

Implementation of Update Voter Data on Election of Governor and Vice Governor of Riau in Bengkalis Regency

by Zainal Zainal

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IMPLEMENTATION OF UPDATE VOTER DATA ON ELECTION OF GOVERNOR AND VICE GOVERNOR OF RIAU IN BENGKALIS REGENCY

¹Zainal, ²Rahmad Nuryadi Putra
^{1,2} Master of Government Science Study Program, Universitas Islam Riau, Pekanbaru, Indonesia
²Corresponding Author: rnputra93@gmail.com

ABSTRACT

The direct election system will provide opportunities for citizens to actualize their political rights as candidates or candidates as well as voters who come from their status as citizens. So that there is interaction between fellow citizens in an effort to participate in both the General Election and Regional Head Elections. The implementation of the Regional Head Election is the main task of the General Election Commission, which authority is then delegated to the Regional General Election Commission. In order to ensure that the Regional Head Election is carried out democratically as mandated in Article 18 paragraph (4) of the 1945 Constitution, the sovereignty of the people must be respected as the main condition for the implementation of elections at the local level. However, not a few dynamics have occurred since the Presidential and Vice-Presidential Elections were held in 2004 and the Regional Head Elections in 2005. This is an early reflection of the Indonesian nation implementing direct elections as a form of citizen involvement in determining their fate at the national and regional levels. This study uses a descriptive research method with a qualitative approach. Qualitative descriptive research is a type of research with the process of obtaining data as it is. This study emphasizes the meaning of the results while the deductive approach is reasoning that starts from certain facts to general conclusions. The implementation of updating voter data in the Election of Governor and Deputy Governor of Riau in Bengkalis Regency in 2018 was carried out according to the stages starting from the preparation of updating data, matching and research, the Temporary Voter List and the Permanent Voter List. The results showed that all stages of updating voter data went smoothly so that the Bengkalis Regency KPU could establish a Permanent Voter List. However, behind the smooth stages of updating, there are still people who have the right to vote that are not registered in the DPT.

Keywords: Implementation, Voter Data and Regional Head Elections

INTRODUCTION

Democracy is part of the political idea of placing sovereignty in the administration of the state in the hands of the people. The existence of sovereignty is in the hands of the people, there is an equal treatment space for everyone before the law and government. In this reform era, the pattern of power is distributed through institutions such as the executive, legislature and judiciary. This division of power must be practiced constitutionally, so the element that must be possessed in a democratic world is control over government decisions regarding policies in the hands of officials or stakeholders, which must be chosen by citizens.

The election of the Governor and Deputy Governor of Riau in 2018 did not attract attention to be brought to the Constitutional Court because the pair declared won without any lawsuit from any party. However, this does not mean that the 2018 Riau Governor and Deputy Governor Elections will be without problems. One of the problems with this implementation process is that there are residents who have the right to vote who are not registered in the Permanent Voters List. This is important for the quality of direct elections because the

accountability of the organizers is tested for success so that there is strong legitimacy for candidates who are declared victorious by the General Election Commission of Riau Province.

Based on the stages, program and schedule for the 2018 Riau Governor and Deputy Governor Elections. The Riau Province General Election Commission is the organizing agency tasked with holding elections until the winner of the most votes is determined as the elected candidate. Updating activities are the authority of the Bengkalis Regency General Elections Commission, starting from a synchronizing voter data, factual verification, compiling the voter list until it is designated as the Permanent Voter List. The activity was carried out by the Bengkalis Regency General Election Commission assisted by the District Election Committee and the Voting Committee. Therefore, the authority of the Regency/City General Election Commission is very large for updating activities with the authority to determine the Permanent Voter List.

The shift in the number of DPS to DPT at the Riau Province level has decreased and increased. Bengkalis Regency from the number of DPS 357,895 changed to 356,530 indicating a decrease in the number of voters, Dumai City from the number of DPS 173,263 changed to 171,394 indicating a decrease in the number of voters, Indragiri Hilir Regency from the number of DPS 441,294 changed to 437,992 indicating an increase in the number of voters.

Indragiri Hulu Regency from the number of DPS 271,833 changed to 268,250 indicating a decrease in the number of voters, Kampar Regency from the number of DPS 457,519 changed to 442,838 indicating a decrease in the number of voters, Meranti Islands Regency from the number of DPS 138,499 changed to 134,314 indicating a decrease in the number of voters.

Kuantan Singingi Regency from the number of DPS 215,064 changed to 212,824 indicating a decrease in the number of voters, Pekanbaru City from the number of DPS 491,047 changing to 472,681 showing a reduction in the number of voters, Pelalawan Regency from the number of DPS 196,114 changing to 189,507 indicating experiencing a reduction in the number of voters.

Rokan Hilir Regency from the number of DPS 361,2672 changed to 369,415 indicating an increase in the number of voters, Rokan Hulu Regency from the number of DPS 310,997 changed to 305,457 indicating a decrease in the number of voters and Siak Regency from the number of DPS 261,528 changing to 261,286 indicating a decrease in the number of voters.

The shift in the number of DPS to DPT affects the implementation of updating voter data. The reduction in the number of voters could be due to the large number of double voters, thus requiring the KPU through the voter data information system to delete the data. Meanwhile, the increase in the number of voters can be caused by many residents who have not been registered but report to PPS.

The geographical condition of Bengkalis Regency which is separated between Sumatra Island, Bengkalis Island and Rupa Island is a concern for research. With a total area of 11 sub-districts in Bengkalis Regency, the authors are interested in conducting research in each representative area of the four gates which are the program for the development movement of the Regent and Deputy Regent of Bengkalis for the 2016-2021 period. Namely, the Main Gate is the Bengkalis Island area which consists of Bengkalis District and Bantan District, the Laksamana Gate is a mainland area of Sumatra Island which consists of Bukit Batu District, Siak Kecil District and Bandar Laksamana District, Permata Gate is a densely populated area consisting of Mandau District, Bathin Solapan District, Pinggir District and Talang Muandau District, then the Coastal Gate is the Rupa Island area which consists of Rupa District and North Rupa District.

Besides the problem of collecting data by officers, there is a shift in recapitulation from DP4 to DPS, from DPS to DPT. Perhaps the recapitulation could decrease or even increase depending on community participation at the time the DPS was announced. When the DPS was announced, the position of the KPU and its ranks was passive because what was being actively demanded was the community. This can also be a problem that affects the accuracy of the DPT because citizen participation occupies an important position. This low participation could be due to lack of socialization about updating or feeling that they have registered themselves because they have voted in previous elections.

In general, the responsibility of the election organizer is to implement the election process that has been determined by legislation carrying out all stages of updating starting from the receipt of DP4 from the Ministry of Home Affairs, updating DP4 to DPS and perfecting DPS to DPT. This record of voter data accuracy is inseparable from the problems faced such as the negligence of the PPS on the performance of the PPDP in the field conducting matching and research, the low awareness of the public in participating in the process of updating voter data when given space for the community to register with the organizers. In addition, the existence of an Additional Voter List shows that the performance of the organizers in updating has not been optimal.

This can be seen from the Voter Data Information System developed by the General Elections Commission that is not optimal in carrying out the function of maintaining and updating voter data. In general, the things that become a benchmark for the performance of the organizers are that the problems of DPT accuracy can generally be categorized into three things, namely: (1) administrative or procedural errors, (2) information technology errors and (3) human errors. Interestingly, human error can be caused by two things, namely the negligence of the officer or an element of intent.

The above description illustrates that the updating procedure begins with the provision of voter data from the examination and matching of the last General Election DPT and the latest DP4 from the Government. The results of the matching and examination are declared as a voter list from the KPU for factual verification. The process of updating voter data is defined as the activity of creating, reading, updating and deleting voter data information. The activity of making is interpreted that every citizen who has the right to vote must be included in the voter list is called a new voter, the activity of reading and updating is interpreted that every time there is a change in voter data information must be changed in the voter list is called a voter change data and the activity of deleting is interpreted that every citizen who is in the list of voters who are not entitled to vote are called Not Eligible.

Hal ini menggambarkan bahwa tidak ada ruang yang terbuka untuk warga yang berhak memilih tidak terdaftar dalam DPT. Apalagi setelah dilakukan pemutakhiran belakang meja (*on desk*) selanjutnya dilakukan verifikasi faktual (*door to door*). Verifikasi faktual menjadi tolak ukur warga yang berhak memilih terdaftar atau tidak terdaftar dalam DPT. Karena PPS dan PPDP mendatangi masing-masing keluarga dengan melakukan kegiatan membuat, membaca, memutakhirkan dan menghapus. Kemudian dilakukan pemasangan stiker dan formulir yang telah terdaftar. Rangkaian pemutakhiran data memberikan asumsi bahwa potensi akurasi DPT sangat baik dan dapat dipertanggungjawabkan. Berdasarkan data dan uraian diatas, penulis tertarik untuk melakukan penelitian tentang penyelenggaraan Pemilihan Gubernur dan Wakil Gubernur Riau oleh Komisi Pemilihan Umum Kabupaten Bengkalis.

Implementasi kebijakan merupakan suatu proses dalam kebijakan publik yang mengarah pada pelaksanaan kebijakan. Dalam prakteknya implementasi kebijakan merupakan suatu proses yang begitu kompleks bahkan tidak jarang bermuatan politis karena adanya intervensi dari berbagai

kepentingan. Untuk melukiskan kerumitan dalam proses implementasi tersebut Eugene Bardach sebagaimana dikutip Leo Agustino (2006:43) mengemukakan bahwa implementasi kebijakan adalah “cukup untuk membuat sebuah program dan kebijakan umum yang kelihatannya bagus diatas kertas. Lebih sulit lagi merumuskan dalam kata-kata dan slogan-slogan yang kedengarannya mengenakan bagi telinga para pemimpin dan para pemilih yang mendengarkannya. Dan lebih sulit lagi untuk melaksanakan dalam bentuk memuaskan semua orang”.

Menurut wahyu, Nuharjadm, studi implementasi merupakan studi untuk mengetahui proses implementasi, tujuan utama proses implementasi itu sendiri untuk memberi umpan balik pada pelaksanaan kebijakan dan juga untuk mengetahui apakah proses pelaksanaan telah sesuai dengan rencana atau standar yang telah ditetapkan, selanjutnya untuk mengetahui hambatan dan problem yang muncul dalam proses implementasi. Sedangkan kejelasan makna implementasi kebijakan Rian Nugroho (2012) pada prinsipnya adalah cara agar sebuah kebijakan dapat mencapai tujuannya. Tidak lebih tidak kurang untuk mengimplementasikan sebuah kebijakan publik, ada dua pilihan langkah yang ada yaitu langsung mengimplementasikan dalam bentuk program atau melalui formulasi kebijakan *devirat* atau turunan dari kebijakan publik.

Van Meter dan Van Horn sebagaimana dikutip Leo Agustino (2006: 44) mendefinisikan implementasi kebijakan adalah “tindakan-tindakan yang dilakukan baik oleh individu-individu atau pejabat-pejabat atau kelompok-kelompok pemerintah atau swasta yang diarahkan pada tercapainya tujuan-tujuan yang telah digariskan dalam keputusan kebijaksanaan. Sedangkan Daniel Mazmanian dan Paul Sabatier dalam bukunya *Implementation and Public Policy* sebagaimana dikutip Leo Agustino (2006:153-154) mendefinisikan implementasi kebijakan adalah “pelaksanaan keputusan kebijakan dasar, biasanya dalam bentuk undang-undang namun dapat pula berbentuk perintah-perintah atau keputusan-keputusan eksekutif atau keputusan badan peradilan. Lazimnya, keputusan tersebut mengidentifikasi masalah yang ingin diatasi, menyebutkan secara tegas tujuan atau sasaran yang ingin dicapai dan berbagai cara untuk menstrukturkan atau mengatur proses implementasinya”.

From these three definitions, it can be seen that policy implementation involves three things, namely (1) the existence of policy goals or objectives; (2) the existence of activities or activities to achieve goals; and (3) the existence of activity results. Based on this description, it can be concluded that policy implementation is a dynamic process, where policy implementation is an activity or activity so that in the end it will get a result that is in accordance with the goals or objectives of the policy itself. This is also in accordance with what was expressed by Lester and Stewart (2000: 104) where according to them that implementation is a process as well as a result (output). The success of a policy implementation can be measured or seen from the process and achievement of the final result, namely whether or not the goals to be achieved are achieved.

In the history of the development of policy implementation studies, it is explained that there are two approaches to understanding policy implementation simply, namely the top-down approach and the bottom-up approach. Lester and Stewart as quoted by Leo Agustino (2006:154) termed these approaches as the command and control approach (a control and command approach similar to the top-down approach) and the market approach (a market approach similar to the bottom-up approach). Each approach proposes framework models for establishing linkages between policies and their outcomes.

The top-down approach, for example, can be called the approach that dominated the early development of policy implementation studies, although later on among the followers of this approach there were differences that spawned a bottom-up approach. In the top-down approach, policy implementation is carried out in a centralized manner and starts from actors at the central

level and decisions are made at the central level. The top-down approach starts from the perspective that political decisions (public policies) that have been determined by policy makers must be carried out by administrators or bureaucrats at the lower level (street level bureaucrats). The essence of this approach can simply be understood as "the extent to which the actions of the implementers (administrators or bureaucrats) are in accordance with the procedures and objectives that have been outlined by policy makers at the central level.

Van Meter and Van Horn as quoted by Leo Agustino (2006: 44) define policy implementation as "actions taken either by individuals or officials or government or private groups directed at achieving the goals that have been outlined. in policy decisions. Meanwhile, Daniel Mazmanian and Paul Sabatier in their book *Implementation and Public Policy* as quoted by Leo Agustino (2006:153-154) define policy implementation as "the implementation of basic policy decisions, usually in the form of laws but can also be in the form of orders or decisions. executive or judicial decisions. Typically, the decision identifies the problem to be addressed, explicitly states the goals or objectives to be achieved and various ways to structure or regulate the implementation process.

The success of implementation according to Merilee S. Grindle in Nugroho (2006:34) is influenced by the content of policy and context of implementation. The basic idea is that after the policy is transformed, then the policy implementation is carried out. Its success is determined by the degree of implementability of the policy. The following is an explanation of the content of the policy and the context of its implementation: a) Content of Policy; 1) Targets of Interest; 2) Type of Benefits; 3) Extension of Change Envision; 4) Site of Decision Making; 5) Program Implementer 6) Resources Comitted; b) Context of Implementation; 1) Powers, Interests and Strategies of the Actors Involved; 2) Institutional Characteristics; 3) Compliance Level and Response from Implementers.

METHODS

This study uses a descriptive research method with a qualitative approach. Qualitative descriptive research is a type of research with the process of obtaining data as it is. This study emphasizes the meaning of the results while the deductive approach is reasoning that starts from certain facts to general conclusions.

Qualitative research methods can be interpreted as research methods based on the philosophy of postpositivism, used to examine the condition of natural objects, where the researcher is the key instrument. Technical data collection is done by triangulation (combined), data analysis is inductive/qualitative and qualitative research results emphasize meaning rather than generalization. Furthermore, according to Sugiyono, descriptive research method is a method used to determine the value of independent or more independent variables without making comparisons or combining variables with others.

In addition, the research approach used is qualitative, derived from data collected through interviews, personal documents, notes / memos and other official documents. In this context, a qualitative approach can be interpreted as research that results from descriptive data regarding spoken and written words and observable behavior of the people being studied.

The approach used to describe the phenomena that occur both natural phenomena and man-made phenomena. The phenomena are in the form of forms, activities, characters, changes, relationships, similarities and differences between one phenomenon and another. Based on the explanation of the definition above, by using a qualitative descriptive method, this study can

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determine the implementation of updating voter data in the Election of Governor and Deputy Governor of Riau in Bengkalis Regency in 2018.

RESULT AND DISCUSSION

Variable Content of Policy

Target Interest

Target interests are related to various interests that affect the implementation of a policy. This indicator argues that a policy in its implementation must involve many interests and the extent to which these interests have an influence on its implementation. This is what I want to know further, updating voter data has the aim of getting a voter list that meets the principles of being comprehensive, accurate and up-to-date. All updating processes are carried out starting from organizers who actively visit residents from house to house to people who actively visit DPS and DPT announcements and report to PPS.

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In order to protect the interests of the target, the citizens who have the right to vote must be registered in the Permanent Voters List. As a condition for accepting the invitation by going to the polling station on polling day. Therefore, the Bengkalis Regency KPU along with the ranks of the District Election Committee, the Voting Committee and the Voter Data Update Officer carry out the updating of the voter data. Residents as targets for updating voter data are proven by the existence of a Temporary Voter List and a Permanent Voter List in the Election of Governor and Deputy Governor of Riau in Bengkalis Regency in 2018. According to the Chairperson of the Bengkalis Regency KPU:

“Through the process of updating the data starting with matching and research, the updated voter list will then be designated as a provisional voter list. Determination of the Provisional Voter List was carried out on March 15, 2018.”

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Bengkalis Regency KPU held a plenary meeting at the district level. The plenary meeting on the recapitulation of the Voter List Result of Updating Voter Data and Determination of the Provisional Voter List. The following are the details of the Temporary Voter List in Bengkalis Regency:

“The number of DPS in the 2018 gubernatorial election reached 357,895 voters. This number decreased compared to the 2015 Bengkalis Pilbup. The decline in the number of DPS is known after the stipulation of the DPHP and the determination of the DPS. This is in line with the decrease in the number of polling stations from 1,186 during the 2015 Pilbup to 1,178. This means that the 2018 gubernatorial election was reduced by 8 polling stations.”

The decline in the number of voters from the Bengkalis Regent Election in 2015 to the Riau Governor Election in 2018 was known after the DPS Pilgubri 2018 was determined. This decrease was the result of a one-month cokolit conducted from house to house. This was followed by a reduction in polling stations from the Bengkalis Regent election in 2015 to the Riau Governor Election in 2018. After the announcement to the public, a Temporary Voter List of Improvement Results will be established which is then designated as a Voter List. According to the Chairman of the Bengkalis Regency KPU:

“The Bengkalis Regency KPU set the 2018 Gubernatorial Election DPT at the Bengkalis Regency level as many as 356,530 voters. The results of this determination were contained

in the Open Plenary Meeting of the Recapitulation of the Results of the Improvement of the DPS and the Determination of the 2018 Governor's DPT at the Bengkalis Regency level. During the activity, the situation is safe and conducive.”

A series of data collection processes starting from Matching and Research to being determined as a Permanent Voter List shows that Bengkalis Regency KPU implements data collection policies through communication patterns, resources, dispositions and bureaucratic structures. Determination of DPT is a schedule and implementation that must be carried out for the continuity of voter data, especially participating in the recapitulation of the Permanent Voter List at the Riau Province level. The number of Permanent Voters List for the Election of Governor and Deputy Governor of Riau in Bengkalis 2018 are:

Through the updating process carried out by the Bengkalis Regency KPU, the interests of citizens who are entitled to vote as targets for updating voter data are mostly registered in the Temporary Voter List and the Permanent Voter List. The determination of the voter list is a policy in its implementation involving many interests, especially the interests of citizens who are recorded by the election organizers. So that the interests of citizens to be registered have an influence on the recapitulation of the voter list starting from the List of Potential Electoral Voters which is updated to the Temporary Voters List and revised to become the Permanent Voters List.

Besides that, which affects the implementation of the policy, it is found that the non-electronic ID card voters list are citizens who do not have an ID card. This affects the data collection process carried out by officers in the field. This can be seen from the Chairman of the Bengkalis Regency KPU:

“During the plenary session of the recapitulation of the DPHP and the determination of the DPS, the Bengkalis Regency KPU officially found that the residents who were included in the voter list when the coklit did not have an electronic ID card. Based on the results of the recapitulation of the number of potential non-electronic KTP voter lists in Bengkalis Regency as many as 19,824 people. This can be seen from the details of the non-electronic ID card data.

There are still residents who have the right to vote without having an electronic ID card, which is a requirement for officers to register citizens as voters. The voters can be recorded in a manual system that uses a form but cannot enter the Sidalih which is a requirement for the Bengkalis Regency KPU to determine the Temporary Voter List and the Permanent Voter List. The following are details of the data on potential non-electronic KTP voters in Bengkalis Regency in the 2018 Riau Governor and Deputy Governor Elections:

The discovery of citizens who have the right to vote without having an electronic ID card will affect the implementation of updating voter data, especially when entering the list of voters' names into the Voter Data Information System (Sidalih). This Sidalih is a reference for the Bengkalis Regency General Election Commission to determine the DPS and DPT.

Type of Benefits

At the content of policy point, it tries to show or explain that in a policy there must be several types of benefits that show the positive impact generated by the implementation of the policy to be implemented. Socialization is a process of introducing a system to someone and how that person determines their responses and reactions. The election of the Governor and Deputy

Governor of Riau in 2018 began with a socialization process. According to the Chairman of the Bengkalis Regency KPU:

"As a provincial level organizer, the Riau Provincial KPU conducted a roadshow to Bengkalis Regency in order to socialize the 2018 Riau Governor Election. The visit to Bengkalis Regency is a KPU work program to socialize the 2018 Gubernatorial Election agenda so that the level of public participation to come to vote is higher than the previous year. We accompanied the visit as Bengkalis Regency KPU which was received directly by the Bengkalis Regent Amril Mukminin at the Sri Mahkota Regional Wisma."

Based on the author's observations, following up the Riau Province KPU roadshow, the Bengkalis Regency KPU carried out socialization with the aim of the public getting good information to record and register themselves as voters. According to the Chairman of the Bengkalis Regency KPU:

"The target is aimed at socializing so that residents know that in the 2018 Riau Governor Election, good information is needed to be received by the community. With a limited time, we only conducted socialization to political parties, stakeholders and individuals. In addition, we convey through banners and billboards in each sub-district.

With the limited time provided based on the stages of implementation, the socialization carried out by the Regency KPU is very limited, only known by practitioners of political parties, stakeholders and community leaders. Therefore, Bengkalis Regency KPU put up banners and billboards in every sub-district to be conveyed to the general public. Furthermore, according to the Chairman of the Bengkalis Regency KPU:

"The socialization that we convey is related to the stages, programs and schedule of implementation. In addition to the general stages, the material we convey is about updating voter data. Starting from the requirements for voting, conducting matching and research to public participation in submitting responses to voter data."

With the socialization carried out by the Bengkalis Regency KPU, it means that there is an effort from the Bengkalis Regency KPU to disseminate information about updating voter data. With limited time and space for socialization, the target of socialization is only conveyed to political parties, individuals and stakeholders with certain invitations and the installation of banners. It can be seen that with limited time and space for socialization there are also limitations for citizens to receive information related to updating voter data.

This shows that the implementation to be carried out shows a positive impact but has limitations that are unable to reach the community **1** a whole to receive information. Therefore, there is no full support from the community for the implementation of voter data updating activities in the 2018 Election of Governor and Deputy Governor in Bengkalis Regency.

In addition, there is technical guidance for ad hoc organizing bodies to provide information in preparation for updating voter data. Technical guidance is carried out in stages from Bengkalis Regency KPU, District Election Committee, Voting Committee and Voter Data Update Officer. Technical guidance is an activity where participants are given training in increasing the competence of participants to identify and solve problems encountered in carrying out activities. According to the Chairman of the Bengkalis Regency KPU:

"The Bengkalis Regency KPU has strengthened its institutions in dealing with the 2018 Riau Governor and Deputy Governor Elections. KPU commissioners are divided based on their tasks and organizing activities, namely by dividing divisions and working group

directors. Furthermore, the KPU established PPK and PPS organizing bodies which were held from 12 October to 11 November 2017. The PPK inauguration was held on 09 November 2017 while the PPS inauguration was held on 11 November 2017 in each sub-district capital. In order to assist the performance of PPK and PPS, the establishment of a PPK secretariat in 11 sub-districts and the establishment of a PPS secretariat in 155 villages/sub-districts throughout Bengkalis Regency."

Institutional strengthening is part of the preparation to assist the performance of the Bengkalis KPU in completing the process of updating voter data. Starting from the division of tasks within the Bengkalis Regency KPU office to the establishment of an ad hoc organizing body, namely the District Election Committee at the sub-district level and the Voting Committee at the village/kelurahan level, even at the level of updating the Voter Data Update Officer.

In addition to socialization to the public, internally in the implementation of the Bengkalis Regency KPU election, it provides technical guidance to PPK and PPS throughout Bengkalis Regency. According to the Chairman of the Bengkalis Regency General Election Commission:

"Technical guidance is given to PPK, PPS and PPDP in stages in order to be able to go from house to house to collect data on residents who are entitled to vote until the due date of D (election day). Technical guidance materials include receiving DP4 synchronization results, mapping TPS, cokit activities, determining DPT and inputting voter data information systems."

The material presented is related to updating voter data until the Permanent Voters List is determined. Technical guidance activities are carried out in stages from KPU providing technical guidance to PPK, PPK providing technical guidance to PPS, PPS providing technical guidance to PPDP. According to the Mandau Pokja Data Pokja:

"After we received technical guidance from the KPU, we also carried out technical guidance to PPS, and together with PPS, PPS supervised the PPDP before going to the field to update voter data. We had concerns with the large number of PPDPs so we did a parallel in 2 to 3 days."

The technical guidance carried out by the four sub-districts above is carried out according to the schedule set by the KPU. In terms of technical guidance, the PPK submits technical matching and research to PPS which will be carried out by the PPDP for 30 (thirty) days. In addition, with the complexity of matching and research materials. PPS requested assistance from PPK to participate in providing technical guidance to PPDP.

Technical guidance is one of the benefits that have a positive impact, especially in the implementation of updating voter data. This shows that a policy to be implemented must provide knowledge for organizers so that it has a positive impact on the implementation of updating voter data in the Election of Governor and Deputy Governor of Riau in Bengkalis Regency in 2018.

Extent of Change Envision

Each policy has a target to be achieved. The content of policy that wants to be explained at this point is the extent to which the desired changes in a policy must have a clear scale. This requires careful preparation of course related to documents, work tools to the preparation of the voter list. According to the Chairman of the Bengkalis Regency KPU:

"The results of the synchronization of DP4 with the Last Election Voters List were obtained by the Bengkalis Regency KPU on the announcement board of the RI KPU website. Furthermore, Bengkalis Regency KPU compiled a list of voters using the A-KWK model form. The form specifically distributes voters by TPS. The regulation limits a maximum of 800 people per polling station by taking into account the convenience of voters, not combining villages/kelurahan and being easily accessible in terms of distance and travel time. Regency/Municipal KPU submits voter lists to PPK and PPS in softcopy and to PPDP through PPK and PPS in hardcopy."

With the completeness of updates and program activities, it becomes a benchmark for organizers to determine a clear scale. So that there is a change in the completeness of the update and the program of activities, it will greatly affect the change in the attitude and behavior of the organizer of updating the voter data. The completeness of updating the data will make it easier for officers to collect data in the field and the clarity of the program will make it easier for the organizers to set the scale of policies on events in the field.

On the other hand, incomplete updates will hinder the updating process in the field. Therefore, the completeness of updating and systematic programs will affect the degree of change to be achieved in updating voter data in the Election of Governor and Deputy Governor of Riau in Bengkalis Regency in 2018.

In addition, there is a comparison between the Temporary Voters List and the Permanent Voters List. This is a change in degree to be achieved starting from the raw data which is then updated by the officers and then determined to be DPS and DPT with the mechanism of updating voter data. Comparison of DPS and DPT data shows that there is a desired change from a policy that starts from DPS and is then designated as DPT. The DPT is the main reference for the organizers to determine the ballots to be printed and used on polling day.

This shift occurred because there were several data on multiple voters and residents who died based on information submitted by the organizers and the local village government. With this event, it greatly affected the recapitulation of the voter list because it was categorized as an ineligible voter, so it was deleted or crossed out from the DPT.

This shows that there is a change in voter data from DPS to DPT which is then in accordance with the wishes of the data updating policy. The purpose of the data updating stage is the determination of the Permanent Voter List by the Bengkalis Regency KPU so that the degree of change is in accordance with the wishes of the voter data updating policy in the Riau Governor and Deputy Governor Elections in Bengkalis Regency in 2018.

In order to ensure that citizens are registered as voters, there is an updating process that must be passed by the KPU organizers and the organizing bodies of the PPK, PPS and PPDP bodies. The update begins with the preparation of data updating, matching and research, determination and announcement of DPS and determination and announcement of DPT. According to the Chairman of the Bengkalis Regency KPU:

"The DPT must have been established, but there are still people who have the right to vote who are not registered in the DPT. This can be seen when residents come to the polling station to vote using their e-KTP, KK and other demographic identities. This incident is certainly an evaluation for us and a challenge for organizers in undergoing the process of updating voter data."

Implementation of the update from stage to stage can be seen on voting day that residents who did not receive the invitation to vote came to the polling station using an e-KTP.

This data shows that overall in Bengkalis Regency there are no problems because the number of citizens who have the right to vote are not registered in the DPT as much as 1.88%. Meanwhile, the stock of spare ballots is 2.5% of the total DPT.

Specifically, it can be seen that the number of residents who are not registered in the DPT in Bengkalis District is 3.16% and Mandau District is 3.26%. These two sub-districts illustrate that the number of citizens entitled to vote who are not registered in the DPT is greater than the supply of 2.5% reserve ballots which are the provisions of the Indonesian KPU Regulation. Therefore, this problem can be seen that the number of ballots is potentially unfulfilled with the number of DPT plus spare ballots and the accuracy of the Permanent Voters List is being challenged by interested parties. According to the Bengkalis Regency Bawaslu Data Division Coordinator:

"There are still many people who use their right to vote with electronic ID cards and these voters are not registered in the DPT. At least as many as 6,735 citizens who channeled their voting rights listed in the DPTb. Regarding this finding, the Bengkalis Regency Panwaslu has recommended to the Bengkalis Regency KPU to be proactive in resolving this problem so that it does not happen again in the 2019 Election. However, according to our monitoring, there are updating procedures that do not run optimally so that residents who are not registered in the DPT are found. This is benefited by the decision of the Constitutional Court that allows citizens who have the right to vote not registered in the DPT can exercise their voting rights on polling day by showing their e-KTP."

The Bengkalis Regency General Election Supervisory Committee confirmed that there were residents who had the right to vote who were not registered in the DPT, so they did not receive an invitation to attend the TPS to exercise their voting rights. Even though the Constitutional Court's decision has benefited as explained by the Bengkalis Regency Panwaslu, this shows that the performance of the KPU, PPK, PPS and PPDP is unprofessional in updating voter data. This can be seen from the statement of the Bukit Batu KDP Data Poka. According to the Bukit Batu KDP Data Working Group:

"The expansion of villages in Bukit Batu District, especially Pakning Village, from the expansion of Sejangat Village, there are residents who refuse to be registered by the PPDP of Pakning Origin Village because these residents want to have an e-KTP with their address at Sejangat Village. This is because the residents wanted to vote in Pakning Origin Village when their e-KTP had changed their address from Sejangat Village to Pakning Origin Village. Meanwhile, the PPDP of Sejangat Village did not register the name of the resident on the Pakning Origin Village voter list. So that the citizen is not registered in the voter list due to the events presented. Besides that, the PPDP of Batang Duku Village also experienced the incident that residents did not want to be registered on the grounds that these residents had never received assistance from the government so they refused to be registered as voters."

The incident in Bukit Batu Sub-district is a lack of clarity in the policy message that hinders implementation due to changing data conditions due to regional expansion. The existence of citizens who have the right to vote not registered in the DPT shows the degree of change is very influential on the wishes to be achieved. The phenomenon of unregistered citizens confirms that changes in attitudes and behavior of the target group are relatively more difficult to implement because there are several factors that prevent citizens who are entitled to vote to be registered in the DPT in the Election of Governor and Deputy Governor of Riau in Bengkalis Regency in 2018.

CONCLUSION

1 Based on the results of research and discussions that have been carried out regarding updating voter data in the Election of Governor and Deputy Governor of Riau in Bengkalis Regency in 2018. The implementation of updating voter data which is influenced by content or content and the environment or context is applied, it can be seen by policy implementers in making policy as expected or not. The implementation of updating voter data in the Election of Governor and Deputy Governor of Riau in Bengkalis Regency in 2018 was carried out according to the stages starting from the preparation of updating data, matching and research, the Temporary Voter List and the Permanent Voter List. The results showed that all stages of updating voter data went smoothly so that the Bengkalis Regency KPU could establish a Permanent Voter List. However, behind the smooth stages of updating, there are still people who have the right to vote that are not registered in the DPT. This is because there are still residents who have non-electronic ID cards, an error voter data information system and an invalid NIK, residents who cannot be found, residents do not respond to DPS and DPT announcements, officers' negligence in filling out blackout forms, residents are not cooperative or do not want to be recorded in the voter list, the appointment of PPDP without a test and interview process and the number of PPS is not proportional to the number of voters and the size of a village/kelurahan.

In accordance with the theory of policy implementation, according to Grindle, there are factors that influence citizens who are entitled to vote to be registered in the DPT. Factors that influence in terms of policy content variables: a) target interests: there are residents as targets for updating which are divided into two namely there are registered citizens and there are unregistered citizens; b) type of benefit: information becomes a useful instrument for residents but not all citizens have the opportunity to receive information from the organizers so that it affects the usefulness of information for implementing updates; c) the degree of change to be achieved: the implementation of the update has a target to be achieved, namely the implementation carried out by the organizer greatly affects the degree of change to be achieved; d) location of decision making: KPU has the initiative to map TPS to facilitate updating officers; e) the attitude of the implementer: the implementation of updating the voter data is carried out by the election organizer; and f) the resources used: the formation of PPK, PPS to PPDP evidence of the readiness of KPU resources to implement updating voter data.

Meanwhile, in terms of the implementation environment variables (context of implementation); a) the power, interests and strategies of the actors involved: without careful calculation, the program to be implemented is far from the expected results; b) characteristics of the institution: voter registration technique which states that the PPS is in a passive condition at the time of the announcement of the DPS or DPT, thus affecting the success of the policy; and c) compliance and responsiveness: the negligence of the officers shows the non-compliance of the updating officers and the lack of enthusiasm of the community indicates the low response of the community to voter registration.

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