COMMUNITY PARTICIPATION IN THE ELECTION OF MAYOR AND DEPUTY MAYOR OF TERNATE 2015

Abdulhalil Hi. Ibrahim¹, Abdurahman Kader², Christy Novlin Rewah³, Bakri Lasuhu⁴, Marno Wance⁵

¹,²,³,⁴Universitas Muhammadiyah, Maluku Utara, Indonesia
¹Email: chalilibrahim101@gmail.com
²Email: thamrin892@gmail.com
³Email: kustorohariyatmoko@gmail.com
⁴Email: RaodamdjaeO@gmail.com
⁵Universitas Pattimura, Indonesia, Email: marno.wance@fisip.unpatti.ac.id

ABSTRACT

The low political participation of the people of Ternate City in exercising their voting rights in the elections for Mayor and Deputy Mayor of Ternate in 2015 is one of the regional / city problems, because the public participation rate has not reached the national target of 80%. Even though the Central KPU has issued a policy in the form of PKPU Number 8 of 2017, which aims to increase the level of public participation. The type of research used is descriptive qualitative research by focusing on the study of the implementation of PKPU Number 8 of 2017 on Community Participation in the Election of the Mayor and Deputy Mayor of Ternate in 2015. The data collected were in the form of words and pictures. In addition, everything that is gathered is likely to be the key to what has been researched. The results of the research conducted indicate that namely; First, the implementation of the General Election Commission Regulation (PKPU) Number 8 of 2017 has been carried out well by the KPU of Ternate City in the process of selecting the Mayor and Deputy Mayor of Ternate, but there are still problems faced including the level of community participation in Ternate City which only reaches 56.57%, whereas the national target must reach 80%. Second, the attitude and commitment of the PKPU policy implementing apparatus is good and always carries out various series of activities repeatedly in order to encourage the level of community participation in Ternate City, and third, the low participation of the Ternate City community is due to technical and administrative factors, economic factors and minimal factors. level of political education for the community.

Keywords: Policy Implementation, PKPU and Community Participation

I. INTRODUCTION

Regional head elections provide several great opportunities. As for the various opportunities, among others, the people will be freer (political participation) to determine their own choices, bring up figures from their own regions, unlike during the New Order era, regional heads were drop-outs from the center. Likewise, they believe that the direct election can raise local issues and the development of local political sources, besides that the regional head elected in his leadership will be more familiar with regional conditions (Irtanto, 2008).

Political participation in a democratic country is an indicator of the implementation of the implementation of the highest state power legitimately by the people (people's sovereignty), which is manifested in their involvement in the democratic party. The higher the level of political participation indicates that the people follow and understand and involve themselves in state activities. On the other hand, a low level of political participation generally indicates that the people do not have much appreciation or interest in state problems or activities. The low level of people's political participation is reflected in the attitude of the white group in the election.

The political reality in the implementation of regional head elections is that many do not use their voting rights. This phenomenon becomes very interesting to observe because in the midst of strong issues towards democratization in the implementation of regional head elections and for the first time the implementation of regional head elections which are considered by various parties to be the most democratic political arena. However, the reality is that in the implementation of regional head elections there are still many who have voting

Based on the data obtained, it shows that the level of voter participation in North Maluku (North Maluku) in the regional head elections (Pilkada) for the Regent and Mayor is still minimal. North Sumatra KPU data states that the district with the highest level of community participation in the elections is Central Halmahera (Halteng) with a percentage of 85.5 percent. Meanwhile, the region with a low participation rate is Ternate City, 58.93 percent. (https://www.jpnn.com/news/tingkat-partisipasi-pemilih-di-daerah-ini-rendah accessed on 02 January 2020).

Meanwhile, data from voter participation were taken during the 2015 Regional Head Election (Ternate City, Tidore Islands City, West Halmahera Regency, North Halmahera Regency, South Halmahera Regency, Sula Islands Regency, East Halmahera Regency, Regency of Sula Islands) and Pilkada Simultaneously in 2017 (Kab. Halmahera Tengah and Kab. Kab. Pulau Morotai) it can be illustrated that out of 10 urban districts in North Sumatra, only five regions are considered to have a good level of participation. Or above the KPU RI target of 77.5 percent. The five areas are Halteng with a percentage of 85.5 voters), Tidore Islands City 80.76 percent, Morotai Island 79.9 percent, West Halmahera 78.30 percent and Taliabu Island 77.98 percent. (https://www.jpnn.com/news/tingkat-partisipasi-pemilih-di-daerah-ini-rendah accessed on 02 January 2020).

Meanwhile, there are five other regions whose participation rates do not meet the KPU RI targets, namely Sula Islands, the percentage of voters 72.02 percent, East Halmahera 70.08 percent, North Halmahera 68.68 percent, South Halmahera 67.74 percent and Ternate City 58.93. percent. From this data, it shows that the KPU of Ternate City is still experiencing various problems in implementing PKPU regulation Number 8 of 2017 concerning Socialization, Voter Education and Community Participation in the Election of Governors and Deputy Governors, Regents and Deputy Regents, and / or Mayors and Deputy Mayors. Whereas in Article 3 PKPU it is explained that Election Socialization, Voter Education and Community Participation are aimed at: (1). disseminate information about the stages, schedule and program of the Election. (2). increase knowledge, understanding and public awareness of rights and obligations in elections. (3). increase voter participation in elections.

Table 1 Dissemination Activities for the KPU of Ternate City in the Context of Organizing General Elections that have been Implemented in 2019

<table>
<thead>
<tr>
<th>No</th>
<th>Name of activity</th>
<th>Base</th>
<th>Place of execution</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>KPU Goes To Campus</td>
<td>College student</td>
<td>Universitas Khairun Ternate</td>
<td>February 17, 2019</td>
</tr>
<tr>
<td>2</td>
<td>KPU Goes To Campus</td>
<td>College student</td>
<td>Universitas Muhammadiyah Maluku Utara</td>
<td>February 17, 2019</td>
</tr>
<tr>
<td>3</td>
<td>KPU Goes To School (High School Moti)</td>
<td>Beginner Voters</td>
<td>High School Hall Moti</td>
<td>February 14, 2019</td>
</tr>
<tr>
<td>4</td>
<td>KPU Goes To School (High School 3 Ternate)</td>
<td>Beginner Voters</td>
<td>High School Hall 3 Ternate</td>
<td>February 14, 2019</td>
</tr>
<tr>
<td>5</td>
<td>KPU Goes To School (High School 2 Ternate)</td>
<td>Beginner Voters</td>
<td>High School Hall 2 Ternate</td>
<td>February 15, 2019</td>
</tr>
<tr>
<td>6</td>
<td>KPU Goes To School (Vocational High School 1 Ternate)</td>
<td>Beginner Voters</td>
<td>Vocational High School Hall 1 Ternate</td>
<td>February 15, 2019</td>
</tr>
<tr>
<td>7</td>
<td>KPU Goes To School (Vocational High School 2 Ternate)</td>
<td>Beginner Voters</td>
<td>Vocational High School Hall 2 Ternate</td>
<td>February 15, 2019</td>
</tr>
<tr>
<td>8</td>
<td>KPU Goes To</td>
<td>Beginner</td>
<td>High School Hall Muhammadiyah</td>
<td>February 16, 2019</td>
</tr>
</tbody>
</table>
From table 1 above, the General Election Commission (KPU) of Ternate City actually from 2018 to 2019 has carried out socialization activities, voter education and community participation 35 times. However, from the activities that have been carried out, the voter participation rate of Ternate City is still low (56.57%). Percent during the 2015 election for the Mayor / Deputy Mayor of Ternate and the election for the Governor and Deputy Governor of North Maluku Province in 2018 only reached 68.29%) so that it is necessary to increase PKPU socialization continuously in order to encourage the public to participate in the regional head election process in the City of Ternate.

One form of political awareness is political participation in elections, namely political participation that is based on political awareness so that it will encourage individuals to exercise their voting rights rationally. Then look at the electoral stages that will enter the campaign period. Thus, the political participation of the community in the implementation of regional head elections (Pilkada) for governors and deputy governors as well as elections for mayors and deputy mayors which subsequently increases. Political participation is closely related to people's political awareness. The role of community participation in the performance of the KPU Ternate is related to decisions, security, order in making monitoring of the election process (Ibrahim, 2017).

Political participation in the sense that there is no awareness of the public in politics, it can happen. As in the case where voters only exercise their voting rights, and only simply vote. On the other hand, political participation which is based on political awareness will produce good choices and in accordance with the aspirations concerned. In line with this, according to Budiardjo in (Surbakti, 1999), political awareness is an awareness of the rights and obligations of a citizen. Which level of political awareness can be interpreted as a sign that citizens pay full attention to the problems of statehood and development. The stages of successful participation include planning, implementation, administration, reporting, accountability (Tuunaya, Tuhumury, & Wance, 2020).

II. LITERATURE REVIEW

Political Participation

According to Mulyono (2008) participation can be defined as a person's conscious involvement in social interactions in certain situations. With that understanding, a person can participate if he finds himself with or in a group, through various processes of sharing with others in terms of values, traditions, feelings, loyalty, obedience and mutual responsibility. According to Marno and Djae (2019), there are several political capitals owned by candidates to win election contestations, namely cultural capital, social capital, political capital (Wance, & Djae, 2019).

Public participation according to Isbandi (2007) political participation is community participation in the process of identifying problems and potentials that exist in society, selecting and making decisions about alternative
solutions to deal with problems, implementing efforts to overcome problems, and community involvement in the process of evaluating changes that occur.

The importance of participation is stated by Sanjaya (2011) as follows: first, community participation is a tool to obtain information about the conditions, needs and attitudes of local communities, without the presence of development programs and projects that will fail; second, that the community will trust the project or development program more if they feel involved in the preparation and planning process, because they will know more about the project and will have a sense of belonging to the project; third, that it is a democratic right if people are involved in the development of their own society.

Participation literally means participation, in a political context this refers to the participation of citizens in various political processes. Political participation is the involvement of citizens in making decisions, implementing decisions, influencing the decision-making process, influencing government policies, including those related to the active and passive involvement of every individual in the hierarchy of the political system. The concept of political participation in short is usually understood as the participation of citizens in political processes on a voluntary basis. The word citizen here refers to individuals or perhaps groups in society who are not people who sit in official institutions such as parliaments, prosecutors or judges (Pawito, 2009).

Beginner Voters

Election Law No. 7 of 2017 Article 1 paragraph (34) which reads: "Voters are Indonesian citizens who have reached the age of 17 (seventeen) years or more, are married, or have been married".

Beginner voters or now referred to as millennial voters are often associated with the success of a party. Because if a party gets a large number of first-time voters, it will excel in the election. Here, skills are needed for first-time voters to be able to participate in elections intelligently. Initial voters as voters who exercise their voting rights for the first time in general elections do not generally have a broad political reach to determine which candidate they should vote for. In this situation, first-time voters are always the aim and target of every candidate to win his support. So that it is better if the first voters are equipped with an understanding of who the candidate is and the vision and mission of the party. This is intended so that voters do not like buying a cat in a sack when conveying their voting rights.

The term new voters in an election is a group that is exercising their right to vote for the first time. The political choices of first-time voters are always dynamic and will change according to existing conditions and the factors that influence them. But apart from all that, the existence of first-time voters is certainly promising in every general election event as well as in regional elections. Anyone who can grab the attention of these first-time voters will benefit. Because with the acquisition of votes from beginner voters, plus the acquisition of votes from other sources, it will increase the potential to win the election contest.

Women

Law of the Republic of Indonesia Number 39 of 1999 concerning human rights, article 46 states that the system of general elections, parties, election of members of the legislative body and the system of appointments in the executive and judicial fields must be the representation of women in accordance with specified requirements. The affirmation of women's political rights is proven by the ratification of the convention on women's political rights. The provisions in the UN convention explain several things as follows:

Women have the right to vote in all elections on the same conditions as men, without any discrimination

Women have the right to be elected to all publicly elected bodies, governed by national law on the same conditions as men without any discrimination.

Women have the right to hold public office and carry out all public functions, governed by national law on the same conditions as men.

Junaidi (2019) argues that there are two causes for the low quality of women's resources, as follows: First, women's internal factors. This factor is indicated by the low and limited motivation of women to improve themselves to progress, acceptance and surrender to circumstances, feeling inferior, helpless
and not independent. Women's movement is also constrained by objective measures of human resources, such as low education and knowledge. Limited knowledge, low skills of some women in various fields, and the low degree of women's health.

**Marginal Voters**

Afriyani (2014) in her thesis states that in the sociology and demographic dictionary the term marginal has two meanings, namely first, a group that is imperfectly assimilated. Second, groups consisting of people who have low positions. Marginalized group is a group that is imperfectly assimilated in society. Marginalized groups are created as a result of structural changes in society that produce residues such as poverty, underdevelopment and oppression. Unfair development, class and geographic bias, and so on are the cause of the birth of marginalized groups. The situation for marginalized groups then has an impact on the political awareness they have.

**III. METHOD**

The type of research used is qualitative research by focusing on the study of the implementation of PKPU Number 8 of 2017 on Community Participation in the Election of the Mayor and Deputy Mayor of Ternate in 2015. Qualitative research emphasizes inductive analysis, not deductive analysis. The data collected is not intended to support or reject the hypotheses that have been compiled before the research begins, but the abstracts are arranged as specificities that have been collected and grouped together through a data collection process that has been carried out carefully (Sutopo, 2006).

The data collected is in the form of words and pictures. In addition, everything that is gathered is likely to be the key to what has been researched. Thus, the research report will contain data quotations to provide an overview of the presentation of the report (Moleong, 2009). The process of qualitative analysis, according to Miles & Huberman (2007), states that the analysis consists of three streams of activity that occur simultaneously, namely: data reduction, data presentation, and conclusion / verification.

**IV. RESULT AND DISCUSSION**

Community Participation in the 2015 Ternate Mayor and Deputy Mayor Election

The Regional Head Election, or which is now better known as the Direct Regional Head Election, is a policy taken by the government and becomes a major political momentum that is expected by all Indonesian people as the right choice to move towards democratization. This is also in line with one of the goals of reform, namely to create a more democratic Indonesia which can only be achieved by returning sovereignty to the people.

One of the indicators of quality direct regional elections is the pilkada which opens access for every citizen. The principle of openness is known as universal suffrage. Open access means that suffrage is truly universal and all citizens have equal suffrage. It is not a contradiction that in a democratic country like Indonesia, the right to vote is regulated with minimum requirements that must be met, such as minimum age, having an identity card, and so on.

Through this direct regional head election (Pemilukada) system, it is hoped that the public can be more active in political participation, especially participating in voting in the Election for Mayor and Deputy Mayor of Ternate in 2015, so that the successful implementation of this General Election will have a positive effect on the implementation of a better government. well in the future. However, the hopes of the people to participate politically to exercise their voting rights in the elections for Mayor and Deputy Mayor of Ternate in 2015 are still not in accordance with the reality on the ground. Whereas in the regulation it has been explained that the General Election Commission (KPU) has the authority to increase public participation in the momentum of post-conflict local elections.

The result of this research is that novice voters are rational enough to make their political choices. Voters in this category will no longer tend to choose candidates based on aspects such as religious and ethnic approaches, but rational voters will tend to analyze the programs offered and promoted continuously during the campaign (Wance, & Suhu, 2019).

According to PKPU Number 8 of 2017 in Article 17 paragraph (1), it is explained as an effort to increase public participation, the Provincial KPU / KIP Aceh and Regency / City KPU / KIP have the authority to:
1. Regulating the scope of community involvement in public policy making at the stages of policy formulation, implementation, supervision and evaluation of elections;

2. Regulate the parties that can participate which include people, groups of people, legal entities and / or indigenous peoples.

3. Rejecting or accepting public participation based on statutory regulations.

Every citizen, group, community organization, religious organization, customary group, legal entity, educational institution, and print or electronic mass media can participate at each stage of the Election in accordance with the provisions of laws and regulations. Public Participation in the Election as referred to, can be carried out in the form of:

1. Community involvement in the implementation of elections.

2. Supervision at each stage of the Election.

3. Election Socialization.

4. Voter Education.

5. Election Monitoring.

6. Survey or Poll on Election and Quick Count of Election Results.

Based on the results of the interview above, it can be illustrated that the level of community participation in Ternate City experienced a downward trend at the time of the election for the Mayor and Deputy Mayor of 2015, which only reached 56.57%. Whereas at the time of the election for the Mayor and Deputy Mayor of 2010, the participation of the people of Ternate City increased, reaching 66.52%. The increase in public participation in 2010 was inseparable from the presence of various figures of candidates for mayor and deputy mayor, so that each candidate tried their best to influence the public to choose the preferred candidate pair. In 2010 there were 4 (four) candidate pairs for Mayor and Deputy Mayor of Ternate, namely:

1. Iqbal Ruray and Vaya Armaiyn (ALVA).

2. Sidik Dero Siokona and Saiful Wahid (Sidik-Sah).


Meanwhile, in the contest for Mayor and Deputy Mayor of Ternate in 2015 old faces still followed and ran for Mayor of Ternate. The year 2015 was attended by 4 pairs of candidates for Mayor and Deputy Mayor consisting of:

1. Dr. Sudjjud Siradjuddin and Ir. Arifin Djafar, M.Si

2. DR. H. Burhan Abdurahman, SH. MM and H. Abdullah Tahir, SH

3. Dr. H. Sidik Dero Siokona, M.Pd and H. Djasman Abubakar, S.Ag

4. Dr. H. A. Rachman Sulaiman, SH. MH and Anwar

Based on the results of the election process carried out by the people of Ternate City on Saturday 9 December 2015, the results of the recapitulation of vote counting for the 2015 Mayor and Deputy Mayor election conducted by the General Election Commission (KPU) of Ternat City can be described as follows:

<table>
<thead>
<tr>
<th>Candidate</th>
<th>Fixed Votes for Candidate Pairs in Each District</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 2 Recapitulation of Vote Count for the 2015 Mayor and Deputy Mayor of Ternate Election
Based on table 2 above, it can be illustrated that people in 7 (seven) sub-districts within the City of Ternate have participated to exercise their voting rights in the elections for Mayor and Deputy Mayor in 2015. So that from the total number of Permanent Voters List (DPT), Ternate City As many as 151,920 people, only 88,261 people used their voting rights to participate, while the remaining 63,659 people from Ternate City did not exercise their voting rights in the 2015 Mayor and Deputy Mayor Election process, which reached 56.57%. Percentage for the level of community participation in Ternate City.

PKPU Implementing Disposition Number 8 of 2017

Disposition is the character and characteristics possessed by the implementer, such as commitment, honesty, and democratic character. If the implementer has a good disposition, then the implementer will carry out his duties properly as desired by the policy maker. When implementers have a different attitude from policy makers, the policy implementation process will also be ineffective.

According to Edward III (Winarno, 2012) argues that tendencies or dispositions are one of the factors that have important consequences for effective policy implementation. If the implementers have a positive tendency or attitude or there is implementation support, there is a high probability that the policy implementation will be carried out in accordance with the initial decision. On the other hand, 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.
The disposition regarding the readiness and willingness of the implementers in finalizing policies, skills, implementation is not sufficient without willingness and commitment to implement policies. The implementation support to comply with the program or the applicable rules is the success of a program or policy. The willingness of the apparatus / implementing staff to comply with established procedures according to good directions, then policies can be carried out properly as desired by policy makers.

Table 3 Percentage of Ternate City Community Participation in the 2015 Ternate Mayor and Deputy Mayor Election

<table>
<thead>
<tr>
<th>No</th>
<th>Sub-district</th>
<th>Voters in DPT + DPTb1 + DPPh + DPTb2</th>
<th>Those Using Voting Rights in DPT + DPTb + DPPh + DPTb 2</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>L</td>
<td>P</td>
<td>L + P</td>
</tr>
<tr>
<td>1</td>
<td>South Ternate City</td>
<td>27683</td>
<td>27808</td>
<td>55491</td>
</tr>
<tr>
<td>2</td>
<td>Central Ternate City</td>
<td>22293</td>
<td>22664</td>
<td>44957</td>
</tr>
<tr>
<td>3</td>
<td>North Ternate City</td>
<td>17956</td>
<td>18526</td>
<td>36482</td>
</tr>
<tr>
<td>4</td>
<td>Ternate Island</td>
<td>5713</td>
<td>5756</td>
<td>11469</td>
</tr>
<tr>
<td>5</td>
<td>Hiri Island</td>
<td>1031</td>
<td>1050</td>
<td>2081</td>
</tr>
<tr>
<td>6</td>
<td>Moti Island</td>
<td>1795</td>
<td>1850</td>
<td>3645</td>
</tr>
<tr>
<td>7</td>
<td>Batang Dua Island</td>
<td>935</td>
<td>965</td>
<td>1900</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>77406</td>
<td>78619</td>
<td>15602</td>
</tr>
</tbody>
</table>


Based on the data in table 3 above, it can be illustrated that the participation of the people of Ternate City who exercised their voting rights in the elections for Mayor and Deputy Mayor of Ternate in 2015 reached 56.57%. The relatively low percentage for the level of community participation in Ternate City is in the District of South Ternate City with a percentage achievement of 49.97%, Central Ternate City District with a percentage achievement of 52.22%, North Ternate District with a percentage achievement of 60.10%. While the percentage that is classified as high for the level of community participation in Ternate City in the Hiri Island District with a percentage achievement of 83.23% and Ternate Island District with a percentage achievement of 81.02%.

V. CONCLUSION

Based on the description of the results and discussion above, the authors can conclude a number of points, namely: Implementation of PKPU Number 8 of 2017 concerning community participation in the election of the Mayor and Deputy Mayor of 2015 which was held by the KPU of Ternate City has actually been carried out well, but there are still shortcomings that experienced, namely the participation of the people of Ternate City which is still low and has not reached the national target of 80%. The participation of the people of Ternate City in the election for Mayor and Deputy Mayor in 2015 has not met the national target of 80%, because Ternate City community participation only reached 56.57% of the total 151,920 voters registered in the Permanent Voting List (DPT), only 88,261 voters came. to polling stations to participate in channeling their aspirations. Technical and administrative factors, economic interests and the lack of political education are the main factors influencing
community participation in participating in the election process for the Mayor and Deputy Mayor of Ternate in 2015.

VI. ACKNOWLEDGEMENT

We would like to express our gratitude to the Director of Postgraduate Masters in Administrative Sciences, Muhammadiyah University of North Maluku who has provided input and support so that this research can be carried out to completion.

REFERENCES