

**ANALYSIS OF POLICY IMPLEMENTATION OF
VOTER LIST UPDATING AT
THE GENERAL ELECTION COMMISSION (KPU)
NORTH GORONTALO REGENCY**

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ABSTRACT

In an effort to make the quality of the voter list, the KPU is obliged to ensure that all voters are registered on the final voter list (DPT) through the procedure for updating and compiling the voter list. The problem of quality & accuracy of the Permanent Voter List (DPT) is the responsibility of all election stakeholders such as KPU, Ministry of Home Affairs, Ministry of Foreign Affairs & active participation of all elements of society. This study aims to identify and analyze the implementation of the voter list updating policy at the General Election Commission (KPU) of North Gorontalo Regency. The research design was made in a qualitative narrative, using in-depth interview techniques in order to understand the process of implementing the voter list updating policy so that the voter list updating process at the KPU in North Gorontalo Regency. The results of the study explain that the implementation of the voter list updating policy is carried out using examples of policy implementations that can claim the complexity of cases to be resolved through certain policies, for example the Donald Van Meter Model using Carl Van Horn, Daniel Mazmanian & Paul A. Sabatier & Hogwood & Gunn Models.

Keywords: *Policy Implementation, Data Update, General Election Commissions*

INTRODUCTION

The General Election Commission (KPU) as the election organizer is burdened with implementing democratic values and giving high appreciation to every people's vote by creating a quality voter list where this has been stated in Law No 7/2017 & Law No 10/2016 one of the duties, authorities, & the obligation of KPU to update voter data. In order to improve the quality of the voter list, the KPU is obliged to ensure that all voters are registered on the final voter list (DPT) through the procedure for updating and compiling the voter list. The reason is, according to the experience of previous elections, the accuracy of voter data is doubtful (DPT chaotic), resulting in concurrency of election outputs and weakening the legitimacy of election outputs. As a result, the KPU is the only agency to blame.

However, matters of quality & not all policies are successfully implemented in a plenary manner because internal policy implementation is usually more difficult than formulating it. According to Hogwood & Gunn (2009; 17), policy failures can be caused, among others: (1) Because it is not implemented/implemented not properly non-implementation, (2) because it is not successful or has failed in the unsuccessful implementation application process. The term policy or some people term wisdom is often used synonymously with the word policy. This may be because until now there is no known perfect translation of the term policy into Indonesian. According to Hoogerwerf (1976; 21) essentially the notion of policy as an answer

to a problem, is an effort to solve, reduce, prevent a problem in a certain way, namely by using targeted actions. Meanwhile, James E Anderson (1991; 23), conveys the policy formulation into the behavior of a number of actors (officials, groups, government agencies) or a series of actors in a particular field of activity.

Consistent public policy explains characteristics exclusive which done by the government. Self-policy analysis is something activity intellectual and simple aimed at creating, critically appraising, and communicating knowledge about and on policy process (William N, Dunn, 2000). Most important stage after a public policy is established is how the decision is implemented. Policy implementation in principle is method so that a policy can reach its goal. According to Dunn's opinion, the implementation of a public policy is process which attached use public policy. itself. It means the implementation of public policy is a process which (should be) designed together use public policy planning which concerned. The successful implementation of a policy will influence variable or factor, and each variable earlier each other affiliated one another.

The success of policy implementation is very influenced by model implementation which able claim complexity case which will be resolved through policy exclusive. This policy implementation model, of course required is example which more operational as a result able mention interaction causality between variables which related use policy (Sumaryadi, 2005: 88). Policy implementation has various models, including:

1. Van Horn & Van Meter Public Policy Implementation Model The most classic model was introduced by Donald Van Meter using Carl Van Horn (1975; 43). This model presupposes that policy implementation runs linearly based on public policy, implementor, and public policy performance.
2. Mazmanian and Sabatier Public Policy Implementation Model The public policy implementation model developed by Daniel Mazmanian and Paul A. Sabatier (1983; 17), suggests three groups of variables that affect the success of policy implementation, namely the characteristics of the problem (Trackability of the problem), a policy characteristic (Ability of statute to structure implementation) and the policy environment (Non-Statutory Variables Affecting Implementation) (Subarsono, 2005;94).
3. Public Policy implementation model Brian W. Hogwood & Lewis A. Gunn (The Top-Down Approach) According to Hogwood & Gunn at Wahab, (2004; 71-78), in order to implement perfect public policy, it is expected that some exclusive requirements, that is:
 - a. External conditions faced by implementing agencies will not cause serious disturbances. Some disturbances in the implementation of policy implementation are often not controlled by administrators, because these obstacles are indeed beyond the scope of the authority of the policy & implementing agency.
 - b. For program application, relatively adequate time & resources are available. This second condition does not often arise between external obstacles. This means that a policy that has an exclusive level of physical and political feasibility may not succeed in achieving the desired goal for reasons of being too hopeful at a time that is too short, especially the problem regarding attitudes and behavior.

METHODS

This research approach uses qualitative method with types of research which will worn writer is descriptive type. Research done in North Gorontalo Regency with time duration This research was carried out for 2 (two) months, namely December 2016 to January 2017. In-depth interviews were conducted to understand the process of implementing the voter list updating policy so that the voter list updating process at the KPU North Gorontalo Regency. The primary data source in qualitative research is the main data. Data taken exclusively according to the source & without intermediaries, obtained through interviews, observations, & observations. The rest is secondary data such as documents & others. Informants include parties who contribute to the process of implementing the voter list updating policy at the General Election Commission of North Gorontalo Regency and using sampling techniques using purposive sampling and snowball sampling.

Data analysis

In qualitative narrative research, the analysis used is a qualitative analysis of the data obtained through observation & interviews, and aggregated data that is in sync with the research objectives. The qualitative analysis technique, according to Moelong (2000:190), goes through several stages, namely the unit processing stage, categorization including inspection of the validity of the data, ending with the interpretation of the data with words. To test the validity of the data includes 4 (four) stages of testing, namely:

1. Credibility or testing the credibility of the data, is carried out using an extended observation method, increasing persistence in research. Triangulation, negative case analysis & checking. (The process of checking the data obtained by the researcher at the data provider).
2. Transferability, related to the extent to which research output can be determined or used in other situations. Therefore, so that other people can know the research output & there is the possibility of applying it, the researcher makes a detailed, clear, systematic, and reliable report.
3. Dependability, carried out by auditing all research processes, which is carried out by an independent auditor.
4. Confirmability, namely testing the research output associated with the process carried out. If the research output is a function of the research process, the research has met the confirmability standard (Sugiyono.2009: 302).

RESULTS AND DISCUSSION

Results

A number of model policy implementation is expected to be a model that more operational as a result able mention interaction causality between variables which related use policy (Sumaryadi, 2005;88) use the Donald Van Meter Model & Carl Van Horn (1975;43), Model Daniel Mazmanian & Paul A. Sabatier (1983; 17), & Hogwood Model & Gunnor Wahab, (2004;71-78), is with various factual phenomena that are known through in-depth interviews as follows:

A. Donald Van Meter model with Carl Van Horn

By wheezing implement policy Donald Van Meter model with Carl Van Horn (1975;43). Several questions were asked to informants, including:

1. How is the coordination & cooperation between agencies for the success of a program?

To that question, the first informant answered, "good & running in sync according to a predetermined mechanism. while the second informant explained; "Regarding the origin of this data as material for the preparation of voter data, coordination between the KPU and the Government is very much needed. This coordination begins with making a memorandum of understanding (MoU) between the KPU & the Government, and the KPU & TNI/POLRI regarding the exchange of data & data criteria. Because the KPU is the data user, the KPU should compile the criteria for voter data that is expected from the Government to become the material for the MoU. The preparation of this agreement (MoU) is carried out at the national level and is binding on all regions".

2. How is the clarity of the bureaucratic structure, norms, and patterns of relationships that occur in the bureaucracy, which will affect the implementation of a program?

To the questions above, the first informant answered, "So far, the organizational structure of the KPU Secretariat General (KPU Regulation No. 06 of 2008) does not have a specific section dealing with the voter list. In the organizational structure of the General Secretariat of the KPU, there are only the sub-level of updating data & information under the data & information processing section of the Planning Bureau. Meanwhile, within the Technical Bureau, which should be responsible for voter registration activities, there is no specific unit that handles voter registration. In the future, a work unit should be created with a specific task area to handle voter registration, at least this unit at the bureau level, considering that voter registration is crucial and is a separate election stage. This work unit leads the voter registration process carried out by the Regency/City KPU & provide a rapid response unit to all developments in voter registration". Meanwhile, the second informant explained; "Referring to the real conditions above, in order to ensure a comprehensive, accurate, and up-to-date voter list, the KPU requires a bureau-level structure and its derivative structures at the Provincial KPU & Regency/Municipal KPU".

3. The extent to which interest groups place support for policy implementation; characteristics of the participants, for or against; what is the nature of public opinion in the environment; & does the political elite support policy implementation?

On this question, the first informant explained; "It is mandatory to be able to support the work of the KPU to consolidate the origin of voter data from the DPT of the Last Election from the Provincial KPU, Regency/City KPU & Government Population Data effectively & efficiently. These two out of sync data are initial data for the KPU to compile a voter list which will be updated & verified". The second informant explained; "Not yet fully supported because the provision of hardware & software to support updating voter data is not optimal". The third informant explained; "The key lies in Indonesia's political system. The separation of the legislative and presidential elections not only reduces the chances of receiving dominant parliamentary support for the elected president, but also narrows the chances of the elected president to form a political coalition".

4. What is the response, implementor, cognition and intensity of the disposition of the implementor in implementing the voter list updating policy?

To this question, the first informant explained; "The response, the implementor to the policy that will affect his willingness to implement the policy; Cognition, namely

increasing his understanding of the policy, the intensity of the disposition of the implementor, namely increasing the value preferences of the implementor.

B. Daniel Mazmanian & Paul A. Sabatier Model

The next policy implementation is the Daniel Mazmanian & Paul A. Sabatier Model (1983; 17). Some of the questions asked are as follows:

1. How high is the level of technical difficulty in implementing the voter list updating policy in terms of social problems?

On this question, the first informant explained; "Social problems that are difficult to overcome, such as poverty, unemployment, corruption, and so on. Therefore, the sensitive nature itself will affect whether or not something is easy to implement". The third informant explained; "very difficult, 95%, and increasing KKN".

2. How high is the heterogeneity of the target group in the process of implementing the voter list updating policy?

To this question, the first informant explained; "The program will be easy to implement if the target group is heterogeneous, then program implementation will be stronger, because each member of the target group has different understanding of this program, in this case RAS really supports the optimal implementation of this policy." The second informant explained; "The implementation of government policies everywhere is influenced by social forces that are more complex than individual beliefs or group personal beliefs. As King noted in 1982 that the Indonesian government follows a pattern of "dual legitimacy" that forges political appeal for a diversity of different social groups. The government's efforts to enforce the doctrine Pancasila Becomes the only basis for the national political organization must not obscure the fact that, at the regional or local level, proponents exhibit almost dizzying cultural and ideological heterogeneity."

3. How high is the target population in the process of implementing the voter list updating policy?

For this question, the first informant explained; that "95%, North Gorontalo district". The second informant explained; "75% of North Gorontalo district". While the third informant explained; "95% of all North Gorontalo district".

4. Is the policy implementation program for updating the voter list aimed at changing people's attitudes and behavior?

The first informant explained; "attitude full of integrity, obeying the law, behavior to expand accessibility, inclusiveness, fairness, accurate behavior, transparency, attitude that cultivates cost-effectiveness, punctuality, upholds credibility, maintains sustainability and is responsible for the nation and state". The second informant explained; "Yes, the attitude and behavior to be honest, fair, transparent, responsible and respect each other". Furthermore, the third informant further explained; "Changing an apathetic society into a society that is more open, honest, fair, non-discriminatory and respectful of each other". The fourth informant explained; "Upholding unity and integrity and safeguarding Pancasila democracy". The fifth informant explained; "Improve a proactive, comprehensive, accurate and fair attitude". While the sixth informant explained; "behavior as a good citizen who has behavior as a good and responsible citizen". And finally, the seventh informant explained ""yes, that's for sure, because in the Registration & selector update not discriminatory actions are allowed in order to enter or delete names exclusive on voter list because political

reasons, ethnicity, religion, class or any reason create behavior which fair & comprehensive".

C. Policy implementation Model Hogwood & Gunn in Wahab

The next policy implementation is the Model Hogwood & Gunn in Wahab, (2004;71-78). Some of the questions asked are as follows:

1. How high is the level of understanding of the implementers regarding the implementation of the voter list updating policy in North Gorontalo Regency?

To this question, the second informant explained; "The understanding of the implementers regarding the implementation of the policy on updating the voter list is 95%, the only obstacle is the readiness of the technology". The third informant explained; "about 85%". The fourth informant explained; "85% only". While the fifth informant explained; "still 70% because it is not supported by adequate infrastructure". The sixth informant explained; "about 95%". And the seventh informant explained "about 75%".

2. Do you think the causality chain in the implementation of the voter list updating policy is too long and the implementation becomes increasingly complex?

On this question, the first informant explained; "According to KPU Regulation Number 6 of 2013 concerning Stages, Programs, & Schedule of General Elections for Members of the DPR, DPD, & DPRD in 2014, the activity for updating voter data has been carried out starting from the first stage, namely, submission of population data from the government & local governments to KPU, Provincial KPU & Regency/Municipal KPU and data on Indonesian citizens abroad up to the 16th (sixteenth) stage, namely the Improvement of the Temporary Voter List Result of Improvement (DPSHP) this stage is too long". The second informant explained; "The chain of causality for the implementation of the voter list updating policy is too long from the government & regional governments to the KPU, Provincial KPU & Regency/Municipal KPU and data for Indonesian citizens abroad & as a result the implementation is complex". The third informant explained; that "it is ineffective and inefficient because what has been done in the area the data must be sent back to the center" The fourth informant explained; that "there must be a regional policy that is adopted as a standard operating procedure by adjusting the regional culture and readiness of infrastructure and technology so that it becomes efficient". The fifth informant explained; "ineffective and inefficient and cause waste". The sixth informant explained; "not in accordance with regional readiness in terms of technological progress and readiness of facilities and infrastructure". The seventh informant explained. "It's too long and inefficient."

Discussion

The success of implementing a policy is influenced by many variables or factors, and each of these variables cooperates with each other. The success of policy implementation is strongly influenced by the implementation model that can guarantee the complexity of the cases to be resolved through certain policies. The explanation is as follows:

A. Donald Van Meter Model Policy Implementation with Carl Van Horn

Arrangement problem coordination & collaboration between agencies for the success of activity where is the coordination this started making a memorandum of understanding (MoU) between the KPU & Government, as well as KPU & TNI/POLRI about data exchange & data criteria. KPU Becomes data users, the KPU should compile criteria for voter data which

expected Government Becomes MoU material. The preparation of this agreement (MoU) was carried out on level national & apply binding whole area. Clarity of bureaucratic structure, norms, & patterns interaction which occur in bureaucracy, which will influence implementation of activity. In the organizational structure of the General KPU Secretariat there is only on data update subsection & in under the data processing section & in Planning Bureau. Temporary in Technical Bureau which should be responsible for activity registration voters actually not available units which Specific handle registration selector.

The future should be made work unit which field of work Specific handle registration selector, at least unit it's in level bureau, remember registration this selector crucial & as separate electoral process. This work unit which leads the process registration picker which done by Regency/City KPU & provides a quick response unit to any developments on registration Donald Van Meter Model selector with Carl Van Horn (1975;43), questions where group interest give support for policy implementation; characteristic the participants, i.e., support or reject; what is the nature of public opinion which there is on environment; & whether the political elite supports policy implementation. KPU consolidates origin voter data which originated Last Election DPT in Provincial KPU, Regency/Municipal KPU & Government Population Data in Government effectively & efficient. Two data which not the same earlier is preliminary data for the KPU to compile the voter list which will be updated & verified which not fully supported because hardware supply & software supports updating voter data not optimal. To implement example here the key lies in Indonesian political system.

Legislative Election Separation & presidential election not just reduce the chances accept endorsement more dominated parliament for president-elect, however also narrow the chances of the president being elected create political coalition. Furthermore, Responses, implementers to the policy which will hypnotize his will for implement policies; Cognition, that is raise understanding of the policy, the intensity of the disposition of the implementor, namely raise value preference which owned by the implementer.

B. Policy implementation Models Daniel Mazmanian and Paul A. Sabatier

This model measures how high the level of technical difficulty in implementing the voter list updating policy in terms of social problems. According to informants, social problems that are difficult to solve such as poverty, unemployment, corruption, and so on. Therefore, the nature of the case itself will affect whether or not something is easy to implement which is very difficult & vulnerable to conflicts in terms of social conflicts. The program will also be easy to implement if the target group is heterogeneous, the program implementation will be stronger, because the level of understanding of each member of the target group on the program is different. In this case RAS strongly supports the optimal implementation of this policy where the Indonesian government follows a pattern of "double legitimacy" that forges political appeal for a diversity of different social groups. The government's efforts to uphold the Pancasila doctrine as the sole basis for national political organization must not obscure the fact that, at the regional or local level, proponents exhibit almost dizzying cultural and ideological heterogeneity.

The high target population in the process of implementing the voter list updating policy is an average of 85.66% in North Gorontalo district". Furthermore, from the results of interviews regarding policy implementation Model Daniel Mazmanian & Paul A. Sabatier (1983; 17), that the purpose of implementing the updating policy for update behavior & conduit

public where an attitude that is full of integrity, obeys the law, behavior expands accessibility, inclusiveness, fairness, accurate behavior, transparency, an attitude that cultivates cost effectiveness, punctuality, upholds credibility, maintains sustainability and is responsible for the nation and state and increases a proactive attitude, comprehensive, accurate and fair". While the sixth informant explained; "behavior as a good citizen who has behavior as a good and responsible citizen".

C. Policy Implementation Hogwood and Gunn Models

From the results of interviews regarding the understanding of the implementers about the implementation of the voter list updating policy, if on average it reached 85.78%, where the only obstacle was technological readiness. The chain of causality in the implementation of the voter list updating policy is too long and its implementation becomes increasingly complex, where, in accordance with KPU Regulation Number 6 of 2013 concerning Stages, Programs, and Schedules for the Implementation of the 2014 General Elections for Members of DPR, DPD, & DPRD This voter data has been carried out starting from the first activity, namely, the submission of population data from the government and local governments to the KPU, Provincial KPU and Regency/Municipal KPU as well as data for Indonesian citizens abroad up to the 16th (sixteen) phase of activities, namely the revision of the list of voters. Temporary Voters Results Improvement (DPSHP) this stage too.

CONCLUSION

Implementing the policy for updating the voter list is carried out in accordance with implementation model that is able to guarantee the complexity of the problem to be solved through the implementation of certain policies, so that like:

1. Policy implementation Donald Van Meter's model with Carl Van Horn, regulates the problem of coordination and cooperation between agencies for the success of a program, regulates the clarity of bureaucratic structures, norms, and patterns of relationships that occur in the bureaucracy, then regulates support for policy implementation; characteristic the participants, i.e. support or reject; what is the nature of public opinion which there is on environment; & whether the political elite supports policy implementation. As well as focusing on responses, implementors to policies that will affect their willingness to implement policies; Cognition, namely increasing their understanding of the policy, the intensity of the disposition of the implementor, namely increasing the value preferences of the implementor.
2. Policy implementation Daniel Mazmanian & Paul A. Sabatier model, which measures how high the level of technical difficulty in implementing the voter list updating policy in terms of social problems.
3. Policy implementation Hogwood and Gunn's model, in order to measure the level of understanding of implementers about the implementation of the voter list updating policy, then measures the causality chain in the implementation of the voter list updating policy is too long and the implementation becomes increasingly complex.

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