



## Policy Implementation of Voter List Update in Sidenreng District Rappang

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### ABSTRACT

The purpose of this study was to determine how the implementation of the voter list updating policy at the General election Commission (KPU) of Sidenreng Rappang Regency so that it can obtain an overview of the extent of the influence of the policy in producing a quality voter list. The theory used is the implementation theory developed by Merilee S. Grindle. which states that policy implementation statements are determined by policy and policy context. Furthermore, it is carried out form each stage of the existing program. The study used a qualitative research with as many as 10 people, namely from the General Election Commission Sidrap commissioner, the General Election Supervisory Agency commissioner Sidrap, officials from the population and Civil Registry Service as well as the community.

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### 1. Introduction

In ensuring the achievement of national ideals and goals as stipulated in the preamble to the 1945 Constitution, periodic general elections are held which constitute a means of exercising people's sovereignty in democratically electing leaders and representatives of the people. Elections are obliged to guarantee the channeling of the people's votes in a direct, general, free, confidential, honest and fair manner. Therefore, it is necessary to regulate a good and accountable election management system in every technical stage of implementation.

One of the crucial and important stages in the implementation of elections is the updating of the voter list, because through this stage the constitutional rights or voting rights of citizens are regulated. A good quality voter list will guarantee Indonesian citizens to channel their voting rights and vice versa, that a voter list that is less qualified will potentially eliminate the voting rights of citizens. Hasyim Asy'ari (2011) states that universal suffrage is recognized in elections and is one of the fundamental prerequisites for a country that adheres to a modern constitutional democracy. Thus, safeguarding and caring for the voting rights of citizens is an effort to present a quality election process and results for the realization of a much better quality of democracy. Therefore, the right to vote is a basic right of citizens guaranteed by the 1945 Constitution and is one of the human rights that must be protected. Therefore, the voter registration system must be based on comprehensive, accurate and up-to-date principles. (Asy'ari, 2012)

Article 27 paragraph (1) of the 1945 Constitution states that "all citizens shall have equal position in law and government and are obliged to uphold the law and government without exception". Article 28D paragraph (1) and paragraph (3) of the 1945 Constitution stipulates that "(1) everyone has the right to recognition, guarantee, protection and legal certainty that is just and equal treatment before the law"; "(3) every citizen has the right to have equal opportunities in government."

At the statutory level there are also provisions regulating the right to vote, namely in Law no. 30 of 1999 in which Article 43 states that, "every citizen has the right to be elected and to vote in general elections based on rights through direct, general, free, secret, honest and fair voting in accordance with the provisions of laws and regulations ". The right to vote is also listed in the International Covenant on Civil and Political Rights (ICCPR) which Indonesia has ratified with Law No.12 of 2005 concerning Ratification of the International Covenant on Civil and Political Rights. Article 25 of the ICCPR provides that "every citizen must also have rights and freedoms, without any distinction as referred to in article 2 and without reasonable restrictions: a) Participate in the implementation of government affairs, either directly or through freely elected representatives; b) Voting and being elected in fair general and periodic elections, and with the right to vote in fair periodic elections, and by universal and equal suffrage, and carried out by secret ballot to guarantee the freedom to express the will of the voters; c) Obtaining access to public services in the country on an equal basis. " as well as conducted through secret ballot to guarantee freedom in expressing the will of the voters; c) Obtaining access to public services in the country on an equal basis. " as well as conducted through secret ballot to guarantee freedom in expressing the will of the voters; c) Obtaining access to public services in the country on an equal basis. "

In addition, the Constitutional Court in its decision on case No. 011-017 / PUU-I / 2003 dated February 24, 2004, among other things stated, "considering that the constitutional rights of citizens to vote and be elected (right to vote and right to be candidate) are the right to vote and right to be a candidate, guaranteed by the constitution, laws and international conventions, the limitation of the deviation, elimination and elimination of these rights constitutes a violation of the rights of citizens.

In general, in every election in Indonesia, the General Election Commission of the Republic of Indonesia will issue a technical regulation related to the process of updating the voter list, this regulation is known as the General Election Commission Regulation (PKPU). PKPU regarding the preparation of this voter list is presented in order to maintain and accommodate the voting rights of citizens which are then implemented in stages by involving the Regency / City KPU, the District Election Committee (PPK), the Voting Committee (PPS), and the Voter List Update Committee (Pantarliih). . The process is carried out within a predetermined time limit and periodic data releases will be carried out in the form of an open plenary meeting, the results of which will be conveyed to the public.



Even though the voter list updating policy has been implemented, problems are still found in the voter list established by the KPU, including : (1) There are still names of voters who have died in the voter list, (2) There were still voters who were registered more than once both in 1 TPS and in more than 1 TPS, (3) There are still names of voters who are still registered in a TPS location even though they have moved their domicile. (4) There are still errors in writing the data components in the DPT.

According to Merike S. Grindle in Nugroho (2017: 745), successful implementation is influenced by two major variables, namely the content of the policy (content of policy) and the environment of implementation (context of implementation). The content variables of the policy include: (1) The interests of the target groups, this concerns the extent to which the interests of the target groups or target groups are contained in the content of the policy, (2) The types of benefits that will be generated, which are related to the extent to which the benefits received by the target groups. This benefit seeks to show and explain that in a policy contains several types of benefits that will have a good impact on the target group, (3) The degree of change desired, namely the extent to which changes are desired from a policy and this certainly has a clear priority scale, (4) position of policy maker, explaining where and what is the position of policy maker, (5) (who) implementer of the program. Explain who the actors will run the policy program, (6) The resources involved. This explains the availability of resources to be prepared in implementing the policy. Meanwhile, the policy environment variables include: (1) Power, interests and strategies of the actors involved, (2) Characteristics of institutions and authorities, (3) Compliance and responsiveness.

In every election implementation in Indonesia, the voter list has a very vital and important position, because one of the indicators to measure a quality election is by ensuring that the political rights of citizens can be channeled through the voter list. The international standard for elections (IDEA: 2002) states that the legal framework for elections must require that voter registers are kept transparently and accurately protect the rights of eligible citizens to be registered and prevent illegal and fraudulent registration or deletion.

The right to vote is a basic right for citizens which is regulated and guaranteed in the constitution of the Republic of Indonesia and is one of the human rights that must be protected. Article 27 paragraph (1) of the 1945 Constitution states that "all citizens shall have the same position before the law and government and are obliged to uphold the law and government without exception". Article 28D paragraph (1) and paragraph (3) of the 1945 Constitution states that "(1) everyone has the right to recognition, guarantees, protection and legal certainty that is just and equal treatment before the law". "(3) every citizen has the right to get equal opportunities in government". (Asy'ari, 2012)

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Meanwhile, according to (Minang, 2019), problems at the implementation level of updating voter lists in the 1999-2014 elections generally have a similar pattern which includes 5 factors, namely, (1) ever-changing regulations, (2) poor quality of population data provided by the government. as material for compiling voter lists, (3) weak performance of election administration and data updating officers in the updating process, (4) sectoral ego between institutions, especially between the KPU, Bawaslu and the Ministry of Home Affairs, (5) low public participation.

Based on the background of the problem above, the authors are interested in conducting a study in the form of research with the title: Implementation of the Voter List Updating Policy at the General Election Commission (KPU) of Sidenreng Rappang Regency in 2019.

## 2. Literature Review

In this study, the author uses the theory put forward by Merilee S. Grindle (1980) which states that the success of the policy implementation process until the results are achieved depends on program activities that have been designed with sufficient funding. In addition, policy implementation is also influenced by the content of the policy (content of policy) and the context of its implementation (context of implementation). The contents of the policy in question include: (1) interests affected by the policy (interest affected). (2) Type of benefit. (3) The degree of change desired (the extent of change envisioned). (4) site of decision making. (5) Program implementers. (6) Resources that are deployed (resources committed). Meanwhile, the implementation context referred to includes: (1) the power of interests, the strategies of the actors involved (inters strategies of actors involved). (2) The character of the institutions and the rulers (institution of regime). (3) Compliance and responsiveness of the executor (compliance and responsiveness). However, when we look at the Grindle model, we will understand that there is a uniqueness in it which lies in a comprehensive understanding of the policy context, especially regarding matters related to implementers, implementation recipients and space for conflicts that may occur between implementers of implementation. , as well as the required implementation resource conditions. The theory above is used as a tool to analyze the problems in this study. strategies of the actors involved (inters strategies of actors involved). (2) The character of the institutions and the rulers (institution of regime). (3) Compliance and responsiveness of the executor (compliance and responsiveness). However, when we look at the Grindle model, we will understand that there is a uniqueness in it which lies in a comprehensive understanding of the policy context, especially regarding matters related to implementers, implementation recipients and space for conflicts that may occur between implementers of implementation. , as well as the required implementation resource conditions. The theory above is used as a tool to analyze the problems in this study. strategies of the actors involved (inters strategies of actors involved). (2) The character of the institutions and the rulers (institution of regime). (3) Compliance and responsiveness of the executor (compliance and responsiveness). However, when we look at the Grindle model, we will understand that there is a uniqueness in it which lies in a comprehensive understanding of the policy context, especially regarding matters related to implementers, implementation recipients and space for conflicts



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### 3. Research methods

This type of research is a descriptive study with a qualitative approach. The subjects / sources of informants used by the researchers were 15 people, namely the KPUD Commissioner Sidrap, the Bawaslu Sidrap Commissioner, the official within the Population and Civil Registry Service. The type of data used by researchers is qualitative and quantitative data. The data sources used were: (1) Primary data, which was the result of direct interviews with informants; (2) Secondary data, namely document data originating from news information, papers, articles, books, and journals related to this study either through online media or printed media.

Data collection techniques used by researchers include interview techniques, observation, questionnaires and documentation. While the data analysis technique uses a model by means of: data reduction, data display, and concluding drawing / verification (Sugiyono, 2012). To test the validity of the data, the researcher used the triangulation of the data independently to cross-check the results of the data from one another (interviews, observations, and documentation) to be compared from the data sources obtained by researchers in the field that had been organized, analyzed and concluded. After the data is collected, the important thing to do is data analysis, where efforts are made to describe and elaborate by providing sufficient understanding and explanation.

### 4. Results and Discussion

The implementation of the voter list updating policy formulated in the form of the General Election Commission Regulation (PKPU) is basically presented to answer the problems and challenges that have so far emerged in the implementation of general elections, namely the quality of the voter list. Because a quality voter list will greatly affect the quality of the running of the election, PKPU is here to protect and maintain citizens' voting rights as a part of political rights.

The process of updating the voter list by KPU Sidrap is of course based on the General Election Commission Regulation (PKPU) number 11 of 2018 concerning the preparation of domestic voter lists which are then implemented by KPU Sidrap and its staff according to the schedule and stages predetermined by the KPU of the Republic of Indonesia which starting on 17 April 2018 to 6 September 2018. In general, this process is carried out by KPU Sidrap assisted by PPK, PPS and Pantarlih with several stages, namely: (1) Provision of population data, where at this stage the government and local governments provide population data in two forms, namely the aggregate population data kecamatan as material in compiling the electoral districts for members of the Regency / City DPRD, second, data on the potential population of election voters (DP4) as material for the KPU in compiling the provisional voter list (DPS). (2) Pairing voter data, After receiving DP4 from the government, the KPU paired it with the last election DPT which was updated continuously. This data pairing process is carried out by matching and adjusting the last election DPT by considering the DP4 through the addition of first-time voters. Beginner voters as meant are voters who are 17 years old or more on voting day and voters who have changed from the status of the Indonesian National Army or the Indonesian National Police to civil status. The results of the voter data matching process conducted by the KPU are then submitted to the regency / city KPU as material for updating. (3) Updating the list of voters, in this process is further divided into two parts, namely first, the provision of voter lists and secondly updating of voter data. Provision of voter lists is carried out where Regency / city KPU compiles a voter list called the Model A-KPU form based on the matched voter data submitted by the KPU. The voter list is then compiled on a TPS basis by dividing the voters for each TPS with a maximum of 300 people, while the voter data updating stage is carried out technically by the voter list updating officer by directly visiting residents with the terms of matching and research.

The results of the compilation of the voter list will then produce several lists of voters, including (1) Provisional Voters List which is the result the voter data list updating activity carried out by the Regency / City KPU, assisted by the PPK, PPS and Pantarlih. (2) Revised Voters List is a Temporary Voters List which has been revised based on input and responses from the public and / or election participants. (3) Provisional Voters List for the Final Revision is a List of Revised Voters which has been revised based on input and responses from the public and / or election participants. (4) Final Voters List, constitutes Provisional Voters List of Final Revision Results that have been revised by PPS, recapitulated by PPK and stipulated by Regency / City KPU.

From the whole series of stages of updating the voter list in Sidrap Regency in the 2019 election, it turns out that there are several facts and information that there are still some residents of Sidrap Regency who have met the requirements as voters but have not registered, and vice versa where it was found that some residents who no longer meet the requirements but is still registered in the voter list. This is evidenced by the existence of a letter from Bawaslu Number: 68 / SN-15 / PM.02.00 / 12/2018 regarding the submission of the results of data analysis and asking the KPU Sidrap to make corrections to data which are considered problematic including 194 double identities, NKK is not valid as many as 36, double NIK as many as 6 and do not meet the requirements (TMS) as many as 66.

Several studies have actually attempted to understand the root cause of this problem. An example is a study conducted by Nuryanti (2017) in (Minan, 2019) who argues that the traps of formalism and technical administrative matters turned out



to be the cause of the recurring problems in the DPT preparation process in the 1999-2009 elections. Another example is a study conducted by Prayudi (2018) which explains that problems in the DPT preparation process occur due to the incomplete process of compiling population data at the Ministry of Home Affairs and the egosectoral existence which creates obstacles and obstacles in building coordination and synergy between the Ministry of Home Affairs. and KPU.

In addition, KPU Sidrap also made improvements at least three times to arrive at the Permanent Voters List (DPT). Based on the recapitulation of the third Revised Voters List (DPTHP-3), through the official report Number: 43 / PL.01.2-BA / 7314 / KPU-Kab / IV / 2019 concerning the Open Plenary Meeting, the Election Commission of Sidrap Regency determines the number of voters as much as 215,397. This figure consists of 104,054 men and 111,343 women spread across 11 sub-districts, 106 villages / kelurahan and 889 polling stations. Previously, KPU Sidrap had determined the first DPT on September 12, 2018 with a total number of voters of 210,428 consisting of 101,413 men and 109,015 women. Then on November 12, 2018, KPU Sidrap again determined the second revised DPT with a number of voters of 212,616 consisting of 102. 527 men and 110,089 women. DPT improvements made by KPU Sidrap are based on a circular letter from the General Election Commission of the Republic of Indonesia Number: 1033 / PL.02.1-SD / 01 / KPU / IX / 2018 regarding DPT improvements based on Bawaslu recommendations and input from political parties participating in the election.

**Table 1.**

Recapitulation of Permanent Voter List for the 2019 Election Kab. Sidrap

No.	districts	amount		Number of Voters		
		Village / Ex	TPS	Man	Women	L + P
1	Panca Lautang	10	54	6,240	6,846	13,806
2	Tellu Limpoe	9	71	8,554	9,495	18,049
3	Watang Pulu	10	95	11,774	12,351	24,125
4	Baranti	9	91	10,789	11,764	22,553
5	Panca Rijang	8	88	9,698	10,705	20,403
6	Kulo	6	36	4,714	4,866	9,580
7	Maritengngae	12	153	16,948	18,573	35,521
8	Watang Sidenreng	8	55	6,583	7,006	13,589
9	Two Pitue	10	90	10,498	11,220	21,718
10	Pitu Riawa	12	83	9,712	10,106	19,818
11	Pitu Riase	12	73	8,544	8,411	16,955
	<b>Total</b>	<b>106</b>	<b>889</b>	<b>104,054</b>	<b>111,343</b>	<b>215,397</b>

The recommendation issued by Bawaslu to the KPU was based on the findings of 1,400,931 duplication of voter data from the 2019 DPT through a 10-day scrutiny process after the 2019 National DPT recapitulation on September 5 2018. (<https://bawaslu.go.id/id/berita/demi-data-voter-clean-extend-time-repair-dphtp>, 16 September 2018). Previously, Bawaslu had predicted that the data on double voters in the 2019 election would reach 2 million. This figure is based on an analysis of the condition and situation of the voter list in 285 districts / cities out of a total of 514 districts / cities in Indonesia. In fact, Bawaslu initially submitted to the KPU six recommendations related to the DPT determination process in <https://nationaltempo.com/catatan-bawaslu-untuk-kpu-tentang-daftar-pemilih-pemilu-2019>, 15 November 2019, namely:

From the results of interviews conducted by the author with KPU Sidrap regarding the implementation process of the voter list updating policy contained in PKPU Number 11 of 2018, several explanations were obtained regarding the implementation and results and what factors influenced it. From the process side, of course there are various problems and constraints which are caused by several factors including (1) low participation by the community in voter registration, where the community tends to be passive and tends not to give a significant response to the voter list updating officers, besides that it is still lacking input from the public regarding corrections to the data submitted by KPU Sidrap to the public during the updating process,

So this is what then makes the KPU have to work again in combing old data which in the previous election has been updated, (3) Changing regulations, this is triggered by the inconsistency of the legal framework which regulates the procedure for updating the voter list process in which often contains contradictory norms, (4) The weak socialization carried out by KPU Sidrap is related to the importance of the right to vote, this will certainly have an effect on the low rate of public participation in the voter registration process. Several studies have shown that many people are not exposed to information from the KPU regarding voter registration. This is triggered by the inconsistency of the legal framework regulating the procedure for updating the voter list, which often contains contradictory norms, (4) The weak socialization carried out by the KPU Sidrap is related to the importance of the right to vote, this will certainly have an effect on the low public participation rate in the voter registration process. Several studies have shown that many people are not exposed to information from the KPU regarding voter registration. This is triggered by the inconsistency of the legal framework regulating the procedure for updating the voter list, which often contains contradictory norms, (4) The weak socialization carried out by the KPU Sidrap is related to the importance of the right to vote, this will certainly have an effect on the low public participation rate in the voter registration process. Several studies have shown that many people are not exposed to information from the KPU regarding voter registration. This will certainly have an effect on the low level of public participation in the voter registration process. Several studies have shown that many people are not exposed to information from the KPU regarding voter registration. This will certainly have an effect on the low level of public participation in the voter registration process. Several studies have shown that many people are not exposed to information from the KPU regarding voter registration. This will certainly have an effect on the low level of public participation in the voter registration process. Several studies have shown that many people are not exposed to information from the KPU regarding voter registration.

From the Department of Population and Civil Registration, Sidrap explained that the process of updating the voter list actually always involved Disdukcapil, but several things that became good input from KPU Sidrap and Bawaslu Sidrap became difficult to realize considering the limited resources and facilities they had. For example, the recording of Identity Cards (KTP) for the entire Sidrap community has not been fully realized, this is due to the limited number of personnel and recording devices. It should be noted that the KTP is one of the instruments that can make it easier for the KPU to update the voter list.

In addition to the information obtained through informants from several institutions, the authors also obtained facts and information from a questionnaire distributed to respondents who came from communities spread across several sub-districts



and villages in Sidenreng Rappang district.

## 5. Conclusion

Based on the explanation and description in this paper, several conclusions can be drawn related to the implementation of the voter list updating policy at the General Election Commission (KPU) of Sidenreng Rappang Regency in 2019, including the first; the voter list updating policy is an effort made by the KPU as a technical organizer in maintaining, caring for and ensuring that citizens' voting rights are channeled in the 2019 elections. Second; In the implementation process, various obstacles and problems were found, namely, (1) changing regulations, (2) inadequate coordination between institutions, including KPU Sidrap, Bawaslu Sidrap and Disdukcapil, (3) Limited resources and supporting infrastructure, (4) ) Low community participation.

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