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Determinants of Simultaneous Election Recapitulation Information System Program in Tomohon City

Oliva Pusung¹, Itje Pangkey², Jetty E. Mokatz³

Public Administration Magister Program, Faculty of Social Sciences and Law,
Universitas Negeri Manado, Indonesia

oliva.pusung24@gmail.com¹, itjepangkey@unima.ac.id², jettymokat@unima.ac.id³

Abstract. This study aims to analyze the determinants of policy implementation using the Simultaneous Election Recapitulation Information System for Mayors and Deputy Mayors in 2020, using the Milles model qualitative research method which has been modified. The research results show that: a). there is no strong commitment or disposition from the General Election Commission in responding to the unavailability of internet facilities at certain election places and has not seriously trained the technical team implementing the simultaneous election system in implementing the program, b). adequate human resources are not yet available to implement the program, adequate funds are not available, and adequate internet network infrastructure is not yet available, c). the bureaucratic structure is still weak because it does not yet have standard operating procedures specifically strengthened by the Tomohon General Election Commission for implementation simultaneous general elections in 2020. For this reason, it is recommended that a). there is a strong commitment or disposition from the General Election Commission in responding to the unavailability of internet facilities at certain election places and has not seriously trained the technical team implementing the simultaneous election system in implementing the program, b). adequate human resources are available in implementing the program, c). adequate funds are available, d). adequate internet network infrastructure is available, e). bureaucratic structure through the establishment of standard operating procedures specifically by the Tomohon General Election Commission for the implementation of simultaneous general elections in 2020.

Keywords. Determinants, Implementation, Simultaneous Election Recapitulation Information System Program for Tomohon City

A. Introduction

The Election Commission's policy Number 19 of 2020 stipulates the Simultaneous Election Recapitulation Information System program or "SIREkap" which will be implemented in every electoral district, including in Tomohon City. This program is in the form of application tools as: a). means of publication of vote counting results and recapitulation of vote counting results, b). an auxiliary tool in carrying out the recapitulation of the results of the election vote count, and for the first time it is being used in the holding of simultaneous regional head elections in 2020. This system has five main functions, namely: a). read the vote tally at the TPS level as stated in the C-Result-KWK form, b). means of adding up the results of the vote

acquisition at each level of recapitulation, c). a means for sending the results of vote acquisition at every level starting from KPPS to PPS, and to PPK in all Regencies/Cities, up to Regencies/Cities to Provinces, d). means of publicizing the results of votes. and e). as a control tool as well as to cut the chain of vote recapitulation manipulation that occurs in stages.

Based on observations made during the 2020 election for the mayor and deputy mayor of Tomohon, there were several obstacles in implementing or using the application, including the KPPS which failed to send scan results due to a server error. Applications that have successfully logged in when used appear changed to have not been activated or this device has not been initialized. KPPS clicked again on the link in the telegram but couldn't because the activation link was already used. The city operator wants to reactivate the link that has been used but the web cannot be logged in because the server is congested which has an impact on using the program to send scan results of the C-result-KWK form not to TPS which is not successful. In addition, there are other technical problems, namely there are several constituencies that have poor internet network, and there are even areas that do not yet support internet network, so operators experience problems sending voting recap results.

Based on these data, a study was conducted on the determinant factors influencing the implementation of the 2020 Mayor and Deputy Mayor Simultaneous Election Recapitulation Information System program at the General Election Commission of Tomohon City.

B. Literature review

Public Policy

Public policy must be distinguished from other forms of policy, for example private policy. This is influenced by the involvement of non-government factors. Within the substantive framework of public policy are all activities carried out by the government to solve the public problems it faces (Indiahono, 2009:18)[1].

Robert Eyestone as quoted by Leo Agustino (2008: 6) defines public policy as "the relationship between government units and their environment"[2]. Many people think that this definition is too broad to understand, because what is meant by public policy can cover many things. According to Nugroho (2014), there are two characteristics of public policy, namely: 1) public policy is something that is easy to understand, because its meaning is the things that are done to achieve national goals; 2) public policy is something that is easy to measure, because the measurement is clear, namely the extent to which progress in achieving the goals has been taken [3].

Anderson in Widodo (2010) defines public policy as policies developed by government agencies and officials, where the implications of these policies are: 1) public policies always have specific goals or have goal-oriented actions. . 2) Public policy contains government actions. 3) Public policy is what the government actually does, so it is not what it is still meant to do. 4) The public policy taken can be positive in the sense that it is the government's action on all certain issues, or negative in the sense that it is the government's decision not to do something. 5) Government policies at least in a positive sense are based on binding and coercive laws and regulations [4].

Carl I. Fredrick in Nugroho (2004) explains public policy as a series of actions proposed by a person, group or government in a certain environment, with existing threats and opportunities, where the proposed policies are aimed at exploiting the potential while overcoming existing obstacles in the context of achieve a certain goal [5].

Public Policy Implementation

Nugroho in Aneta (2012) states that policy implementation is in principle a way for a policy to achieve its goals [6]. Meanwhile, according to Waluyo in Ferdika and Ermanovida (2021), policy implementation is defined as the translation of public policy which is generally still in the form of general questions containing goals, objectives into programs that are more operational, all of which are intended to realize the goals or objectives stated in the policy [7].

Mazmanian and Sabatier in Nawawi (2009:131) define that policy implementation is the implementation of basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or decisions of other agencies [8]. In addition, Lester and Stewart in Winarno (2002: 101) define that policy implementation is viewed in a broad sense, as a legal administration tool where various actors, organizations, procedures and techniques work together to carry out policies to achieve impact or desired destination [9].

Pressman and Wildavsky in Graham (2005) argue that, "implementation as to carry out, accomplish fulfill produce, complete"[10].

So etymologically implementation can be intended as an activity related to the completion of a job by using means (tools) to obtain results. If the definition of implementation above is coupled with public policy, then the word implementation of public policy can be interpreted as an activity of completing or implementing a public policy that has been determined/approved by using means (tools) to achieve policy goals. Furthermore, according to Lester and Stewart in Cristianingsih (2020) argued that the implementation of public policy is a stage that is carried out after the rule of law is established through a political process [11].

Santoso (2010:43) in Masengi et al. (2023) said that policy is a set of ideas or goals that are carried out by the government or an organization wants to achieve. To make policies effective, governments or organizations must make them happen, that is, take the necessary steps to make them happen [12]. This is in line with Udoji's view in Dilapanga et al. (2023) emphasized that policy implementation is important, even far more critical than policy making. Policies will only be dreams or good plans stored neatly in the archives if they are not implemented [13].

Public Policy Models

The first model introduced by Donald Van Meter and Carl Van Horn (1975) in Simamora (2018) is the most classic model. This model assumes that policy implementation runs linearly from public policy, implementers, and public policy performance. Some of the variables included as variables that influence public policy are 1) Implementation activities and inter-organizational communication. 2) Characteristics of implementing agents/implementators. 3) Economic, social and political conditions. 4) The tendency of the executor/implementor [14].

The second model is a model developed by Daniel Mazmanian and Paul A. Sabatier (1983) in Sirajuddin (2014) that implementation is an effort to implement policy decisions. The mazmanian and Sabatier models are called the Implementation Analysis Framework Model, and are classified into 3 (three) variables namely independent variables, Intervenin variables, and Dependent variables [15].

The third model is the Ambiguity-Conflict Matrix Model developed by Richard Matland (1995) which is described in Aritonang (2011). He explained that administrative implementation is implementation that is carried out in the daily operations of the government bureaucracy. Policies here have low ambiguity and low conflict. Political implementation is implementation that needs to be forced politically, because even though the ambiguity is low,

the level of conflict is high. Experimental implementation was carried out on ambiguous policies, but the level of conflict was low. Symbolic implementation is carried out on policies that have high ambiguity and high conflict [16].

Determinants of Policy Implementation

Nugroho in Larantika (2017) writes that in principle there are things that need to be met for the effectiveness of policy implementation, namely: First, is the public policy issued appropriate? The accuracy of this public policy is assessed from the ability of public policy formulation to solve existing problems in society. Second, the accuracy of the implementor. Basically, the implementor does not always have to be the government, but can also be implemented in collaboration between the government, the community or the private sector, or it can be transferred to the private sector. Third, the accuracy of the implementation target with regard to whether the targeted intervention is in accordance with the plan, whether other policies have the same intervention, whether the target is in a condition ready for intervention. Fourth, is the policy implementation environment appropriate?; Fifth, the accuracy of the process in the sense of whether the public understands, accepts and is ready to implement the policy [17].

Siregar (2021) discusses the views of Van Meter and Carl E Van Horn who put forward six aspects that influence policy implementation, namely policy standards and targets, resources, inter-organizational communication and strengthening activities, characteristics of implementing agents, the five implementor dispositions, and social, economic and political [18].

Mazmanian and Sabatier discussed by Nugroho (2004) said that there are three (3) aspects that influence the success of implementation namely: first, the characteristics of the problem (tractability of the problems); second, the characteristics of the policy (ability of statute to structure implementation); and third, environmental characteristics (nonstatutory variables affecting implementations) [5].

Evaluation of Public Policy Implementation

To assess whether the public policy has an impact on the public, Dunn (2013: 610) put forward several criteria including a) Assessing effectiveness means whether the desired results have been achieved, b) Assessing efficiency means how much effort is needed to achieve the desired success, c) Assessing adequacy means how far the achievement of the desired result solves the problem, d) Assessing equity means whether costs and benefits are distributed equally among different groups, e) Assessing responsiveness means whether the policy results satisfy needs, f) Assessing group preference or value -certain groups, and g) Assessing accuracy means whether the desired results (objectives) are really useful or valuable [19].

Lester and Steward in Nugraheni and Hidayat (2018) group public policy evaluation into four parts, namely a) process evaluation, namely evaluation regarding the implementation process, b) outcome evaluation, namely evaluation regarding the results and/or effects of policy implementation, c) evaluation policy, namely whether the results achieved reflect the desired goals, and d) evaluation of meta-evaluations relating to the evaluation of various implementations of existing policies to find similarities [20].

Edward A. Schuman in Cahyani and Marom (2017) suggests 6 steps in policy evaluation, namely: a) Identifying program objectives to be evaluated, b) Analysis of problems, c) Description and Standardization of activities, d) Measurement of the level of change that has occurred, e) Determining whether the observed changes are the result of the activity or due to other causes, and f) Several indicators to determine the existence of an impact [21].

Agustino (2008), writes that policy output has clear standards, for example in the form of visible objects such as road construction, social welfare payment programs. While the policy outcomes try to determine the effect of policy implementation in real life conditions by finding out what you want to do, how to implement it and what are the results of implementing the policy. While the impact of the policy according to Agustino has several dimensions, namely: a) related to involving the community, b) regarding the influence of the policy on current conditions and c) the indirect impact of the policy [2].

Recapitulation Information System (SIREkap)

Sirekap is different from the Calculation Information System (Situng) which was used in previous elections only as a means of publishing election results. While Sirekap is not only a means of publication, it functions as an aid in the vote counting process and tiered vote recapitulation. There are at least two changes to Sirekap's design compared to Situng, especially those expected in the 2020 elections. The first is from the procedure and how it works. Both from the technology side used.

KPU is collaborating with the Bandung Institute of Technology (ITB) to improve the electronic recapitulation system by developing a better electronic recapitulation system, which no longer involves manual data input. The technologies chosen are Optical Character Recognition (OCR) and Optical Mark Recognition (OMR). The use of these two technologies allows data from photographs and handwriting scans to be read and processed.

With this system, the KPPS officer only sends a photo of the C.Results-KWK form which is an official report and certificate of vote counting results at the TPS using a device or gadget such as a smartphone that has been installed with the Sirekap application. In the data center, photos of the document results of the vote count are directly processed by the machine. In this case it is translated by the Sirekap system which uses OCR and OMR technology. The Sirekap system then recapitulates the results of the machine readings, based on region and contestants.

In addition to the mobile version of the Sirekap application used by KPPS officers in the voting and counting stages, KPU and ITB are also developing a desktop/web version of the Sirekap application. This Web Sirekap application is used by PPK officers, Regency/City KPU and Provincial KPU in recapitulating vote counting results at the sub-district, regency/city and provincial levels.

How the Sirekap works at the TPS level is regulated in PKPU Number 18/2020 concerning amendments to PKPU Number 8/2018 concerning Voting and Vote Counting for the Election of Governors and Deputy Governors, Regents and Deputy Regents, and/or Mayors and Deputy Mayors. In this PKPU it was established on November 23 2020, this Sirekap is specifically regulated in a separate chapter in PKPU number 18/2020 [22].

C. Methods

This study uses a qualitative approach with a phenomenological method and focuses on analyzing the program determinants of using the recapitulation information system for the simultaneous election of mayor and deputy mayor in 2020. Data collection techniques are through: (a) observation, (b) related documents and (c). interview.

D. Results and discussion

Evaluation of the Implementation of the SIREKAP program in the 2020 Tomohon Mayor and Deputy Mayor Elections

KPU RI developed an information technology-based tool in the form of an electronic recapitulation information system (Sirekap) to be used in the 2020 Simultaneous Elections. Instructions for using the Sirekap Application are set forth in the Decree of the General Election Commission of the Republic of Indonesia Number 597/PL.02.2-Kpt/06/KPU/ XI/2020.

Concerning Instructions for Using the Recapitulation Information System in the 2020 Election of Governor and Deputy Governor, Regent and Deputy Regent, and/or Mayor and Deputy Mayor, as amended by Decree of the General Election Commission of the Republic of Indonesia Number 611/PL.02.6-Kpt/06 /KPU/XII/2020 Regarding Amendments to the General Election Commission Decree Number 597/PL.02.2-Kpt/06/KPU/XI/2020 Regarding Instructions for Using the Recapitulation Information System in the Election of Governors and Deputy Governors, Regents and Deputy Regents, and/or Mayor and Deputy Mayor for 2020.

In the KPU RI Decree it is stated that Sirekap has 2 (two) functions: First, it is used as an aid in the process of recapitulating the results of vote acquisition in stages, and secondly it is used as a means of publishing data on vote counting results from all TPS and from every level of recapitulation to the public . Through Sirekap Mobile, the data on the results of the vote count is captured using a camera, then the data is sent to the server, then a check is made for the suitability of the application reading with the Model C-Results-KWK form.

Data that has been sent and checked from the TPS level will be recorded in the District Web Sirekap. The tabulated data base becomes the database used by Regency/Municipal KPU and Provincial KPU for publication. In addition, this database will also be used by PPK as initial data to hold Plenary Recapitulation meetings at the District level. Furthermore, the recapitulation results at the sub-district level will be aggregated and will be used as initial recapitulation data at the Regency/City level by Regency/City KPU. For Governor and Deputy Governor Elections, the data will be aggregated and will be used as initial recapitulation data at the provincial level by Provincial KPU.

There are two types of Sirekap, namely Mobile Sirekap and Web Sirekap. The Sirekap Mobile application is used to take photos, send, and check the suitability of application readings with the KWK-Result Model C form. The Sirekap Mobile application produces a digital copy of the Model C. Results-KWK form to be submitted to PPS and City Regency KPU. In addition, this application also generates vote count data at the TPS level as quick count publication data by Regency/City KPU.

Meanwhile, the Web Sirekap Application is used as a tool to assist the process of recapitulation of vote counting in stages at the sub-district, regency/city and/or provincial levels, then monitors data on the Recapitulation of Vote Count Results in stages at the sub-district, regency/city and/or province levels, and generates form Model D. Results of District KWK, Model D. Results of Regency/City-KWK, and Model D. Results of Province-KWK. In addition, it is used to record disputes and the results of disputes. The implementation of the Election Recapitulation Information System (Sirekap) for the 2020 Mayor and Deputy Mayor elections at the General Election Commission of Tomohon City involves various parties, including the Ministry of Home Affairs, the General Election Commission, Survey and Quick Count Institutions, and information technology experts.

The use of Sirekap in the recapitulation of voting results is carried out in accordance with statutory regulations issued by the Government and the General Elections Commission of the Republic of Indonesia and has gone through a pilot implementation of Sirekap. However, it

can also be analyzed that operators still do not understand in detail the procedures or procedures for applying Sirekap. This is due to the fact that the Sirekap Operators are still not optimally trained in the use of Sirekap. The preparations made by the General Election Commission for Tomohon City are to equip the Tomohon KPU operators by enrolling them in technical guidance by the RI KPU and the Provincial KPU. In addition, operators at the District Election Committee level and Voting Organizing Groups are provided with training/technical guidance carried out by the General Election Commission of Tomohon City.

The findings of researchers in the field are understanding and knowledge related to the use of Sirekap by Members of the Organizing Technical Division limited to the principles and regulations related to vote counting. KPU City of Tomohon has made preparations starting with the recruitment of ad hoc agencies and organizing training for Sirekap operators at each level. Tomohon City Election Commission, in this case the Main Sirekap Operator, has carried out the process of uploading Sirekap to assist KPPS who are constrained in terms of using mobile Sirekap. The use of TPS level Sirekap by KPPS did not all run smoothly.

KPU City of Tomohon has ensured that the necessary information technology infrastructure is available and ready for use. Human resources are also trained to understand and use the Sirekap system. This is in line with Van Horn's expression in Winarno (2002: 102) who argues that the implementation of public policy as actions taken by individuals (or groups) government and private are directed to achieve the goals set in the previous policy decisions [9].

The implementation of the policy refers to what activities are carried out in real terms, both those who carry them out from the KPU of Tomohon City and other parties that have been determined in existing policies. Policy implementation is the most important stage in an existing policy. At this stage it determines whether the existing policies that have been adopted by the KPU of Tomohon City are appropriate and successful in the field to produce output as planned. Policy implementation leads to the process of implementing the policy. In the practice of implementing policies there are political overtones and the existence of interest interventions. This is in line with Lester and Stewart in Winarno (2002: 101) who define that policy implementation is seen in a broad sense, as a legal administration tool in which various actors, organizations, procedures and techniques work together to carry out policies to achieve impact or desired destination [9].

Determinant factors in the use of SIREKAP Simultaneous Elections in the 2020 Election of Mayor and Deputy Mayor of Tomohon City

In conducting research to determine the determinants of the use of SIREKAP in the election of Mayor and Deputy Mayor of Tomohon, researchers used several indicators including 1) technical coordination and guidance, 2) resources (facilities and people), 3) attitude and commitment, and 4) work guidelines.

Coordination and technical guidance indicators. The findings in the field are that the coordination between the Tomohon City KPU and the District Election Committee, the Voting Committee has been going well. Coordination between the Tomohon City KPU and the District Election Committee and the Voting Organizing Group in stages has been going well, as can be seen from the Proactiveness of the District Election Committee in conveying matters relating to the use of Sirekap both to internal staff and to the community. Socialization/technical guidance on the use of Sirekap was carried out to the District Election Committee and the Voting Organizing Group, but for KPPS it was only carried out once which incidentally was the Sirekap implementor. In the early stages of policy implementation, coordination is an

important aspect of the entire policy process. According to George Terry in Sihombing and Ginting (2020), coordination is an orderly synchronization in an effort to provide the right amount, time directs implementation which results in harmonious and integrated actions for other purposes [23]. Training or technical guidance is a very close part of our way of communicating and coordinating the implementation of policies. George Edwards III (1980) in Pallewa (2016) argues that in order for the implementation of public policy to be carried out effectively by policy implementers it is necessary to know what they have to do [24]. Communication is a very important factor in determining the success of public policy implementation in that every implementer must coordinate well, know specifically about the rules set and must frequently socialize with the target group to achieve the goals set.

Resource indicator. The findings in the field are uneven network infrastructure at polling stations, which hinders the upload process at Sirekap. The condition and capacity of cellphones as a tool for using Sirekap varies for each KPPS. KPPS did not understand and know in detail about the use of Sirekap. Not all of the employees at the Tomohon City KPU understand the use of Sirekap. The capacity and competence of the KPPS have not been maximized, in addition to the availability of time that needs to be considered in implementing the Sirekap for Mayor and Deputy Mayor Elections. George Edwards III in Pallewa (2016) argues that policy implementation must be supported by resources including people, equipment/facilities, and information and authority [24]. If the policy implementers who are responsible for implementing the policy lack the facilities, the implementation of the policy will not be effective and efficient. Human resources are a problem that often becomes an obstacle in policy implementation. There is no doubt that human resources are the main and determine the survival of the organization. Likewise in organizations that are larger in scope, such as government organizations, the existence of human resources plays a very important role in explaining the meaning of government functions and being able to translate and carry out these government functions effectively and efficiently. Such formulation is in line with the notion of human resources by Cushway in Primayana (2015) that human resources "as a series of strategies, processes and activities designed to support company goals by integrating company and individual needs." [25]. From a resource perspective, the root of the problem is not in existing and clear regulations or policies, it's just that it becomes difficult to implement due to limited resources, both human resources, budget and infrastructure. Even though it is so clear as it is acknowledged and stated that the resource factor in an organization is very meaningful and its existence is to support the increase in work productivity within the organization. The logic is simple that human and other resource aspects are one of the most important elements that determine the success or failure of policy implementation.

Indicators of attitude and commitment. The findings of researchers in the field are that the Attitude and Commitment of the Tomohon City KPU in using Sirekap to the organizers below have been conveyed and implemented properly. KPU City of Tomohon has behaved well with the organizers under it and has a real commitment so that the Sirekap objective of conveying information to the public on the results of the Simultaneous Elections can be achieved. The results of the Tomohon City KPU voting recapitulation are submitted to infopemilu.go.id. Disposition is the attitude and commitment of the implementer to the program or policy. Edward III in Winarno (2002) suggests "tendencies or dispositions are one of the factors that have important consequences for the implementation of effective policies" [9]. If the executors have a positive tendency or attitude or there is support for the implementation of the policy, then there is a high probability that the implementation of the policy will be carried out in accordance with the initial decision. And vice versa, if the implementers have a negative

attitude or refuse to implement the policy because of a conflict of interest, the implementation of the policy will face serious obstacles.

Work guide indicators. The findings of researchers in the field are that the Tomohon City KPU in using Sirekap refers to the RI KPU Technical Guidelines. The Tomohon City KPU is guided by the technical instructions issued by the RI KPU regarding the procedure for using Sirekap. So it can be concluded that even though they did not make their own SOP, they referred to the KPU RI Technical Guidelines so that the use of Sirekap was carried out in accordance with applicable regulations. Work guidelines according to Laksmi are a system of money arranged to facilitate, tidy up and order work and in this system contains a sequence of work processes from start to finish. Standard operational procedure (SOP) is a development of internal demands for certainty of time, resources and the need for uniformity in a complex and extensive work organization (Winarno, 2002)[9]. Standard work guideline measures are commonly used to address common situations in various public and private sectors. With this work guideline, implementers can optimize the time available and can function to standardize the actions of officials in complex and widespread organizations, so as to generate great flexibility and greater uniformity in the application of regulations. From this theory, the researcher concludes that the organizational structure in charge of implementing policies has a significant influence on policy implementation. One of the important structural aspects of any organization is the existence of good operating procedures. SOP becomes a guideline for every implementer in acting.

E. Conclusion

Based on the results of the research and discussion above, the researcher concludes that this research is as follows:

1. Evaluation of the Implementation of the 2020 Simultaneous recapitulation information system program for the 2020 Election of the Mayor and Deputy Mayor of Tomohon is as follows:

a. KPU City of Tomohon has ensured that the necessary information technology infrastructure is available and ready for use,

b. Human resources are also trained to understand and use the Sirekap system,

c. The findings of researchers in the field are understanding and knowledge related to the use of Sirekap by Members of the Organizing Technical Division limited to the principles and regulations related to vote counting. KPU City of Tomohon has made preparations starting with the recruitment of ad hoc agencies and organizing training for Sirekap operators at each level. Tomohon City Election Commission, in this case the Main Sirekap Operator, has carried out the process of uploading Sirekap to assist KPPS who are constrained in terms of using mobile Sirekap.

d. The use of TPS level Sirekap by KPPS did not all run smoothly.

2. The determinant factors in the use of the Simultaneous Election Sirekap of the Mayor and Deputy Mayor of Tomohon in 2020 are as follows:

a. There are KPPS who have not been able to use the SIREKAP application in the election for the mayor and deputy mayor of Tomohon. There is low technical ability of the KPPS team to use the SIREKAP application in the election of the mayor and deputy mayor of Tomohon

b. There was a KPPS that failed to send scan results,

- c. The Sirekap application that has successfully logged in when used looks like a sirekap application that has not been activated (this device has not been initialized) KPPS clicks again on the link in the telegram but it can't because the activation link has been used,
- d. City operators cannot reactivate links that have been used. Web administrators cannot log in because the server is congested,
- e. There are areas that have an internet network but when sending the results of voting recaps, they cannot be sent or there is an error
- f. There are KPPS areas that do not yet have an internet network, such as the East Tomohon District area.

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