

Implementation of the Voting Committee Recruitment Policy in Modoinding District, South Minahasa Regency for the 2024 Election

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Abstract

This study aims to analyze the policy implementation of the recruitment of Voting Committee (PPS) in Modoinding District, South Minahasa Regency, during the 2024 Regional Election. The research employed a descriptive-qualitative method using a case study approach. Data were collected through in-depth interviews, observations, and document analysis. The analytical framework refers to Merilee S. Grindle's implementation theory, focusing on two key variables: policy content and context of implementation. Findings indicate substantial challenges in implementation, particularly regarding digital literacy, technological access gaps, and the lack of context-based socialization. Moreover, the top-down nature of the recruitment policy has not adequately addressed the geographical and socio-cultural aspects of the local community. It is concluded that the recruitment policy lacks inclusivity and responsiveness, thus requiring a more adaptive and localized approach.

Keywords: Policy Implementation, Recruitment, Polling Committee

Introduction

The 2024 simultaneous regional elections (Pilkada) are a crucial national agenda for maintaining the sustainability of democracy in Indonesia (Agustiawa et al., 2024; Nikmah, 2024). The success of the elections depends heavily on the readiness of election organizers at various levels, including ad hoc bodies such as the Voting Committee (PPS), which plays a strategic role at the village or sub-district level (Djidar et al., 2025). The PPS is responsible for managing the election stages directly within the community, making its presence and quality key factors in ensuring the integrity and credibility of the election.

In the context of Modoinding District, the PPS formation process faced several challenges, particularly low public participation in the PPS candidate registration process. According to Rivera (2012) and Huppert & So (2013), this low level of interest from applicants indicates structural and cultural issues that require deeper examination. This necessitates a critical review of the implementation of ad hoc body recruitment policies, which have tended to be centralized and have not fully accommodated local conditions (Munga et al., 2009; Taylor, 2000). By understanding the obstacles encountered on the ground, it is hoped that more adaptive and

contextual policy solutions can be found for the implementation of election organizer recruitment in the regions.

Lelono & Susilowati (2023) said that, the formation of the Voting Committee (PPS) is an integral part of the election management structure, operating in a hierarchical manner under the coordination of the General Elections Commission (KPU). The PPS is established to assist the KPU in carrying out its duties at the village or sub-district level, particularly in ensuring the smooth running and accuracy of each election stage. The existence of the PPS is crucial, particularly in the context of simultaneous elections, which require detailed coordination and technical implementation at the grassroots level (Vitri & Adnana, 2024).

One of the PPS's primary roles is to assist the Regency/City KPU in implementing voter data updating stages. This stage includes the preparation of the Temporary Voter List (DPS), the Revised Voter List (DPHP), and the establishment of the Final Voter List (DPT). Furthermore, the PPS is responsible for the verification and recapitulation of support for individual candidates, particularly in regional head elections that allow for independent candidates (Olatunji, 2024). These tasks require accuracy, integrity, and a high level of commitment from each PPS member.

Furthermore, the PPS's responsibilities extend beyond technical administrative aspects to the implementation of all stages of the regional election process within its jurisdiction (Sulastri & Handayani, 2016; Amancik et al., 2024). The Law on Regional Head Elections states that the Voting Committee (PPS) is obligated to implement all election stages at the village/sub-district level, as determined by the Regency/City General Elections Commission (KPU) and the Sub-district Election Committee (PPK). Given its crucial role, the performance of the PPS is crucial to the success of a democratic, transparent, and participatory regional election.

In accordance with the provisions of General Elections Commission Regulation (PKPU) Number 8 of 2022 and KPU Decree Number 476 of 2024, the recruitment process for Voting Committee (PPS) members must meet a minimum quota requirement, which is twice the number needed for each village or sub-district. This provision is intended to ensure a competitive selection process and ensure the quality of prospective election organizers at the village level (O'Brien & Han, 2009). However, during implementation in Modoinding District, South Minahasa Regency, it was found that five out of ten villages were unable to meet the required quota of applicants.

This situation reflects fundamental issues in the recruitment process that require serious attention (Breaugh & Starke, 2000). The low number of applicants is suspected to be caused by several factors, including limited digital literacy, which hinders access to information and the online registration process. Furthermore, public understanding of administrative registration procedures remains low, leading to confusion and disinterest in participating. Weak public outreach by election organizers at the sub-district and village levels also exacerbated the low participation rate, ultimately impacting the effectiveness of the PPS recruitment process.

This research utilizes O'Toole (2000), theory of policy implementation, which emphasizes that the success of a policy is significantly influenced by two main aspects: policy content and the context of implementation. Policy content encompasses the policy's objectives, available resources, and the actors involved in its formulation. Meanwhile, the context of implementation refers to the social, political, and institutional conditions that influence policy implementation on

the ground. These two aspects interact to determine the extent to which a policy can be implemented effectively and achieve its intended goals. Grindle's theory is relevant to this research because it provides a comprehensive analytical framework for evaluating the implementation of the Voting Committee (PPS) recruitment policy at the local level. In the context of Modoinding District, the dynamics between normative provisions in regulations and the social realities of the community are crucial factors influencing the recruitment process. Through this approach, the research seeks to uncover structural and cultural barriers that hinder the effectiveness of policy implementation and assess the extent to which the policy is able to adapt to local needs and conditions.

Methods

This research was conducted using a descriptive-qualitative approach, aiming to provide an in-depth description of the dynamics and phenomena occurring in the field. This approach was chosen because it enables the comprehensive understanding of the meanings, views, and perceptions of the actors involved in a specific social context. The case study focused on Modoinding District, South Minahasa Regency, North Sulawesi Province, chosen based on the consideration that this area harbors interesting dynamics in the general election process and the recruitment of election organizers at the village/sub-district level. In data collection, the researchers employed several complementary techniques, namely in-depth interviews, observation, and documentation. In-depth interviews were conducted to obtain direct information from informants regarding their experiences, views, and the dynamics they experienced during the election process and the recruitment of the Voting Committee (PPS). Observation was used to directly observe the social situation in the field, while documentation was used to collect secondary data from various sources, such as archives, official reports, and other supporting documents. The informants in this study consisted of various parties deemed to have relevant knowledge and experience, including members of the General Elections Commission (KPU), District Election Committees (PPK), community leaders, and prospective PPS members.

The diverse backgrounds of these informants enabled the researcher to gain a more holistic perspective on the processes, challenges, and perceptions of election organizer recruitment at the grassroots level. Thus, this research is expected to contribute to a more comprehensive understanding of local democratic practices in the region. Furthermore, the main focus of this research is to analyze the implementation of the Voting Committee (PPS) recruitment policy in Modoinding District, South Minahasa Regency, for the 2024 General Election. This research aims to identify the extent to which this policy is implemented at the local level and to uncover various factors influencing the effectiveness of the PPS recruitment process, including regulatory aspects, implementation, and public participation. The data analysis technique used in this study refers to the interactive model by Miles and Huberman, which consists of three main stages: data reduction, data presentation, and conclusion drawing. This approach allows the researcher to systematically and in-depthly process and understand the data. To ensure the validity of the findings, triangulation was conducted across both sources and techniques, comparing the results of interviews, observations, and documentation to obtain an objective and reliable picture of the implementation of PPS recruitment in the research area.

Results and Discussion

This study aims to understand how the Voting Committee (PPS) recruitment policy was implemented in Modonding District for the 2024 Election, using Grindle's theory. Policy implementation theory serves as the primary foundation for this research. In her book "Politics and Policy Implementation in the Third World," Grindle explains that successful implementation is largely determined by two major factors: Policy Content and the Context of Implementation. Furthermore, within these two major factors, Grindle identifies six critical elements within policy content: the interests of actors affected by the policy, the types of benefits offered to target groups, the level of change expected by the policy, the location of decision-making, the policy implementers, and available resources. The more complex the policy content and the greater the desired change, the greater the challenges in implementation.

Secondly, the implementation context has three key elements: the political power and strategies of local actors, the characteristics of government institutions and regimes, and the level of community compliance and responsiveness. Grindle emphasized that public policy is never implemented in a vacuum. It always interacts with local social, cultural, political, and economic contexts. This study uses Grindle's theoretical approach to examine how the national PPS recruitment policy encounters obstacles at the local level. By analyzing the policy's content and implementation context, the researchers sought to further examine whether the policy was relevant, responsive, and adaptive to the needs and capabilities of the community in Modonding District.

Speaking of recruitment, according to Aliyu (2021), recruitment is the process of acquiring and attracting qualified candidates who meet the needs of the organization. An effective recruitment process must consider the quality of human resources, affordability, and suitability for the required position. In the context of ad hoc recruitment by the General Elections Commission (KPU), this process must ensure the following principles: Transparency: open to the public and non-discriminatory; Accountability: all processes are accountable; Participation: encouraging broad community participation; Integrity: upholding honesty and compliance with the law. However, in practice, challenges such as limited access to information, digital literacy, and low participation mean that policies cannot always be implemented according to the ideals of the regulations.

In practice, it was found that policy implementation still faces various significant structural and cultural obstacles. To systematically explain this, the discussion is divided into two major aspects according to Grindle: Policy Content, which relates to how the substance of the policy is designed and adapted to the needs and conditions of the target community. In the context of PPS recruitment in Modonding, the policy content aspect presents a number of obstacles: (1) The Interests of Target Groups Are Not Accommodated. The policy mandating online registration through the KPU and Ad Hoc Body Member Information System (SIKBA) application does not adequately consider the target group's (village community) ability to access and use information technology.

In several villages in Modonding, many residents lack smartphones or laptops. This situation prevents potential local figures, such as honorary teachers, religious leaders, and former village

officials, from participating simply due to technical constraints, not because they lack integrity or capacity requirements; (2) Benefits are not well-communicated.

The recruitment policy does not clearly convey the benefits of becoming a PPS member, both material (honorarium, allowances) and non-material (experience, social prestige). This lack of communication results in low community motivation to get involved; (3) The expected changes are too complex. The transformation from a manual to a digital recruitment system was implemented too quickly without community preparedness. This change requires digital literacy skills that are not yet evenly distributed, especially in geographically diverse areas such as Modoinding District; (4) Policy implementers lack capacity building. Implementers, in this case the PPK (Community Service Providers) as technical implementers in the field, still receive minimal capacity building to assist communities and implement applicable policies, even though in practice they are the ones directly interacting with and assisting prospective applicants; (5) Limited resources, in the form of equipment and human resources, are very limited. In some villages, such as Palelon and Kakenturan, computers are not available, and some residents lack smartphones. This situation hinders prospective applicants from uploading documents online.

The context of implementation concerns the political, social, and institutional environment in which the policy is implemented. Within this context, several key findings were identified: (1) Strategy and Actor Power. The involvement of community, youth, and religious leaders was minimal in the recruitment process. Socialization was conducted in a general manner without a personal approach tailored to local culture. In some villages, the village government limited itself to making announcements without providing additional education; (2) Characteristics of the implementing institutions. The South Minahasa Regency General Elections Commission (KPU) remains heavily dependent on central government policies and is not given the flexibility to adjust the recruitment system. Limited personnel and budget prevent it from conducting intensive socialization across all villages; (3) Community Responsiveness and Compliance. Low community responsiveness is not due to indifference, but because the system does not provide a space for inclusive participation. This underscores the importance of reformulating policies based on local needs and capacities, rather than solely on central regulations. In the context of the collectivist Modoinding culture, interpersonal and community approaches should be prioritized in the socialization and education process. Upon closer analysis, this policy suffers from structural inequities: it was designed from the center for all of Indonesia, but it doesn't allow for adaptation to local conditions. This is what Grindle calls an unimplementable policy because the policy design is not responsive to the context. "Public policy can only be effective if there is synergy between the policy structure and the social structure". Thus, the root of the problem lies not merely in the technicalities of registration, but in the system's failure to listen to and understand the implementation context.

Conclusion

Based on the research and discussion, it can be concluded that the implementation of the Voting Committee (PPS) recruitment policy in Modoinding District, South Minahasa Regency, for the 2024 Election has not been fully optimized. This is because the national policy has not been adapted to local realities. Specifically, from Grindle's (1980) theoretical perspective, there are two main gaps: first, in the policy content aspect. The digital-based recruitment policy (SIAKBA)

does not consider the actual conditions in villages that still experience limited digital literacy and technology access. The complex administrative system makes it difficult to participate for citizens who are qualified but unable to meet the technical requirements. Second, in the context of implementation: Weak involvement of local leaders, limited implementing agency resources (PPK), and ineffective outreach strategies have led to low public response. Implementing institutions at the district and sub-district levels have been unable to adapt central policies to the context of remote villages like Modonding, as all policies are centralized by the Indonesian General Elections Commission (KPU). This situation led to low applicant numbers in five villages, necessitating an extension of the recruitment process, and even failing to meet the ideal quota of twice the required number. This indicates that the policy's goal of recruiting qualified, inclusive, and high-integrity organizers has not been fully achieved.

Suggestion

Redesign the PPS recruitment system with a hybrid option: digital for urban areas and semi-manual for areas with limited infrastructure. Develop adaptive technical policies based on regional mapping and technological literacy skills. Increase the capacity of PPK (Vocational Election Committee) staff through soft skills training in communication and digital literacy so they can act as bridge builders between regulations and the public. Establish a Mobile Socialization Team that actively visits villages to provide direct training, both administrative and technical. Allocate additional logistical support for villages that struggle to access technology for PPS registration, including simple digital devices such as laptops and scanners. Sub-district and village governments can be actively involved as strategic partners in the recruitment of ad hoc bodies. Empower community leaders, religious leaders, and youth as participation facilitators at every stage of recruitment and voter education.

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