

IMPLEMENTATION OF ELECTORAL SERVICE POLICY IN FULFILLING VOTERS' CONSTITUTIONAL RIGHTS IN THE 2024 LOCAL ELECTIONS IN WEST SUMATRA

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Abstract. This study analyzes the implementation of electoral service policies in fulfilling voters' constitutional rights in the 2024 local elections in West Sumatra, Indonesia. Although voter service regulations have been established through General Election Commission regulations and technical guidelines, their implementation still reveals a gap between policy design and service delivery at the field level. This research employs a qualitative approach with a comparative case study in Padang City, Mentawai Islands Regency, and Sawahlunto City. These three locations were selected because they represent different territorial characteristics: a large urban area with low voter turnout, an archipelagic region with accessibility challenges, and a small city with high voter participation. The analysis is based on Edward III's policy implementation theory, which consists of communication, resources, implementer disposition, and bureaucratic structure. The findings show that the implementation of electoral service policies has not been fully optimal. In terms of communication, technical information for voters and implementers was not always delivered evenly and consistently. Regarding resources, limitations in human resources, facilities, technology, and operational support affected service quality, particularly in geographically challenging areas. In terms of disposition, implementers generally demonstrated service commitment, but their responses to service constraints were shaped by field capacity and experience. Regarding bureaucratic structure, working procedures were available, yet coordination among actors was not fully effective. This study argues that the fulfillment of voting rights is not determined solely by regulatory completeness, but also by the administrative capacity of public institutions to provide electoral services that are accurate, inclusive, adaptive, and accessible.

Keywords: policy implementation, electoral services, voters' constitutional rights, Edward III, 2024 local elections

I. INTRODUCTION

The fulfillment of voting rights is one of the primary indicators of democratic quality and democratic governance [1]. From a public administration perspective, voting rights are not merely understood as constitutional rights guaranteed by the state, but also as public services that must be delivered effectively to every eligible citizen [2]. Therefore, the success of electoral administration cannot be measured solely by the procedural completion of electoral stages, but also by the ability of public institutions to translate regulations into services that are accessible, accurate, inclusive, and responsive to voters' needs [3]. In this context, the fulfillment of voters' constitutional rights constitutes a public policy implementation issue closely associated with the administrative capacity of the state to provide electoral services to citizens.

The development of public administration scholarship has demonstrated that the quality of public services directly influences institutional legitimacy and public trust in government. In the electoral context, the

quality of electoral services determines the extent to which citizens can equally access their political rights [4]. Accurate voter registration, accessible electoral information, and adequate services during voting constitute essential components of electoral service delivery that contribute to democratic quality. Consequently, the fulfillment of voting rights depends not only on the existence of regulations but also on the capacity of electoral management bodies to implement policies effectively [5].

Normatively, Indonesia has established a strong legal foundation for guaranteeing citizens' voting rights through the 1945 Constitution of the Republic of Indonesia, Law Number 39 of 1999 on Human Rights, and various electoral regulations [6]. During the 2024 Local Elections, the General Election Commission (Komisi Pemilihan Umum/KPU) enacted KPU Regulation Number 7 of 2024 concerning Voter Registration and KPU Regulation Number 17 of 2024 concerning Voting and Vote Counting as the legal basis for voter services [7]. In addition, several technical guidelines were issued to ensure the uniform implementation of voter registration services, electoral information services,

and voting services across all regions.

Nevertheless, the existence of a comprehensive regulatory framework does not automatically result in effective service implementation. Policy implementation studies have consistently demonstrated the existence of gaps between policy design and policy delivery [8]. In the electoral context, such gaps may lead to voter disenfranchisement, administrative barriers, inadequate access to information, and difficulties in exercising voting rights. Thus, the central issue is no longer whether regulations exist, but rather how these regulations are translated into effective services at the implementation level.

Election Supervisory Board (Bawaslu) monitoring findings from the 2024 Local Elections in West Sumatra indicate significant challenges in voter registration services. As shown in Table 1, thousands of eligible citizens were not accommodated in the voter list despite meeting the legal requirements to vote.

Table 1. Problems in Voter Registration Services during the 2024 Local Elections in West Sumatra

Indicator	Number
Eligible voters not included in the voter list	3,040
Citizens aged 17 years or older not included in the voter list	1,360
Former military/police personnel who became civilians	154
In-migration voters requiring registration adjustment	1,522
Cases corrected following supervisory recommendations	1,939

Source: Processed from the 2024 Election Monitoring Report of Bawaslu West Sumatra Province.

The data presented in Table 1 indicate that the voter registration updating process continues to face challenges in ensuring data accuracy and comprehensiveness. The existence of 3,040 eligible voters who were not included in the voter list suggests a persistent gap between normative provisions and administrative implementation. This issue is particularly important because voter registration serves as the primary gateway for exercising voting rights. When citizens are excluded from the voter list, their access to subsequent electoral services may also be compromised.

In addition to voter registration issues, implementation challenges are also evident during the voting stage at polling stations (*Tempat Pemungutan Suara/TPS*). Bawaslu's electoral risk mapping revealed that election administrators faced various vulnerabilities related to voter services, both administrative and geographical in nature.

Table 2 illustrates that the complexity of voter services extends beyond voter data validity and is significantly influenced by geographical conditions, infrastructure availability, and regional social characteristics. A total of 5,232 polling stations were required to serve voters with disabilities, while 249 polling stations were located in difficult-to-access areas. These conditions suggest that the implementation of voter services requires organizational capacity capable of adapting service delivery to diverse voter needs.

These implementation challenges have implications for voter participation. Data from the 2024 West Sumatra

Gubernatorial Election indicate that voter turnout remained relatively low compared to the number of registered voters. Furthermore, substantial variations in participation rates were observed across regions.

Table 2. Polling Station Vulnerability Indicators Related to Voter Services in West Sumatra

Vulnerability Indicator	Number of Polling Stations
Polling stations serving voters with disabilities	5,232
Polling stations containing ineligible voters in the permanent voter list	2,455
Polling stations serving transfer voters (DPTb)	2,028
Polling stations with election officers assigned outside their domicile	1,582
Polling stations with potential special voter list (DPK) voters	258
Geographically inaccessible polling stations	249
Polling stations facing electricity supply constraints	272
Polling stations located in disaster-prone areas	128
Polling stations with a history of logistical shortages	113
Polling stations with delayed logistics distribution	99
Polling stations located in conflict-prone areas	68

Source: Processed from the 2024 Election Monitoring Report of Bawaslu West Sumatra Province.

Table 3. Comparison of the Three Research Locations

Research Location	Registered Voters (DPT)	Voters Participating	Turnout Rate
Padang City	665,126	327,401	49.18%
Mentawai Islands Regency	66,747	44,630	66.71%
Sawahlunto City	49,573	39,730	79.90%

Source: Processed from the Decree of the West Sumatra Provincial Election Commission Number 15 of 2025.

Table 3 reveals significant variations in voter participation. Padang City, which has the largest voter population in West Sumatra, recorded the lowest turnout rate at 49.18%. In contrast, Sawahlunto City, with a relatively small voter population, achieved the highest turnout rate at 79.90%. Meanwhile, the Mentawai Islands Regency, despite facing substantial geographical challenges, recorded a turnout rate of 66.71%. These variations suggest that voter population size alone cannot adequately explain voter participation; rather, the quality of service implementation provided to voters must also be considered.

Overall, the 2024 Local Elections in West Sumatra involved 4,103,084 registered voters. Of this number, only 2,349,069 citizens cast their votes, resulting in a turnout rate of 57.15%. At the same time, 70,009 ballots were declared invalid. The substantial number of invalid ballots indicates that some voters still experienced difficulties understanding voting procedures or did not receive adequate electoral information regarding the exercise of their voting rights.

Although studies on voting rights, political participation, and electoral administration have expanded considerably, most previous research has focused on legal aspects, constitutional rights protection, vulnerable groups, or voter registration issues in isolation. These studies have paid limited attention to how voter services function as an interconnected system encompassing voter registration, electoral information dissemination, and voting services at polling stations. Consequently, understanding remains limited regarding how electoral service policy implementation influences the fulfillment of voters' constitutional rights.

Against this backdrop, this study conceptualizes the fulfillment of voters' constitutional rights as an outcome of electoral service policy implementation consisting of three interconnected service chains: voter registration services, electoral information services, and voting services at polling stations. To explain this implementation process, the study employs George C. Edward III's policy implementation theory, which emphasizes four key variables: communication, resources, implementers' disposition, and bureaucratic structure. Through a comparative case study of Padang City, Mentawai Islands Regency, and Sawahlunto City, this study seeks to explain how implementation factors influence the quality of electoral services and the fulfillment of voters' constitutional rights in the 2024 Local Elections in West Sumatra

II. RESEARCH METHODS

This study employed a qualitative approach using a comparative case study design. A qualitative approach was selected because the study aims to gain an in-depth understanding of the implementation of electoral service policies in fulfilling voters' constitutional rights during the 2024 Local Elections in West Sumatra. Rather than measuring statistical relationships among variables, the study seeks to explain how voter service policies were translated by election management bodies into voter registration services, electoral information services, and voting services at polling stations. Accordingly, this approach enabled the researcher to explore the experiences, perceptions, actions, and implementation dynamics from the perspectives of both policy implementers and service recipients [9].

The study was conducted in three research sites: Padang City, Mentawai Islands Regency, and Sawahlunto City. These sites were purposively selected because each represents distinct characteristics of voter service implementation. Padang City was chosen because it is the largest urban area in West Sumatra with the highest number of registered voters but a relatively low voter turnout rate. Mentawai Islands Regency was selected because it represents an archipelagic region characterized by geographical, accessibility, and service delivery challenges. Meanwhile, Sawahlunto City was chosen because it is a small city that recorded the highest voter turnout rate in West Sumatra. The

variation among these locations allows for a comparative analysis of how administrative, geographical, social, and institutional contexts influence the implementation of electoral service policies.

Data were collected through in-depth interviews and document analysis. In-depth interviews were conducted to obtain information from policy actors, election administrators, and voters as service recipients. The interviews focused on understanding policy communication processes, resource availability, implementers' dispositions, bureaucratic structures, and challenges encountered during the implementation of voter services. Document analysis was carried out using regulations, policy decisions, technical guidelines, election monitoring reports, voter participation statistics, and other relevant documents related to the 2024 Local Elections. The combination of interviews and document analysis enabled the researcher to obtain comprehensive data and enhance the validity of the findings.

Research informants were selected using purposive sampling. Informants were intentionally chosen based on their relevance, experience, and direct involvement in the implementation of voter service policies [10]. The primary informants consisted of policy makers, policy coordinators, local election management bodies, and technical election administrators. Informant selection also considered the need for cross-regional comparison; therefore, each research site included informants representing both election management institutions and frontline election administrators.

Table 1. Primary Research Informants

Cluster	Informant Category	Location
Policy Maker	Commissioner of the General Election Commission (KPU RI)	National Level
Policy Coordinator	West Sumatra Provincial Election Commission	West Sumatra Province
Local Election Management Body	Padang City Election Commission	Padang City
Technical Election Administrators	District Election Committees (PPK), Village Election Committees (PPS), Polling Station Working Committees (KPPS), and Voter Data Updating Officers (Pantarlilh)	Padang City
Local Election Management Body	Mentawai Islands Regency Election Commission	Mentawai Islands Regency
Technical Election Administrators	District Election Committees (PPK), Village Election Committees (PPS), Polling Station Working Committees (KPPS), and Voter Data Updating Officers (Pantarlilh)	Mentawai Islands Regency
Local Election Management Body	Sawahlunto City Election Commission	Sawahlunto City
Technical Election Administrators	District Election Committees (PPK), Village Election Committees (PPS), Polling Station Working Committees (KPPS), and Voter Data Updating Officers (Pantarlilh)	Sawahlunto City

Source: Compiled by the researcher (2026).

To strengthen data validity, triangulation informants

were also included in the study. These informants were selected from service recipients and individuals with direct knowledge of voter service implementation in the field. They included first-time voters, elderly voters, voters with disabilities, employed voters, non-voters, customary leaders, community leaders, and correctional facility officers. Triangulation informants were used to verify whether the services designed and delivered by election administrators were genuinely experienced and perceived by voters as service recipients.

Data were analyzed qualitatively through the processes of data reduction, data display, and conclusion drawing. Interview transcripts and documentary evidence were classified according to Edward III's four dimensions of policy implementation: communication, resources, implementers' disposition, and bureaucratic structure [11]. Each dimension was used to examine the implementation dynamics of voter registration services, electoral information services, and voting services at polling stations. Data validity was ensured through source triangulation by comparing information obtained from election administrators, technical election officers, service recipients, and official documents [12]. Through this strategy, the study seeks to generate valid and contextual findings capable of explaining the relationship between electoral service policy implementation and the fulfillment of voters' constitutional rights in the 2024 Local Elections in West Sumatra.

Table 2. Triangulation Informants

No.	Triangulation Informant Category	Location	Purpose of Triangulation
1	First-time Voters	Padang City, Mentawai Islands Regency	To verify experiences related to voter registration services, electoral information services, and voting services at polling stations.
2	Elderly Voters	Padang City, Mentawai Islands Regency	To verify the accessibility and convenience of voter services for elderly citizens.
3	Voters with Disabilities	Padang City, Mentawai Islands Regency	To verify the availability and accessibility of voter services for persons with disabilities.
4	Employed Voters	Padang City, Mentawai Islands Regency	To verify the ease of obtaining electoral information and exercising voting rights while maintaining work responsibilities.
5	Non-voters	Padang City	To identify factors influencing voter participation and non-participation.
6	Customary Leaders	Padang City	To verify voter service implementation from the perspective of local communities and customary institutions.
7	Community Leaders	Sawahlunto City	To verify voter service implementation and community participation in the 2024 Local

No.	Triangulation Informant Category	Location	Purpose of Triangulation
			Elections.
8	Padang Correctional Facility Officers	Padang City	To verify voter service implementation for inmates and the facilitation of voting rights within correctional facilities.

Source: Compiled by the researcher (2026).

III. RESULT AND DISCUSSION

3.1 Communication in Electoral Service Policy Implementation

Communication is the first variable that determines the success of electoral service policy implementation in the 2024 Local Elections in West Sumatra. The findings indicate that policy communication was conducted through a hierarchical structure involving the General Election Commission of the Republic of Indonesia (KPU RI), the West Sumatra Provincial Election Commission, Regency/Municipal Election Commissions, and ad hoc electoral bodies, including District Election Committees (PPK), Village Election Committees (PPS), Voter Data Updating Officers (Pantarlih), and Polling Station Working Committees (KPPS). Communication was carried out through various instruments, including KPU Regulations (PKPU), official circulars, technical guidelines, coordination meetings, technical training sessions, field supervision, and digital communication platforms used throughout the electoral process.

The findings show that information transmission among different levels of election administration generally functioned effectively. Information regarding voter registration, voter data updating, voting procedures, services for voters with disabilities, and mechanisms for exercising voting rights was disseminated systematically to frontline implementers. The clarity of information was supported by detailed regulations and technical guidelines, providing election administrators with clear operational references. As one election administrator explained:

“Whenever new regulations or amendments were introduced, we immediately received explanations through technical training sessions and coordination meetings. The information was then disseminated to ad hoc electoral bodies, including KPPS members, to ensure a uniform understanding during implementation.”

These findings suggest that the dimensions of communication transmission and clarity, as proposed by Edward III, were relatively well established within the electoral bureaucracy. Formal communication channels enabled policy messages to be delivered systematically from the central level to local implementers. From an organizational perspective, therefore, the implementation of voter service policies was supported by a relatively strong communication framework.

However, the study also found that successful

communication within the bureaucracy did not necessarily translate into effective communication with the target group, namely voters. Several cases revealed that some voters still lacked adequate understanding of voter transfer procedures, voting mechanisms for first-time voters, and services available for vulnerable groups such as persons with disabilities and older adults. This finding indicates the existence of a gap between internal organizational communication and public communication directed toward citizens.

Such differences were particularly evident across the three research locations. In Padang City, communication challenges stemmed primarily from the large number of voters, high population mobility, and the heterogeneous characteristics of the population. Disseminating information to all voter groups required more complex communication strategies than in other areas. In contrast, communication in Sawahlunto City was relatively easier due to the smaller voter population and stronger social ties among community members. Meanwhile, in the Mentawai Islands Regency, communication challenges were influenced not only by voter characteristics but also by the geographical conditions of an archipelagic region, where access to information was not always evenly distributed across all communities.

An informant from the Mentawai Islands explained:

“Not all areas can be reached within the same timeframe. Some locations require longer travel times, which means that delivering information to citizens demands additional effort compared to mainland regions.”

This statement demonstrates that the effectiveness of policy communication is influenced not only by the quality of the message itself but also by geographical conditions and territorial accessibility. In this context, policy communication forms an integral component of service capacity and must be capable of reaching all target groups without exception.

The findings further reveal that election administrators utilized multiple communication channels to broaden public access to electoral information. In addition to face-to-face outreach activities, information was disseminated through social media platforms, official websites, banners, billboards, and various other communication materials. Nevertheless, the effectiveness of these channels varied across voter groups. Younger voters tended to obtain information more easily through digital media, whereas older voters relied more heavily on direct communication from election officials, community leaders, or family members. This finding suggests that effective communication is determined not only by the number of communication channels employed but also by their suitability for specific target audiences.

From the perspective of policy implementation theory, these findings confirm Edward III's argument that communication is a critical prerequisite for successful policy implementation. Without communication that is clear, consistent, and comprehensible, implementers may encounter difficulties in translating policy into action [13]. However, this study also demonstrates that communication in electoral service delivery is more complex than communication in many other policy sectors. Communication serves not only as

a mechanism for transmitting instructions to implementers but also as a means of public education that enables citizens to understand their rights and the services available to them [14].

This finding differs from a number of policy implementation studies that primarily conceptualize communication as the transmission of information within bureaucratic systems. In the context of electoral service delivery, communication effectiveness cannot be assessed solely by examining whether information reaches implementers; it must also be evaluated in terms of citizens' understanding of that information [15]. In other words, policy communication should be viewed as a combination of administrative communication and public communication. When administrative communication functions effectively but public communication remains inadequate, policy objectives cannot be considered fully achieved because voters may still encounter obstacles in exercising their voting rights.

Therefore, this study argues that the communication dimension in electoral service policy implementation should be expanded beyond the mere transmission of information to encompass voter empowerment. Effective communication is not only about ensuring that implementers understand electoral regulations but also about ensuring that every citizen understands the rights, procedures, and services available for exercising their voting rights. In this regard, communication quality becomes a critical factor in determining the successful fulfillment of voters' constitutional rights in the 2024 Local Elections in West Sumatra.

3.2 Resources in Electoral Service Policy Implementation

Resources constitute a critical factor that determines an organization's capacity to translate policy into services that can be directly experienced by citizens. In Edward III's policy implementation framework, resources encompass human resources, budgetary support, facilities, information, technology, and authority required for policy execution. The findings of this study indicate that the implementation of electoral service policies during the 2024 Local Elections in West Sumatra was generally supported by adequate resources. Nevertheless, the quality and effectiveness of resource utilization varied considerably across the research locations.

From the perspective of human resources, the implementation of the 2024 Local Elections involved multiple actors, ranging from the General Election Commission of the Republic of Indonesia (KPU RI), Provincial Election Commissions, Regency/Municipal Election Commissions, to ad hoc electoral bodies such as District Election Committees (PPK), Village Election Committees (PPS), Voter Data Updating Officers (Pantarlih), and Polling Station Working Committees (KPPS). These ad hoc bodies constituted the backbone of voter service delivery, as they interacted directly with citizens during voter registration updating, voter education activities, and polling station services. Based on the interview findings, most informants believed that the number of personnel was generally sufficient to support the implementation of electoral stages. However, differences in competence and experience

among personnel affected the quality of service delivery in the field.

One informant at the sub-district level stated:

“In terms of numbers, the personnel were sufficient. However, each officer had different levels of competence and experience. Some had participated in several elections and therefore understood the regulations more quickly, while others were serving for the first time and required more intensive guidance.”

This statement suggests that human resources cannot be assessed solely based on the number of personnel available. The quality of human resources, work experience, regulatory knowledge, and communication skills are equally important determinants of successful voter service delivery. In this regard, training programs and technical guidance sessions served as essential instruments for strengthening the capacity of election administrators.

Differences in human resource capacity were clearly evident across the three research sites. In Padang City, the primary challenge stemmed from the large voter population and high population mobility, which required a greater intensity of service provision. With more than 665,000 registered voters, voter registration officers and local election administrators were responsible for a significantly broader service scope than their counterparts in other areas. In contrast, Sawahlunto City had a smaller voter population, enabling more intensive interaction between election officials and citizens. Meanwhile, Mentawai Islands Regency faced a distinct challenge due to its archipelagic geography, which required election officers to operate across geographically separated islands with limited transportation access.

In addition to human resources, the study found that information technology played a crucial role in supporting electoral service implementation. The utilization of the Voter Data Information System (SIDALIH) enabled election administrators to manage voter data in a more systematic and integrated manner. Various digital platforms were also used to disseminate electoral information and facilitate coordination among election administrators. The adoption of these technologies contributed to greater administrative efficiency and accelerated information exchange across organizational levels.

However, the effectiveness of technology utilization was not uniform across regions. In urban areas such as Padang City, internet access and digital literacy levels were relatively high, allowing technological tools to be utilized more effectively. In contrast, several areas in Mentawai Islands Regency continued to face limitations in telecommunications infrastructure, posing challenges to the implementation of digital-based services. An informant from the archipelagic region explained:

“Several applications have greatly assisted our work. However, under certain conditions, internet connectivity becomes a challenge, forcing some processes to be carried out gradually or postponed until more stable access is available.”

This finding indicates that technology cannot be separated from the geographical context in which policy implementation takes place. Even well-designed

technological systems may fail to deliver optimal benefits when supporting infrastructure is inadequate. Therefore, the effectiveness of technological resources is strongly influenced by external factors that are beyond the direct control of election administrators.

Regarding facilities and operational support, the findings indicate that the fundamental requirements for voter service delivery were generally available. Service facilities, administrative equipment, voter education materials, and election logistics were provided in accordance with existing regulations. Nevertheless, differences in territorial conditions resulted in varying resource requirements across regions. For example, Mentawai Islands Regency required substantially greater transportation support than either Sawahlunto City or Padang City. This finding demonstrates that resource needs are not necessarily uniform, even when the same policy framework is applied.

The study further reveals that successful electoral service implementation is determined not only by the availability of resources but also by the organization's ability to manage those resources effectively. In several cases, resource limitations were mitigated through effective coordination, implementer creativity, and community support. Conversely, relatively adequate resources did not always lead to optimal service quality when they were not managed efficiently. This condition is reflected in the differing voter turnout outcomes across the three research locations, suggesting that organizational factors and local contextual conditions significantly influence implementation outcomes.

From the perspective of Edward III's policy implementation theory, these findings confirm that resources are a critical determinant of implementation success. Without adequate resources, implementers would face substantial difficulties in translating policy into concrete actions. However, the study also demonstrates that the relationship between resources and implementation outcomes is not linear. The same level of resource availability can produce different implementation outcomes when applied in different territorial contexts.

These findings extend Edward III's argument regarding resources. While Edward III emphasizes resource availability as a prerequisite for policy implementation, this study demonstrates that adaptive capacity to local conditions is equally important. In the context of electoral service delivery, resources are not limited to personnel numbers, budget allocations, or facility availability; they also encompass the organization's ability to combine and mobilize these resources in response to diverse voter needs. Therefore, the effectiveness of electoral service policy implementation is better understood as the result of an interaction between resource availability and the organization's adaptive capacity in managing those resources.

Academically, this finding contributes to the policy implementation literature by suggesting that the concept of resources should be understood in a more dynamic manner. In complex public service settings such as electoral service delivery, implementation success is determined not only by

resource availability but also by adaptive resource capacity [16]. In other words, organizations that are capable of aligning their resources with local characteristics and community needs are more likely to provide inclusive, responsive, and high-quality services. This finding helps explain why the same electoral policy generated different service outcomes in Padang City, Mentawai Islands Regency, and Sawahlunto City, despite all three locations operating under the same regulatory framework.

3.3 Implementers' Disposition in Electoral Service Policy Implementation

Implementers' disposition refers to the attitudes, commitment, understanding, and willingness of policy implementers to carry out established policies. According to Edward III, successful policy implementation depends not only on effective communication and adequate resources but also on the willingness of implementers to execute policies in accordance with their intended objectives. The findings of this study indicate that implementers' disposition was one of the key factors contributing to the delivery of voter services during the 2024 Local Elections in West Sumatra. Across different organizational levels, ranging from Regency/Municipal Election Commissions to frontline ad hoc electoral bodies, a strong commitment was evident to ensuring that citizens could exercise their voting rights effectively.

This commitment was apparent from the voter registration stage. Voter Data Updating Officers (Pantarlih) were responsible not only for conducting administrative tasks related to voter data verification and updating but also for ensuring that all eligible citizens were included in the voter list. In several cases, officers conducted follow-up visits to residents who were unavailable during the initial data verification process. These efforts demonstrate that implementers did not merely comply with formal procedures but also sought to achieve the substantive objective of the policy, namely safeguarding citizens' voting rights.

One voter registration officer explained:

"We did not simply verify data based on the existing list. If we found residents who had not been registered or whose information had changed, we tried to ensure that everything was properly recorded so that they would not lose their voting rights."

This statement suggests that most implementers viewed their responsibilities as extending beyond administrative duties and encompassing a broader public service function. Awareness of the importance of voting rights motivated implementers to take a more proactive role in ensuring that citizens could benefit from the policy.

Similar findings emerged during voter service delivery at polling stations. Members of the Polling Station Working Committees (KPPS) demonstrated a commitment to providing equitable services to all voters, including vulnerable groups such as persons with disabilities, elderly voters, and those requiring special assistance. In practice, election officials sought to provide the guidance and support necessary to enable voters to cast their ballots effectively while maintaining the principles of ballot secrecy and voter

autonomy.

One KPPS member stated:

"Our priority is to ensure that every voter who comes to the polling station can exercise their voting rights properly. If there are elderly voters or voters with disabilities, we provide assistance in accordance with the applicable regulations."

This commitment indicates that the implementation of electoral service policies depends not only on the existence of regulations and procedures but also on the service orientation of the implementers themselves. In the context of public service delivery, such an orientation is particularly important because it directly influences the quality of interactions between election administrators and citizens as service recipients.

Nevertheless, the study also found that implementers' disposition did not always produce uniform responses to challenges encountered in the field. In some situations, implementers demonstrated considerable initiative in addressing service-related problems. In other circumstances, however, some officials preferred to exercise caution and wait for instructions from higher organizational levels before making decisions. This tendency was particularly evident when implementers faced situations that were not explicitly regulated in technical guidelines or when decisions carried potential legal consequences.

These variations suggest that implementers' disposition is influenced not only by their commitment to service delivery but also by their confidence, work experience, and understanding of electoral regulations. Implementers with greater experience tended to make decisions more quickly and effectively in certain situations than those participating in election administration for the first time. In other words, the quality of disposition is determined not only by the willingness to implement policy but also by the ability to translate policy into appropriate actions.

Regional characteristics also influenced how implementers' disposition was manifested in practice. In Padang City, service delivery was relatively more complex due to the large voter population and high levels of population mobility. These conditions placed greater pressure on election officials than in other research locations. In Mentawai Islands Regency, the primary challenge stemmed from geographical conditions that complicated access to electoral services. Meanwhile, in Sawahlunto City, the close social relationships between election administrators and local communities fostered more personalized service interactions and facilitated the resolution of administrative issues.

The findings further reveal that, under certain circumstances, implementers were required to adapt their actions to local conditions without disregarding existing regulations. Such adaptability proved important because not all situations could be anticipated or regulated in detail through formal rules. In this regard, the implementation of electoral services depended not only on formal regulations but also on the ability of implementers to interpret and apply those regulations appropriately in response to service needs.

These findings are particularly interesting when

examined through the lens of Edward III's policy implementation theory. Edward III conceptualizes disposition primarily as the attitude and willingness of implementers to carry out policy directives. The results of this study confirm that implementers' commitment plays an important role in the successful delivery of electoral services. However, the findings also suggest that disposition encompasses dimensions beyond simple compliance with policy requirements. It includes service orientation, adaptability, and the capacity to address challenges that emerge during implementation.

This finding is consistent with Michael Lipsky's concept of street-level bureaucracy. Lipsky argues that the quality of public services is ultimately shaped by decisions made by frontline implementers because they interact directly with citizens [17]. In the context of this study, Pantarlih officers, PPS members, and KPSS members can be understood as street-level bureaucrats who play a crucial role in determining how electoral service policies are experienced by voters. Although operating within the same regulatory framework, the quality of services received by citizens is significantly influenced by how these frontline implementers understand, interpret, and apply policy in the situations they encounter.

Accordingly, the findings not only support Edward III's argument regarding the importance of implementers' disposition but also demonstrate that disposition should be understood as a combination of commitment, service orientation, adaptive capacity, and problem-solving ability. In the context of electoral service delivery, implementers who possess strong commitment but lack the capacity to resolve practical challenges may not necessarily deliver optimal services. Conversely, implementers who combine regulatory compliance with a strong public service orientation are more likely to ensure the effective fulfillment of citizens' voting rights.

Therefore, this study argues that implementers' disposition serves as a critical mechanism linking policy design with service realities in the field. The stronger the service orientation and adaptive capacity of implementers, the greater the likelihood that electoral service policies will achieve their intended objective: ensuring that every eligible citizen can effectively exercise their voting rights during the 2024 Local Elections in West Sumatra.

3.4 Bureaucratic Structure in Electoral Service Policy Implementation

Bureaucratic structure is the final variable in Edward III's policy implementation model that influences the success of policy implementation. Bureaucratic structure refers to the organizational mechanisms that govern the distribution of responsibilities, authority, operational procedures, and coordination among actors involved in policy implementation. In the context of electoral service delivery, bureaucratic structure is particularly important because election administration involves numerous actors operating at different organizational levels, ranging from the General Election Commission of the Republic of Indonesia (KPU RI) to polling station officials. Consequently, the effectiveness of

electoral service policy implementation is strongly influenced by the capacity of the bureaucratic structure to establish integrated coordination and ensure that all implementers perform their duties and responsibilities in accordance with their designated roles.

The findings indicate that the implementation of electoral service policies during the 2024 Local Elections in West Sumatra was supported by a relatively clear and systematic organizational structure. Formally, the distribution of authority was regulated through various electoral regulations and technical guidelines that specified the roles and responsibilities of each organizational level. KPU RI was responsible for formulating electoral policies and regulations; Provincial Election Commissions were responsible for coordination and supervision; Regency and Municipal Election Commissions oversaw technical implementation within their respective jurisdictions; while District Election Committees (PPK), Village Election Committees (PPS), Voter Data Updating Officers (Pantarlih), and Polling Station Working Committees (KPSS) functioned as frontline implementers interacting directly with citizens. This clear division of responsibilities provided implementers with a strong operational framework for delivering voter services.

One election administrator explained:

"The division of responsibilities is actually quite clear. We understand the authority assigned to each level, so when a particular issue arises, it is already known who is responsible and what procedures should be followed to resolve it."

This statement suggests that the bureaucratic structure established for election administration has been effective in providing organizational certainty regarding workflows and responsibilities. Such clarity is important because it minimizes overlapping functions and facilitates decision-making throughout the implementation process.

In addition to the clear allocation of responsibilities, the study found that electoral service implementation was supported by the existence of Standard Operating Procedures (SOPs), technical guidelines, and various administrative instruments. These procedures contributed to service standardization across regions despite differences in local characteristics. For example, all implementers followed the same procedures for voter registration updating and voter data verification. Similarly, voting procedures at polling stations were regulated in detail, providing clear operational guidance for frontline election officials.

Nevertheless, the findings indicate that the existence of SOPs and formal procedures does not automatically guarantee smooth implementation. In practice, field conditions often require a degree of flexibility that extends beyond formally prescribed procedures. This situation was particularly evident in areas characterized by significant geographical and social complexity. In Mentawai Islands Regency, for example, geographical challenges increased the time and resources required for coordination among election actors. In contrast, coordination in Sawahlunto City was relatively easier due to its smaller administrative area and closer relationships among stakeholders.

These differences suggest that the effectiveness of bureaucratic structures depends not only on the existence of formal rules but also on the organization's ability to develop coordination mechanisms that are responsive to local conditions. Within the context of this study, coordination emerged as a critical element enabling bureaucratic structures to function effectively. Coordination was carried out through coordination meetings, field supervision, hierarchical consultations, online communication groups, and reporting mechanisms implemented throughout the electoral process.

An informant at the regency level explained:

"Whenever problems arise in the field, we usually coordinate directly with higher levels as well as with fellow election administrators. Not every issue can wait for a formal meeting, so rapid communication becomes extremely important."

This statement demonstrates that informal coordination often plays a role that is just as important as formal coordination mechanisms embedded within the bureaucratic structure. In some cases, informal coordination enabled problems to be resolved more quickly than through hierarchical administrative procedures. This finding indicates that the effectiveness of bureaucratic structures depends not only on formal organizational design but also on the ability of actors to establish collaborative working relationships.

The comparison across research sites further illustrates that the same bureaucratic structure can produce different implementation dynamics. Padang City faced more complex coordination challenges due to its large voter population, extensive administrative territory, and greater number of ad hoc electoral bodies. These conditions required more intensive coordination efforts than in the other research locations. In Mentawai Islands Regency, the primary challenge stemmed from geographical fragmentation across multiple islands, which often slowed coordination processes. Meanwhile, Sawahlunto City benefited from its smaller organizational scale, making coordination among actors relatively simpler and more manageable.

These findings indicate that organizational size and regional characteristics significantly influence the effectiveness of bureaucratic structures. The more complex the implementation environment, the greater the need for flexible and adaptive coordination mechanisms. In other words, an effective bureaucratic structure is not merely one characterized by clear rules and procedures, but one that can adapt to changes and challenges that emerge during implementation.

From the perspective of Edward III's policy implementation theory, the findings support the argument that bureaucratic structure is an important determinant of implementation success. Clear divisions of authority, operational procedures, and responsibilities have proven helpful in enabling election administrators to deliver voter services in a more organized and systematic manner. However, this study also demonstrates that bureaucratic structure should not be understood solely as a formal organizational arrangement. In practice, the effectiveness of electoral service implementation is strongly influenced by the

quality of coordination established among actors.

This finding differs from approaches to policy implementation that conceptualize bureaucratic structure primarily as a static administrative instrument. The results of this study suggest that bureaucratic structure in electoral service delivery is more appropriately understood as a dynamic coordination system. Excessively rigid structures may hinder organizational responsiveness to emerging field-level challenges. Conversely, structures that combine procedural clarity with coordination flexibility are more effective in supporting public service delivery.

Academically, these findings contribute to the development of policy implementation theory by suggesting that the bureaucratic structure dimension should be expanded beyond the mere existence of SOPs and formal authority arrangements toward the concept of adaptive coordination. In the context of electoral services, implementation quality is determined not only by how clearly organizational structures are designed but also by the organization's ability to establish coordination mechanisms that respond effectively to regional characteristics and voter needs [18]. This finding helps explain why the same electoral service policy produced different implementation outcomes in Padang City, Mentawai Islands Regency, and Sawahlunto City, despite all three locations operating under an identical regulatory framework.

Accordingly, this study emphasizes that bureaucratic structure serves as a mechanism linking policy design with service delivery practices in the field. The stronger an organization's capacity to establish adaptive coordination, the greater the likelihood that electoral service policies will achieve their objectives, namely ensuring that citizens' voting rights are fulfilled effectively, inclusively, and equitably.

3.5 Cross-Case Discussion: Why Did the Same Policy Produce Different Implementation Outcomes?

The findings indicate that the implementation of electoral service policies during the 2024 Local Elections in West Sumatra did not produce uniform service quality, despite all regions operating under the same regulations, procedures, and technical guidelines. This variation is reflected in differences in voter turnout rates, service delivery characteristics, and implementation challenges across the three research sites. Padang City recorded a voter turnout rate of 49.18%, Mentawai Islands Regency achieved 66.71%, and Sawahlunto City recorded the highest turnout rate at 79.90%. These differences suggest that the success of electoral service implementation is determined not only by nationally standardized policy designs but also by the administrative capacity and local contextual characteristics of the areas in which the policies are implemented.

In Padang City, the primary implementation challenges stemmed from the large voter population, high population mobility, and the complexity of communicating with a heterogeneous society. With more than 665,000 registered voters, election administrators were required to provide services on a much larger scale than in the other research locations. These conditions increased the workload of implementers, intensified coordination requirements, and

complicated efforts to ensure that all voters received adequate information regarding available electoral services. In other words, Padang's principal challenge was not the absence of regulatory support but the scale and complexity of service delivery that had to be managed.

In contrast, Mentawai Islands Regency faced challenges primarily associated with geographical conditions. As an archipelagic region, the delivery of voter services required additional resources in terms of time, financial support, and personnel. The separation of communities by sea increased the complexity of voter education activities, voter data updating, logistics distribution, and coordination among election administrators compared with mainland regions. In this context, implementation quality was heavily influenced by the organization's capacity to adapt resources and coordination mechanisms to the geographical realities of the region.

Sawahlunto City presented a different situation. Although its resource availability was not substantially different from that of the other locations, it achieved the highest voter turnout rate in West Sumatra. The findings suggest that this outcome was influenced by its smaller territorial scale, stronger social proximity between citizens and election administrators, and simpler coordination processes. Closer social relationships facilitated more effective information dissemination and enabled election administrators to reach voters more efficiently. This finding highlights the importance of social capital and community cohesion as supporting factors in the successful implementation of electoral service policies.

The comparison across the three research sites demonstrates that identical policies do not necessarily produce identical outcomes when implemented in different contexts. From a policy implementation perspective, this finding suggests that implementation is a process shaped by the interaction between policy design and the implementation environment. Consequently, the success of electoral service delivery cannot be explained solely by the quality of regulations or procedures but must also consider the organization's ability to adapt policies to regional characteristics and the needs of the communities it serves.

The findings further reveal that communication, resources, implementers' disposition, and bureaucratic structure interact with one another in shaping the quality of electoral service implementation. Effective communication alone cannot produce optimal services without adequate resources. Likewise, available resources may fail to generate positive outcomes if implementers lack a strong commitment to public service. Similarly, a well-defined bureaucratic structure may lose its effectiveness if coordination among actors is weak. Therefore, Edward III's four implementation variables should not be viewed as independent factors but rather as interconnected components of a broader implementation system that collectively shapes policy outcomes.

3.6 Theoretical Implications for Edward III's Policy Implementation Theory

This study confirms the relevance of Edward III's

policy implementation theory in explaining the implementation of electoral service policies during the 2024 Local Elections in West Sumatra. First, the study found that communication in electoral service delivery functions not only as a mechanism for transmitting information from policymakers to implementers but also as an instrument of public education for voters. Implementation success cannot be measured solely by the extent to which implementers understand policy directives; it must also be assessed based on the extent to which citizens understand the rights and services available to them. Therefore, communication in electoral service delivery should be conceptualized as a combination of bureaucratic communication and public communication.

Second, the findings demonstrate that resources should not be understood merely in terms of personnel, budget allocations, facilities, and technology. Evidence from Mentawai Islands Regency indicates that the effectiveness of resources is strongly influenced by an organization's ability to adapt those resources to local conditions. Accordingly, the concept of resources in policy implementation should be expanded from resource availability to adaptive resource capacity.

Third, the study reveals that implementers' disposition extends beyond the willingness to execute policy directives. It also encompasses service orientation and the capacity to address challenges that emerge during implementation. This finding aligns closely with Lipsky's concept of street-level bureaucracy. In the context of electoral services, frontline actors such as Pantarlih officers, PPS members, and KPPS members function not only as rule implementers but also as key actors who determine how policies are experienced by citizens in practice.

Fourth, the findings indicate that bureaucratic structure involves more than the formal distribution of responsibilities and the existence of operational procedures. Implementation effectiveness is largely determined by an organization's capacity to establish adaptive coordination mechanisms capable of responding to challenges that arise during service delivery. Therefore, bureaucratic structure should be reconceptualized as an adaptive coordination structure that enables organizations to remain responsive in changing implementation environments.

Based on these findings, this study proposes that electoral service policy implementation is more appropriately understood as a public service delivery process shaped by the interaction of public communication, adaptive resource capacity, service-oriented implementers, and responsive bureaucratic coordination. This perspective extends the application of Edward III's policy implementation theory within the field of electoral administration and contributes to the broader literature on policy implementation and public service delivery, particularly within the domain of electoral governance.

Accordingly, this study demonstrates that the fulfillment of voters' constitutional rights is determined not only by the existence of regulations that guarantee voting rights but also by the capacity of public administration

systems to provide electoral services that are inclusive, adaptive, accessible, and responsive to citizens' needs. This constitutes the study's primary contribution to the literature on policy implementation and electoral governance.

IV. CONCLUSIONS

This study demonstrates that the implementation of electoral service policies in fulfilling voters' constitutional rights during the 2024 Local Elections in West Sumatra has not yet been fully optimal, despite being supported by relatively comprehensive regulations, procedures, and technical guidelines. The principal finding of this study indicates that the challenge of fulfilling voting rights lies not merely in the existence of legal provisions or normative guarantees, but more importantly in the capacity of public administration to translate those regulations into services that are accurate, inclusive, adaptive, and accessible to voters. Accordingly, the fulfillment of voting rights should be understood as a matter of public service policy implementation rather than solely as an issue of electoral law.

Drawing on George C. Edward III's policy implementation theory, this study finds that four implementation variables communication, resources, implementers' disposition, and bureaucratic structure play a crucial role in determining the quality of electoral services. With regard to communication, policy information was disseminated through a hierarchical process involving regulations, technical guidelines, technical training sessions, coordination meetings, and public outreach activities. However, effective bureaucratic communication did not always translate into adequate understanding among voters. Regarding resources, voter services were supported by human resources, facilities, technology, and financial resources; nevertheless, their effectiveness was significantly influenced by local conditions and the organization's ability to adapt those resources to specific contexts. In terms of disposition, implementers demonstrated a strong commitment to public service, although their ability to respond to field-level challenges remained influenced by experience, individual capacity, and situational complexity. Concerning bureaucratic structure, clear divisions of responsibilities and operational procedures were in place, yet implementation effectiveness continued to depend on adaptive coordination among actors.

The comparison among Padang City, Mentawai Islands Regency, and Sawahlunto City demonstrates that identical policies can produce different implementation outcomes when applied in different regional contexts. Padang City faced challenges associated with a large voter population, high population mobility, and complex public communication demands. Mentawai Islands Regency encountered geographical, accessibility, and service distribution challenges arising from its archipelagic characteristics. Meanwhile, Sawahlunto City illustrates how a smaller territorial scale, stronger social cohesion, and

simpler local coordination mechanisms can contribute to more effective voter service delivery. These findings confirm that electoral service policy implementation cannot rely on a one-size-fits-all approach; rather, it requires service strategies that are sensitive to regional contexts and voter characteristics.

From a theoretical perspective, this study confirms the relevance of Edward III's policy implementation theory in explaining electoral service policy implementation. However, the findings also suggest the need to broaden the interpretation of the four implementation variables. Communication should be understood not only as the transmission of bureaucratic instructions but also as a mechanism for public education. Resources should encompass not only personnel, facilities, and budgets but also adaptive capacity in responding to local conditions. Implementers' disposition should extend beyond regulatory compliance to include service orientation and problem-solving capabilities. Similarly, bureaucratic structure should be viewed not merely in terms of formal procedures but also in terms of the ability to establish responsive and flexible coordination mechanisms. Accordingly, the primary theoretical contribution of this study is the proposition that electoral service implementation should be conceptualized as a public service delivery chain that connects voter registration services, electoral information services, and voting services at polling stations.

From a practical perspective, the findings provide important implications for election management bodies seeking to strengthen voter-centered service delivery. The General Election Commission (KPU) should enhance the quality of public communication, particularly for first-time voters, elderly voters, persons with disabilities, voters living in remote areas, and highly mobile populations. Furthermore, capacity-building efforts for ad hoc electoral bodies should focus not only on regulatory compliance but also on communication skills, responsiveness, and field-level problem-solving capabilities. In regions facing geographical challenges, such as the Mentawai Islands, voter service policies should be supported by more adaptive resource allocation and coordination strategies.

This study is subject to certain limitations, as it focuses exclusively on three research sites in West Sumatra: Padang City, Mentawai Islands Regency, and Sawahlunto City. Although these locations represent diverse regional characteristics, the findings cannot be fully generalized to all regions of Indonesia. Future studies may expand the geographical scope, conduct interprovincial comparisons, or employ mixed-method approaches to examine the relationship between electoral service quality, implementation capacity, and voter participation. Further research may also develop the concept of the Electoral Service Delivery Chain as an analytical framework for advancing scholarship in public administration and electoral governance.

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