to focus on achieving the "WBK" designation or general aspects of bureaucratic reform, this study focuses on the policy implementation process using George C. Edwards III's model, which encompasses communication, resources, dispositions, and bureaucratic structure. This approach enables this study to explain how these four implementation factors interact to support the successful development of the Integrity Zone within an organization characterized by independence and high institutional complexity. Thus, this study is expected to provide an empirical

contribution to the development of policy implementation research, particularly in the context of Integrity Zone development within independent state institutions.

Based on the above description, this study aims to analyze how the implementation of the Integrity Zone contributes to building bureaucratic integrity through the achievement of a Corruption-Free Zone (WBK) at the East Java Provincial Election Commission by applying George C. Edwards III's policy implementation perspective, which encompasses communication, resources, disposition, and bureaucratic structure. The research findings are expected not only to provide an overview of the factors influencing the success of the Integrity Zone development implementation but also to serve as input for strengthening bureaucratic reform and organizational governance in election management bodies as well as other government agencies.

METHODS

This study employs a qualitative approach using descriptive methods to analyze the implementation of the Integrity Zone initiative in achieving a Corruption-Free Zone (WBK) at the East Java Provincial Election Commission. The research focus was analyzed using George C. Edwards III's policy implementation theory, which encompasses communication, resources, dispositions, and bureaucratic structure as the primary analytical tools (Edwards III, 1980). The research data consists of primary data obtained through observation, structured interviews, and documentation, as well as secondary data sourced from official documents, institutional reports, laws and regulations, and relevant scientific publications (Creswell, 2023).

Research informants were selected using purposive sampling, which was subsequently expanded through snowball sampling to obtain comprehensive information (Sugiyono, 2023). Data analysis employed the interactive model proposed by Miles, Huberman, and Saldaña, which includes data condensation, data presentation, and drawing conclusions and verification (Miles et al., 2014). Data validity was tested through triangulation of sources, techniques, and time to ensure the credibility of the research findings (Enworo, 2023).

RESULTS AND DISCUSSION

The findings indicate that the implementation of the Integrity Zone at the General Election Commission (KPU) of East Java Province has generally been carried out effectively and has supported the achievement of the Corruption-Free Zone (WBK) designation. Based on observations, interviews, and document analysis, the implementation process was not solely reflected in the fulfillment of administrative requirements but also in organizational changes related to governance, work culture, coordination mechanisms, and public service quality. Nevertheless, several challenges were identified, particularly regarding limited human resources, cross-unit coordination, and maintaining organizational commitment after obtaining the WBK designation.

To analyze these findings, this study adopts George C. Edwards III's policy implementation framework, which consists of four indicators: communication, resources, disposition, and bureaucratic structure. These indicators provide an analytical framework for explaining how policy implementation contributed to the successful development of the Integrity Zone at the East Java Provincial KPU. The discussion of each indicator is presented in the following sections.

Communication in the Implementation of the Integrity Zone

Table 1. Summary of Research Findings on the Communication Indicator

Aspect	Research Findings
Transmission	Implemented through hierarchical communication
Clarity	Policy guidelines were well understood by implementers
Consistency	Coordination was conducted regularly
Information Technology	Supported coordination and transparency

Table 1 demonstrates that communication in the implementation of the Integrity Zone at the East Java Provincial General Election Commission (KPU) was carried out effectively through structured communication mechanisms, clear policy dissemination, consistent coordination, and the utilization of information technology. Based on interviews, observations, and document analysis, communication was implemented through both vertical and horizontal channels, enabling all organizational units to develop a shared understanding of the objectives, targets, and implementation procedures of the Integrity Zone. These findings indicate that communication served as one of the key factors supporting the achievement of the Corruption-Free Zone (WBK) designation.

The findings reveal that policy communication began with circular letters, technical guidelines, and implementation directives issued by the General Election Commission of the Republic of Indonesia (KPU RI). These directives were subsequently communicated by the leadership of the East Java Provincial KPU to division heads and all employees through coordination meetings, dissemination activities, and periodic evaluation forums. Such communication patterns ensured that each organizational unit received consistent information regarding the six areas of change, assessment indicators, and supporting evidence required for the Integrity Zone evaluation. Consequently, the implementation process proceeded with minimal differences in interpretation among work units.

The findings further indicate that communication effectiveness was reinforced by the clarity of policy guidelines. The implementation of the Integrity Zone was guided by the Regulation of the Minister of Administrative and Bureaucratic Reform Number 90 of 2021 and technical guidelines issued by KPU RI, which clearly defined the responsibilities of each work unit, assessment indicators, and supporting documents required during the evaluation process. This clarity enabled employees to understand not only their respective responsibilities but also the broader objectives of bureaucratic reform, thereby strengthening organizational commitment to the implementation of the Integrity Zone.

In addition to formal communication mechanisms, this study found that informal communication also played a significant role in supporting policy implementation. Morning assemblies, morning coffee sessions, and cross-unit discussions served as forums for exchanging information, discussing implementation progress, identifying emerging challenges, and strengthening collective commitment among employees. These informal interactions reduced communication barriers between leaders and staff, enabling operational issues to be resolved more efficiently than through formal coordination alone. This finding suggests that communication functioned not merely as a medium for information exchange but also as

an instrument for fostering collaboration and strengthening organizational cohesion.

The utilization of digital communication further enhanced the implementation process. Internal coordination through WhatsApp Groups enabled rapid information dissemination and facilitated continuous monitoring of program implementation. Meanwhile, the official website and social media platforms of the East Java Provincial KPU improved transparency by providing the public with easier access to information regarding the development of the Integrity Zone. Accordingly, digital communication contributed not only to organizational efficiency but also to greater transparency and accountability, which are fundamental principles of bureaucratic reform.

These findings are consistent with the study conducted by (Loro et al., 2023), which concluded that intensive and consistent communication enhances employees' understanding of the objectives of the Integrity Zone and facilitates policy implementation. Likewise, effective coordination among organizational units has been identified as a key factor supporting the successful implementation of bureaucratic reform (Ananda & Nawangsari, 2024). However, this study reveals a distinctive characteristic within the East Java Provincial KPU. Unlike previous studies that primarily viewed communication as a mechanism for policy dissemination, the findings demonstrate that communication also functions as a mechanism for integrating cross-unit coordination across the six areas of change amid the complexity of election administration. This characteristic reflects the unique challenges faced by an independent institution that is simultaneously responsible for maintaining democratic governance and implementing bureaucratic reform.

Overall, the findings demonstrate that communication within the East Java Provincial KPU reflects the three dimensions of policy implementation proposed by George C. Edwards III, namely transmission, clarity, and consistency. The integration of these dimensions strengthened coordination among organizational units, fostered a shared understanding of policy objectives, and reinforced organizational commitment to bureaucratic integrity. Therefore, communication functioned not only as a channel for policy dissemination but also as a strategic mechanism for supporting the successful implementation of the Integrity Zone and the achievement of the Corruption-Free Zone (WBK) designation.

Resources in the Implementation of the Integrity Zone

Table 2. Summary of Research Findings on the Resource Indicator

Aspect	Research Findings
Human Resources	Limited personnel during election stages
Information	Clear implementation guidelines available
Authority	Clearly distributed through the Integrity Zone Working Team
Facilities	Adequate facilities supported implementation
Budget	Integrated into the operational budget

As presented in Table 2, the implementation of the Integrity Zone at the East Java Provincial KPU was generally supported by adequate organizational resources. However, the availability of human resources remained the primary challenge during implementation. The number of personnel was not fully proportional to the complexity of organizational responsibilities, particularly when the implementation of the Integrity

Zone coincided with the stages of general elections and regional head elections. Under these circumstances, employees were required to perform routine election administration while simultaneously fulfilling documentary and administrative requirements across the six areas of change of the Integrity Zone. Consequently, several employees carried dual responsibilities, increasing their workload and creating potential challenges for program implementation.

Despite these limitations, the shortage of personnel did not become the principal barrier to achieving the objectives of the Integrity Zone. The East Java Provincial KPU adopted a collaborative working mechanism involving all organizational units according to their respective duties and functions. The Legal Subdivision acted as the leading sector responsible for coordinating the implementation process, while each division contributed to fulfilling the indicators within its assigned area of change. This collaborative arrangement enabled the organization to distribute workloads more proportionally, strengthen inter-unit coordination, and ensure that implementation activities continued despite limited staffing. These findings suggest that the effectiveness of policy implementation depended not merely on the quantity of personnel but on the organization's ability to optimize and coordinate available human resources.

In addition to human resources, the implementation of the Integrity Zone was supported by the availability of comprehensive information. Policy implementation was guided by Minister of Administrative and Bureaucratic Reform Regulation No. 90 of 2021, technical guidelines issued by the General Election Commission of the Republic of Indonesia, assessment indicators, and evaluation reports from previous implementation periods. These documents served not only as administrative references but also as instruments for organizational learning, enabling continuous evaluation and improvement. The availability of clear information ensured that all work units shared a common understanding of implementation targets, responsibilities, and performance indicators, thereby reducing uncertainty during policy execution.

The implementation process was further strengthened by a clear distribution of authority within the organization. The establishment of the Integrity Zone Working Team through the Decree of the Chairperson of the East Java Provincial KPU provided explicit responsibilities for each work unit across the six areas of change. This organizational arrangement minimized overlapping responsibilities and enhanced coordination among departments. Furthermore, implementation was supported by adequate facilities, including an Integrated Service Unit, a digital queuing system, public service information media, meeting facilities, teleconference equipment, and disability-friendly infrastructure. These facilities demonstrate that the development of the Integrity Zone was not limited to fulfilling assessment requirements but was also directed toward improving the quality of public service delivery.

From a financial perspective, this study found that no specific budget allocation was exclusively designated for the Integrity Zone program. Instead, implementation activities were financed through the organization's operational budget. Although this condition required careful prioritization of activities, it did not hinder program implementation. Rather, it reflected the organization's flexibility in integrating Integrity Zone activities into existing operational programs while maintaining implementation quality. This adaptive budgeting approach allowed organizational resources to be utilized efficiently without requiring additional financial allocations.

The findings of this study are consistent with previous research showing that the success of bureaucratic reform depends not only on the adequacy of organizational resources but also on the effectiveness of resource management (Kinasih & Sujianto, 2022). Likewise, strong coordination among organizational units has been identified as an important mechanism for overcoming limitations in human resources during policy implementation (Ifada et al., 2021). However, this study identifies a distinctive characteristic within an independent election management institution. At the East Java Provincial KPU, human resource constraints occurred simultaneously with the demanding implementation of election stages, requiring employees to manage both electoral responsibilities and bureaucratic reform initiatives. Under these conditions, collaborative working arrangements and adaptive resource management played a more critical role than merely increasing the number of personnel in supporting the implementation of the Integrity Zone.

Overall, these findings indicate that the resource dimension of Integrity Zone implementation at the East Java Provincial KPU was characterized not only by the availability of personnel, information, authority, facilities, and budget, but also by the organization's capacity to integrate these resources into an adaptive implementation system. From the perspective of Edwards III, this adaptive capacity enabled the organization to maintain effective policy implementation despite human resource limitations. The study therefore demonstrates that the success of achieving the Corruption-Free Zone (WBK) designation was influenced not solely by resource adequacy but by the organization's ability to manage and optimize available resources through collaborative governance and effective coordination.

Disposition in the Implementation of Integrity Zone

To provide a concise overview of the research findings, the disposition aspect in the implementation of the Integrity Zone at the East Java Provincial KPU is summarized in Table 3.

Table 3. Summary of Research Findings on the Disposition Indicator

Aspect	Research Findings
Leadership commitment	Active involvement throughout implementation
Organizational culture	MAKARYO values internalized by employees
Integrity strengthening	Performance agreements, integrity pacts, gratuity control, anti-corruption campaigns
Employee attitude	Commitment reflected in daily work behavior and public service

As presented in Table 3, the disposition of implementers played a significant role in supporting the implementation of the Integrity Zone at the East Java Provincial KPU. The findings indicate that the implementation process was characterized by strong leadership commitment, the internalization of organizational values, and employees' willingness to translate Integrity Zone principles into daily work practices. These conditions demonstrate that policy implementation was supported not only by formal administrative compliance but also by the development of organizational commitment toward bureaucratic integrity.

Leadership commitment was consistently demonstrated from the initial declaration of the Integrity Zone through the monitoring and evaluation stages. Leaders actively provided policy direction, monitored the achievement of each area of change, and ensured the participation of all organizational

units throughout the implementation process. This active involvement strengthened coordination across departments while fostering a shared understanding that the Integrity Zone represented a strategic organizational agenda rather than an additional administrative responsibility. Consequently, employees viewed the implementation process as part of institutional development rather than merely fulfilling assessment requirements.

Another important finding is the role of the MAKARYO work culture in strengthening the disposition of implementers. The values of independence, creativity, collaboration, anticipation, responsiveness, legality, and objectivity were not merely introduced as organizational slogans but were embedded in employees' daily responsibilities and public service practices. This study found that the MAKARYO culture functioned as an effective mechanism for translating Integrity Zone values into organizational behavior. Compared with formal instruments alone, the internalization of organizational culture encouraged stronger personal commitment because employees understood integrity as a professional responsibility rather than an administrative obligation. These findings indicate that organizational culture became the primary mechanism through which policy values were transformed into sustainable work behavior.

The implementation of the Integrity Zone was further reinforced through various integrity control mechanisms, including performance agreements, integrity pacts, conflict-of-interest declarations, gratuity control, and anti-corruption awareness activities. However, the findings suggest that these instruments were effective not because of the existence of administrative documents alone, but because they were consistently accompanied by continuous socialization, supervision, and performance evaluation. As a result, integrity values became integrated into employees' daily decision-making processes and strengthened accountability in carrying out organizational responsibilities.

Employees' disposition was also reflected in their commitment to maintaining service quality, improving organizational performance, and avoiding unethical practices such as gratuity acceptance and abuse of authority. Periodic evaluations through leadership meetings and the Government Agency Performance Accountability System (SAKIP) reinforced this commitment by ensuring that employee performance remained aligned with organizational objectives. These evaluation mechanisms served not only as performance measurement tools but also as instruments for sustaining organizational discipline and integrity throughout the implementation process.

The findings of this study are consistent with previous research indicating that leadership commitment plays a significant role in the successful implementation of bureaucratic reform by fostering employee participation and organizational commitment (Rompas et al., 2023). Similarly, the sustainability of Integrity Zone implementation has been found to depend not only on administrative compliance but also on the successful internalization of integrity values within the organization (Wanisa & Salomo, 2023). Nevertheless, this study offers a distinctive contribution within the context of an independent election management institution. At the East Java Provincial KPU, the successful implementation of the Integrity Zone was supported not only by formal integrity instruments but also by the institutionalization of the MAKARYO work culture, which functioned as a bridge between formal policy requirements and employees' everyday behavior.

This finding suggests that organizational culture plays a strategic role in transforming policy objectives into sustainable bureaucratic practices.

Overall, the findings indicate that the disposition dimension was strengthened through the interaction of leadership commitment, organizational culture, integrity reinforcement, and employee participation. From the perspective of policy implementation, these factors collectively created an organizational environment that encouraged consistent implementation of Integrity Zone policies. The study therefore demonstrates that the achievement of the Corruption-Free Zone (WBK) designation was supported not only by compliance with evaluation indicators but also by the successful internalization of integrity values into the organizational culture, ensuring the sustainability of bureaucratic reform within the East Java Provincial KPU.

Bureaucratic Structure in the Implementation of the Integrity Zone

To provide a concise overview of the research findings, the bureaucratic structure aspect in the implementation of the Integrity Zone at the East Java Provincial KPU is summarized in Table 4.

Table 4. Summary of Research Findings on the Bureaucratic Structure Indicator

Aspect	Research Findings
Organizational structure	Integrity Zone Working Team established through a Chairperson's Decree
Coordination	Led by the Legal Subdivision with cross-unit collaboration
Standard Operating Procedures	Used as common implementation guidelines
Monitoring and evaluation	Conducted regularly to improve implementation

As presented in Table 4, the implementation of the Integrity Zone at the East Java Provincial KPU was supported by a bureaucratic structure that clearly regulated the division of tasks, coordination mechanisms, and implementation procedures. The findings indicate that the establishment of the Integrity Zone Working Team through a Decree of the Chairperson of the East Java Provincial KPU provided explicit responsibilities for each organizational unit involved in the six areas of change. This arrangement enabled implementers to understand their respective roles while strengthening coordination throughout the implementation process.

Research findings further show that the Legal Subdivision functioned as the leading sector responsible for coordinating document preparation, evidence collection, and monitoring activities. However, the implementation process did not rely solely on one work unit. All divisions retained responsibilities according to their duties and functions, and program targets were achieved through collaborative mechanisms. This coordination pattern reduced the potential for fragmentation among work units and ensured that organizational units worked in an integrated manner toward shared objectives.

The implementation process was also reinforced through the application of Standard Operating Procedures (SOPs). The findings indicate that SOPs provided common guidelines regarding workflows, service standards, and task completion mechanisms, thereby reducing variations in implementation across organizational units. The existence of standardized procedures strengthened accountability and ensured that the

implementation of the Integrity Zone was carried out consistently across the organization.

Regular monitoring and evaluation constituted another important finding. Evaluation results from previous implementation periods were used as the basis for improving task allocation, coordination mechanisms, and the fulfillment of assessment indicators in subsequent periods. These findings demonstrate that the bureaucratic structure functioned not only as an administrative arrangement but also as a mechanism for continuous organizational learning and improvement.

The findings of this study are consistent with previous research indicating that clarity of organizational structure and effective cross-unit coordination contribute significantly to the successful implementation of bureaucratic reform (Sirin, 2021). Similarly, clear organizational arrangements and the application of standard operating procedures have been recognized as important factors in ensuring consistency in policy implementation (Maheswari et al., 2025). However, this study identifies a distinctive characteristic within the context of an independent election management institution. At the East Java Provincial KPU, the successful implementation of the Integrity Zone was influenced not only by the existence of a formal organizational structure but also by the organization's ability to foster cross-unit collaboration and minimize fragmentation during the simultaneous implementation of election administration and bureaucratic reform activities. These findings suggest that a coordinated and adaptive bureaucratic structure plays a crucial role in integrating organizational functions, thereby supporting the sustainable implementation of the Integrity Zone.

Overall, the findings indicate that the bureaucratic structure dimension reflected the principles of clear task distribution, coordination, standardization, and continuous evaluation. From the perspective of policy implementation, these elements collectively strengthened organizational accountability and supported the sustainability of Integrity Zone development. The study therefore demonstrates that bureaucratic structure served not merely as an administrative framework but as an institutional mechanism that integrated coordination, accountability, and continuous improvement in building bureaucratic integrity at the East Java Provincial KPU.

Based on the discussion of the four policy implementation indicators, a summary of the research findings is presented in Table 5.

Table 5. Summary of Policy Implementation Findings

No	Policy Indicator	Implementation Category
1	Communication	Good
2	Resources	Fairly Good
3	Disposition	Good
4	Bureaucratic Structure	Good

Based on Table 5, the implementation of the Integrity Zone at the East Java Provincial KPU has generally been categorized as good. The communication, disposition, and bureaucratic structure indicators were assessed as good because they effectively supported the implementation of the Integrity Zone through clear coordination, strong organizational commitment, and well-defined institutional arrangements. Meanwhile, the resources indicator was categorized as fairly good due to the limited number of human resources, particularly during the simultaneous implementation of election stages and Integrity Zone development activities. Nevertheless, these limitations

were mitigated through cross-unit collaboration, proportional task allocation, and the optimization of available organizational resources. Overall, the findings indicate that the successful implementation of the Integrity Zone was achieved through the synergy of the four policy implementation indicators, which collectively contributed to strengthening bureaucratic integrity and supporting the attainment of the Corruption-Free Zone (WBK) designation at the East Java Provincial KPU.

CONCLUSION

Based on the research findings, the implementation of the "Integrity Zone" (Zona Integritas) initiative at the General Elections Commission (KPU) of East Java Province has fostered a bureaucracy characterized by integrity. This has been achieved through the four policy implementation indicators proposed by George C. Edwards III: communication, resources, disposition, and bureaucratic structure. Communication has proven effective, facilitated by clear and consistent coordination; meanwhile, regarding resources, limitations in human capital have been addressed by optimizing coordination, task distribution, and the utilization of available assets. Furthermore, leadership commitment, the internalization of the "MAKARYO" work culture, and the reinforcement of integrity-based values have cultivated organizational behaviors that support policy implementation. The bureaucratic structure—bolstered by well-defined task allocation, standard operating procedures, and continuous monitoring and evaluation mechanisms—has further strengthened the development of the Integrity Zone. These findings indicate that successfully attaining the "Corruption-Free Area" (Wilayah Bebas dari Korupsi/WBK) designation is not merely a matter of meeting administrative criteria; rather, it relies on the synergy between effective communication, resource management, the commitment of personnel, and a bureaucratic structure capable of embedding integrity values into the organization's governance.

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