

General Election Commission Policy In The Recruitment Process Of Voting Organizing Groups In The 2024 Election

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ABSTRACT. Elections are clear evidence of a form of democratic system in which the people are involved in determining the direction of the country's political policies for the next five years. Elections are held directly in addition to improving the implementation of the democratic system in the political process. The 2019 election left behind many problems, especially in the case of many KPPS (Polling Organizing Group) officers as election organizers at the TPS level who died. According to a release from the Ministry of Health, as of May 15 2019, 527 2019 election officials had died and 11,239 people were sick. This research aims to analyze the policies implemented by the KPU in the KPPS recruitment process in the 2024 elections. The method used is descriptive analysis with a qualitative approach. The research results show that the KPU as the main election organizing institution which supervises ad hoc officers has made policies based on the principle of clear benefits. The policy formulation process has gone through various processes. From creating issues, advocating issues, to lobbying other policy makers. The KPU's policy in KPPS recruitment has been made in such a way as to accommodate the interests of KPPS as a lower level election organizer. In the policy formation process, the KPU asks for suggestions and recommendations from various parties. Various anticipations have been outlined in the policies produced by the KPU. The author is confident that looking at the pattern of policy formulation used, the KPU will produce policies that are right on target to realize elections with integrity.

Keywords: Public Policy, KPU, KPPS, 2024 Election.

ABSTRAK. Pemilu merupakan salah satu bukti nyata dari sebuah bentuk sistem demokrasi yang mana rakyat dilibatkan dalam menentukan arah kebijakan politik negara untuk lima tahun kedepan. Pemilu dilaksanakan secara langsung selain untuk meningkatkan pelaksanaan sistem demokrasi dalam proses politik. Pemilu 2019 meninggalkan banyak permasalahan, khususnya pada kasus banyaknya petugas KPPS (Kelompok Penyelenggara Pemungutan Suara) sebagai penyelenggara pemilu tingkat TPS yang meninggal dunia. Menurut rilis Kementerian Kesehatan, hingga tanggal 15 Mei 2019 sebanyak 527 petugas Pemilu 2019 meninggal dunia dan 11.239 orang sakit. Penelitian ini bertujuan untuk menganalisis mengenai kebijakan yang dilakukan oleh KPU dalam proses rekrutmen KPPS dalam pemilu 2024. Metode yang digunakan adalah deskriptif analisis dengan pendekatan kualitatif. Hasil penelitian menunjukkan bahwa KPU sebagai induk lembaga penyelenggara pemilu yang membawahi petugas *ad hoc* telah membuat kebijakan berdasarkan asas manfaat yang jelas. Proses perumusan kebijakan telah melalui berbagai proses. Dari pembuatan isu, melakukan advokasi isu, hingga *lobbying* kepada para pembuat kebijakan lainnya. Kebijakan KPU dalam rekrutmen KPPS sudah dibuat sedemikian mungkin untuk mengakomodir kepentingan KPPS sebagai penyelenggara pemilu ditingkat bawah. Dalam proses pembentukan kebijakan, KPU meminta saran dan rekomendasi dari berbagai pihak. Berbagai antisipasi telah dituangkan dalam kebijakan yang dihasilkan KPU. Penulis yakin melihat pola perumusan kebijakan yang digunakan, KPU akan menghasilkan kebijakan yang tepat sasaran untuk mewujudkan pemilu yang berintegritas.

Kata Kunci: Kebijakan Publik, KPU, KPPS, Pemilu 2024.

A. INTRODUCTION

Indonesia, as one of the largest democratic countries in the world, has had a long experience in the process of holding general elections, starting from legislative elections, presidential elections, and regional head and deputy regional head elections. In the process of holding elections, one of the keys to success lies in the election organizers. Through election organizers who have integrity, and are independent and professional, it is hoped that elections can be of high quality and accepted by all parties.¹ On the other hand, an election that is considered full of fraud and manipulation will give rise to many lawsuits, even rejection and violence. Based on an evaluation of the 2014 election, LP3ES, through its research, said that one of the vulnerable points for fraud in the implementation of elections lies in the professionalism and independence of organizers at lower levels such as PPS and KPPS.²

Elections are clear evidence of a democratic system in which the people are involved in determining the direction of the country's political policies for the next five years. Elections are held directly in addition to improving the implementation of the democratic system in the political process. It is also to foster a government that is legitimate, strong, responsible, and capable of implementing government. General Election Organizers or Elections are institutions that organize elections. Election organizers consist of the General Election Commission (KPU), Election Supervisory Body (Bawaslu), and DKKP. Of course, the election management institution has a unified function which is regulated in the Election Organizer Decree and circular letter.³ Stufenbau's theory likens legal norms to stairs, where the institution that occupies the lowest part must follow the legal norms that apply to the institution that occupies the higher or highest part. It means that in holding elections, everyone must follow the guidelines used, namely Pancasila and the 1945 Constitution.

Elections that are held regularly are an indicator of democracy in Indonesia. Since reform, the Indonesian people have held elections 5 (five) times, namely the 1999 Election, the 2004 Election, the 2009 Election, the 2014 Election, and the 2019 Election⁴. In implementing the election, the KPU as the election organizing institution formed an ad hoc body to carry out tasks at the sub-district, village/sub-district level, up to the TPS. The formation of ad hoc bodies

¹ Abdoellah, A. Y. & Rusfiana, Y. (2016). *Teori dan Analisis Kebijakan Publik*. Bandung: Penerbit Alfabeta, hlm. 83

² Dunn, W. N. (2003). *Pengantar Analisis Kebijakan Publik*. Yogyakarta: Gadjah Mada University Press, hlm. 98

³ Febryan, A. (2022). *Mengapa Batas Maksimal Usia Petugas KPPS 55 Tahun? Ini Penjelasan KPU*. Retrieved from <https://www.republika.co.id/berita/rjr32c409/mengapa-batas-maksimal-usia-petugas-kpps-55-tahun-ini-penjelasan-kpu> diakses pada 17 November 2023.

⁴<https://www.kpu.go.id/>

has its criteria at each level. The 2019 election left behind many problems, especially in the case of many KPPS (Polling Organizing Group) officers as election organizers at the TPS level who died. According to a release from the Ministry of Health, as of May 15, 2019, about 527 officials in the 2019 election had died and 11,239 people were sick.⁵

The performance of ad hoc officer recruitment so far still uses old methods such as carrying out written exams and interview stages which have a low level of transparency. To increase public trust in election organizers, an open recruitment system for organizing officers is needed to provide the public with as much space as possible to monitor the recruitment process. Surbakti & Nugroho⁶ criticized the recruitment process for ad hoc election organizers that needed to be thoroughly evaluated because the results of their work would determine the quality of the election. In the current era of digitalization, an information system can increase the transparency of the ad hoc officer recruitment process. Open access to information can be used by the public to participate in democratic life.⁷

B. RESEARCH METHOD

The research uses a descriptive analysis method with a qualitative approach. This research aims to focus on efforts to understand the patterns of phenomena that occur such as certain thought patterns, certain rationalities, certain ethics, cultural themes, or values. The results of this all attempt to describe an objective empirical situation regarding the phenomenon or problem being studied.⁸

⁵ <https://nasional.kompas.com/read/2020/01/22/15460191/refleksi-pemilu-2019-sebanyak-894-petugas-kpps-meninggal-dunia> diakses pada 17 November 2023.

⁶ Hayati, D. N. (2022). Komisi II DPR Dukung Kenaikan Honor Badan *Ad hoc* Pemilu 2024, Ini Alasannya. Retrieved from <https://nasional.kompas.com/read/2022/08/11/19221271/komisi-ii-dpr-dukung-kenaikan-honor-badan-ad-hoc-pemilu-2024-ini-alasannya> diakses pada 17 November 2023.

⁷ Harahap, R. A. F., & Fahmi, K. (2019). Analisis Undang-Undang Nomor 7 Tahun 2017 tentang Pemilihan Umum. *JPPUMA: Jurnal Ilmu Pemerintahan dan Sosial Politik UMA*. 7(2). 93-101. <https://doi.org/10.31289/jppuma.v7i2.2563>

⁸ Subadi, T. (2006). *Metode Penelitian Kualitatif*. Surakarta: Penerbit Muhammadiyah University Press, hlm. 95

C. DISCUSSION

1. Duties, Authorities and Obligations of KPPS

The duties, authority, and obligations of the KPPS are regulated in detail through the law concerning General Election Organizers. The tasks, command, and responsibilities of KPPS include:⁹

- a. Providing announcement of the permanent voter list at the TPS;
- b. Provide a list of permanent voters to election witnesses present and election supervisors in the field;
- c. Carrying out voting and counting votes at designated polling stations;
- d. Shows the results of vote counting at the polling station;
- e. Immediately following up on findings and reports submitted by witnesses, Field Election Supervisors, Election participants, and the public on voting day;
- f. Responsible for maintaining and securing the integrity of the ballot box after the ballot box is sealed;
- g. Make a vote counting certificate and submit it to Election witnesses, Field Election Supervisors, and PPK via PPS;
- h. Provide vote counting results to PPS and Field Election Supervisors;
- i. Provide a sealed ballot box containing ballot papers and a certificate of vote counting results to PPK via PPS immediately on the same day;
- j. Carry out duties, authority, and other obligations assigned by the KPU, Provincial KPU, Regency/City KPU, PPK, and PPS by statutory regulations; And
- k. Carry out duties, authority, and other obligations by statutory provisions.

KPPS is the lowest structure of the General Election Commission (KPU) as election organizers tend to be ignored when there are changes in electoral political policies and changes in the organization of election organizing bodies.¹⁰ Even though the duties, authority, and obligations of the KPPS changed to a broader and heavier direction in the 2019 elections, electoral political policies are still the same as in the previous elections. The KPPS organization is still managed by 7 people while the workload increases. It was a different matter when it was realized that it was necessary to strengthen enforcement of

⁹ Purbolaksono, A. (2022). Memperhatikan Pembentukan Badan *Ad hoc* Pemilu Serentak 2024. Retrieved from <https://www.theindonesianinstitute.com/memperhatikanpembentukan-badan-ad-hoc-pemilu-serentak-2024/> diakses pada 17 November 2023

¹⁰ Haris, Samsuddin, ed., *Pemilu Langsung di tengah Oligarki Partai*. Jakarta: Gramedia, 2005, hlm. 42

the code of ethics for election organizers. Initially, it was handled by the KPU and Provincial KPU, then it gave birth to a policy to form a new organizing body in the field of enforcing the code of ethics. Followed by the formation of the Election Organizer Honorary Council (DKPP) in 2011.¹¹ DKPP is an institution charged with managing violations of the code of ethics for election organizers and is a unified function of organizing elections.

2. KPPS Recruitment Challenges

The case of an ad hoc officer who died after the 2019 election became the focus of various parties. The KPU as the main institution organizing elections is considered to have failed to pay attention to the welfare of its officers at lower levels. This case has become a hot topic of discussion among various parties. To overcome the post-2019 election crisis in anticipation of the 2020 regional elections and 2024 elections, the KPU is evaluating policies related to the workload and welfare of KPPS officers. In formulating policies, the KPU asked for input from various parties by participating in discussions that discussed problems that emerged from the 2019 Election.

The KPU received a recommendation from the Ministry of Health regarding the proposed age limit for KPPS officers as stated in KPU Regulation Number 8 of 2022 Article 35 paragraph (2) which reads "age requirements as intended in paragraph (1) letter b for KPPS are considered within the age range of 17 (seventeen) to 55 (fifty-five) years, starting from the day of voting for the General Election or Election." The Ministry of Health has the competence to act as a reference for policy-making by the KPU. By Idham Holik's assertion¹² on the following "So, 55 years of age is the maximum limit recommended by health activists". KPPS' non-stop workload from receiving election logistics, opening polling stations, starting voting, to counting votes requires optimal physical health conditions. The process of formulating policies based on recommendations from various competent parties will create policies that are right on target.

The KPU's policy-making process is based on an evaluation of the policies that have been taken in the implementation of the 2019 General Election and the 2020 Regional Head Election. Policy evaluation is carried out to assess the extent to which public policy

¹¹ Ibid

¹² Febryan, A. (2022). Banyak Pelanggaran, KPU Minta Rekrutmen PPK dan PPS Dilakukan Profesional. Retrieved from <https://www.republika.co.id/berita/rly261382/banyak-pelanggaran-kpu-minta-rekrutmen-ppk-dan-pps-dilakukan-profesional> diakses pada 17 November 2023

is effective or not and can be held accountable to the public to achieve the stated policy objectives.¹³ Policy objectives will be achieved effectively. In formulating policies, each party should be able to contribute to providing various views on the solutions to be sought for problems in civilization. Policies like this can overcome various potential issues that may arise. Policymakers must not close themselves off as if they understand best the authority they have.

Furthermore, to ensure the welfare of ad hoc officers administering the 2024 Election, the KPU proposed a policy of determining an increase in honorarium for the government considering the workload of the 2024 Election. The KPU proposed an increase in honorarium of 3 times the honorarium for ad hoc officers in the previous election. The government has approved an increase in the honorarium for ad hoc officers, although it is not as large as the proposal from the KPU. In the proposal process regarding the amount of honorarium for ad hoc officers, the KPU succeeded in getting support from Commission II of the DPR. Rifqinizamy Karsayuda stated "The increase in honorarium for the 2024 election ad hoc officers is a commitment of the DPR, government, and election organizers. "I hope that the increase in the ad hoc agency budget will have an impact on increasing the quality and quantity of organizers in the implementation of the 2024 elections."¹⁴ In the creation process, the process of seeking support to create policies is called the issue advocacy process. Public policy advocacy aims to obtain commitment to defense and assistance to ensure the formation of an issue into policy.¹⁵ Issues that will become policies get the attention of policymakers. In the case of the KPU as the maker of the issue regarding the increase in honorarium for ad hoc officers, this issue is paid attention to by the DPR as a legislator so that it can influence the government to pass the issue into a budgeting policy for the honorarium of ad hoc officers.

This policy is contained in the KPU Chairman's Letter Number 691/KU.01-SD/01/2022 Regarding Other Input Cost Units (SBML) for General Election Stages and Regional Election Stages dated September 7, 2022. In this proposed policy, the KPU understands the workload of ad hoc officers which will become increasingly difficult in the 2024 Election. Policies are needed that can accommodate the needs of the subjects

¹³ Mahardhani, A. J. (2018). *Advokasi Kebijakan Publik*. Ponorogo: Calina Media, hlm. 42

¹⁴ Hayati, D. N. (2022). Komisi II DPR Dukung Kenaikan Honor Badan *Ad hoc* Pemilu 2024, Ini Alasannya. Retrieved from <https://nasional.kompas.com/read/2022/08/11/19221271/komisi-ii-dpr-dukung-kenaikan-honor-badan-ad-hoc-pemilu-2024-ini-alasannya> diakses pada 17 November 2023

¹⁵ Wahyudi, I. (2008). *Memahami Kebijakan Publik dan Strategi Advokasi Sebuah Panduan Praktis*. Malang: In-Trans Publishing, hlm. 420

being regulated. In the same policy, the KPU also regulates compensation for risks experienced by ad hoc officers while holding the 2024 elections.

In its policy, the KPU anticipates the possibilities that will occur. In the post-2019 election crisis, there were no regulations regarding compensation if an officer died. Reflecting on this problem, in preparation for the 2024 General Election, the KPU has prepared certainty regarding the responsibility for providing compensation to officers who experience disasters as above. Indeed, the policies taken by policymakers must be able to anticipate every condition that occurs. Even though during the policy formulation process we don't expect anything bad to happen, at least there is crisis management in the policies taken. However, public policy must have a goal in the public interest.

3. Recruitment of Ad Hoc Officers to realize Elections with Integrity

The KPU faces problems related to KPPS and ad hoc officers, namely the public's opinion that the recruitment of ad hoc officers is not transparent. Currently, the election stage that is taking place is PPK recruitment. However, there are still disputes regarding the recruitment process for ad hoc officers in Bone Regency, South Sulawesi. One of the participants complained that the interview stage did not have clear assessment standards for DKPP. A similar thing also happened with the recruitment of ad hoc supervisors by Bawaslu, where 28 city/district Bawaslu were reported to DKPP for alleged violations in the Panwascam recruitment process. There are deficiencies in the policies made by the KPU or other institutions regarding the recruitment of ad hoc officers. One of the highlights is the KPU's policy of still using the interview test stage in the ad hoc officer recruitment process. The rules made by the KPU do not provide clear criteria and assessment weights for the interview process. Evaluation of prospective ad hoc officers is often based on subjective assessments, based on the preferences of the recruitment committee. It is very dangerous. The author finds it ironic that the selection of election administrators alone has been influenced by nepotism, how can elections produce good leaders?

D. CLOSING

The 2019 election left behind many problems, especially in the case of many KPPS (Polling Organizing Group) officers as election organizers at the TPS level who died. According to a release from the Ministry of Health, as of May 15, 2019, 527 2019 election officials had died and 11,239 people were sick. KPPS is the lowest structure of the General

Election Commission (KPU) as election organizers tend to be ignored when there are changes in electoral political policies and changes in the organization of election organizing bodies. Even though the duties, authority, and obligations of the KPPS changed to a broader and heavier direction in the 2019 elections, electoral political policies are still the same as in the previous elections.

The KPU as the parent election organizing institution which supervises ad hoc officers has made policies based on the principle of clear benefits. The policy formulation process has gone through various processes. From creating issues, and advocating issues, to lobbying other policy-makers. However, as an independent institution, the KPU is still limited by regulations that require an RDP with the DPR, thus opening a gap for intervention. However, the KPU can use this to increase public attention to the policy issues being taken. The KPU gained great legitimacy through the RDP process with the DPR. The KPU's policy in KPPS recruitment has been made in such a way as to accommodate the interests of KPPS as a lower-level election organizer. In the policy formation process, the KPU asks for suggestions and recommendations from various parties. Various anticipations have been outlined in the policies produced by the KPU. The author is confident that looking at the pattern of policy formulation used, the KPU will produce policies that are right on target to realize elections with integrity.

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