

Evaluation of the Implementation of Law Number 7 of 2017 concerning General Elections – Case Study: Recruitment Pattern for Serang City KPU Commissioners Term 2023–2028

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Abstract

This study evaluated the implementation of Law Number 7 of 2017 on General Elections through a case study of the recruitment pattern of Election Commission (KPU) commissioners in Serang City for the 2023–2028 term. The study aimed to examine the extent to which the recruitment process complied with the principles of transparency, accountability, professionalism, integrity, and equal opportunity as mandated by the law. A qualitative case study approach was employed. Data were collected through in-depth interviews, document analysis, and observation involving members of the selection committee, election organizers, and relevant stakeholders. The data were analyzed using an interactive analysis model consisting of data reduction, data display, and conclusion drawing. The findings indicated that the recruitment process generally complied with the legal provisions and procedural requirements stipulated in Law Number 7 of 2017. However, several challenges were identified, including limited public participation, insufficient dissemination of recruitment information, and public concerns regarding the transparency and objectivity of the selection process. The study concluded that strengthening transparency, expanding public access to information, and improving oversight mechanisms were necessary to enhance the quality and credibility of commissioner recruitment in future electoral processes.

Keywords : ; *commissioner recruitment, general election, implementation evaluation; electoral governance.*



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INTRODUCTION

General elections constitute one of the fundamental pillars of a modern democratic system, ensuring the realization of popular sovereignty. In Indonesia, elections serve as a means of political legitimacy and a mechanism for selecting representatives who will advocate for public aspirations within legislative institutions. Since the country's first general election in 1955, Indonesia's electoral system has undergone significant development through various political eras, including the Old Order, the New Order, and the Reform Era, each contributing distinct dynamics to democratic practices. According to Norris and Grömping (2024), the quality of elections is determined by the integrity of electoral management bodies and public trust in electoral outcomes, as democratic legitimacy fundamentally depends on transparent and accountable electoral processes. In this context, the role of the General Election Commission (KPU) is crucial in safeguarding electoral integrity (Wijaya et al., 2025).

Initially, Indonesia did not establish a specialized institution responsible for overseeing the implementation of electoral stages. During the first general election in 1955, no formal electoral supervisory body existed. A dedicated election monitoring institution was only introduced during the 1982 General Election through the establishment of the Election Supervisory Committee (*Panitia Pengawas Pelaksanaan Pemilu* or Panwaslak). Throughout the New Order elections from 1982 to 1997, Panwaslak functioned not only to supervise elections but also to reinforce the regime's claim that elections were conducted democratically under official oversight. Following the collapse of the New Order regime, the supervisory institution was not abolished but transformed into the Election Supervisory Committee (*Panwaslu*) for the 1999 General Election. Subsequently, during the 2004, 2009, and 2014

elections, the institution evolved into the Election Supervisory Agency (*Badan Pengawas Pemilu* or Bawaslu) (Fitrianto, 2015).

The implementation of general elections is regulated under Law Number 7 of 2017 concerning General Elections. Provisions governing the election of the President and Vice President are stipulated in Articles 221–239, while Articles 241–244 regulate the election of members of the House of Representatives (DPR), Provincial Regional Representative Councils (DPRD Province), and Regency/Municipal Regional Representative Councils (DPRD Regency/City). Meanwhile, the election of members of the Regional Representative Council (DPD) is regulated in Articles 258–260. Successful implementation of elections enhances Indonesia's international reputation as a democratic state governed by the rule of law. Therefore, the simultaneous elections for the President and Vice President, the DPR, the DPD, Provincial DPRD, and Regency/Municipal DPRD must be conducted with high quality to produce capable national leaders entrusted by the people to fulfill the constitutional mandate envisioned by the nation's founders (Palopo, 2025).

Following the Reform Era, Indonesian citizens gained the right to directly elect political parties and legislative candidates for the DPR, DPD, Provincial DPRD, and Regency/Municipal DPRD, as well as the President and Vice President beginning in 2004. Furthermore, the enactment of Law Number 32 of 2004 introduced the direct election of Regional Heads and Deputy Regional Heads (*Pilkada*). According to the 1945 Constitution of the Republic of Indonesia, general elections are administered by an electoral commission that is national, permanent, and independent. Technically, elections are organized by the General Election Commission (*Komisi Pemilihan Umum* or KPU), which operates through a hierarchical structure consisting of the National KPU, Provincial KPU/KIP, and Regency/Municipal KPU/KIP as electoral management bodies at their respective administrative levels (Muhammad Choirullah & Mudiwati Rahmatunnisa, 2020).

From the perspective of *maslahah mursalah* (public interest in Islamic legal theory), the implementation of accountability is consistent with the objectives of Islamic law (*maqasid al-shariah*), particularly in promoting justice, preventing harm, and eliminating corruption and nepotism. During the selection process for commissioners, the Selection Committee firmly rejected any form of political patronage, external intervention, or preferential treatment from any party. This commitment was not merely based on institutional regulations but reflected a strong ethical awareness among committee members. They recognized that accepting external influence would not only undermine fairness in the selection process but also erode public trust in government institutions. Such integrity demonstrates a commitment to legal compliance while maintaining strong moral principles in preserving bureaucratic integrity. This approach aligns with the concept of *maslahah mursalah*, as an accountable and transparent recruitment system generates public benefit by ensuring fairness and preventing nepotism and undue political intervention. Moreover, the results of the recruitment process were publicly announced and could be directly accessed by applicants immediately after completing the examinations, thereby strengthening transparency and public accountability (Fitrianto, 2015). Article 21 paragraph (1) letter (b) of Law Number 7 of 2017 concerning General Elections stipulates the minimum age requirements for candidates seeking membership in the General Election Commission. The provision states that applicants for membership in the National KPU must be at least 40 years old, candidates for Provincial KPU membership must be at least 35 years old, and candidates for Regency/Municipal KPU membership must be at least 30 years old (Kementerian PUPR et al., 2023). As legislation enacted jointly by the House of Representatives (DPR) and the President, this provision serves as one of the legal requirements governing the recruitment of election commissioners.

To assess these issues, this study employs William N. Dunn's (2018) Policy Evaluation Theory, which proposes six criteria for evaluating public policy: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. These evaluation criteria provide an analytical framework for assessing whether the implementation of Law Number 7 of 2017 in the recruitment process of KPU commissioners in Serang City has achieved its intended objectives and successfully produced commissioners who meet the institutional needs and professional standards required of election management bodies. Based on the foregoing discussion, this study entitled "Evaluation of the Implementation of Law Number 7 of 2017 on General Elections: A Case Study of the Recruitment Pattern of Serang City General Election Commission (KPU) Commissioners for the 2023–2028 Term" is expected to provide empirical evidence regarding the quality of policy implementation in the recruitment process and offer recommendations for improving electoral governance and strengthening democratic institutions in future elections (Dunn, 2018).

RESEARCH METHODS

This study employs a qualitative research design using a descriptive-analytical approach. Qualitative research is utilized to gain an in-depth understanding of social phenomena through field-based data collection, enabling researchers to capture the meanings, processes, and contextual factors surrounding the object of study. This approach was selected because the research aims to comprehensively examine the implementation of Law Number 7 of 2017 on General Elections in the recruitment process of the Serang City General Election Commission (KPU) Commissioners for the 2023–2028 term (Nabawi, 2025).

The descriptive-analytical approach was chosen because the study not only describes empirical conditions observed in the field but also critically analyzes them in light of relevant theories and applicable legal provisions. Accordingly, this research seeks to present a comprehensive account of the commissioner recruitment process and evaluate its conformity with the principles of transparency, accountability, and professionalism, as stipulated in Indonesia's electoral governance framework (Penelitian, 1990).

RESULTS AND DISCUSSION

This study found that the implementation of Law Number 7 of 2017 on General Elections in the recruitment of Election Commission (KPU) commissioners in Serang City for the 2023–2028 term generally complied with the legal framework governing the selection process. The recruitment was conducted through several stages, including administrative screening, written examination, psychological assessment, health examination, public input, interviews, and final selection by the Provincial KPU. These procedures reflected the legal principles of transparency, accountability, and professionalism stipulated in the law.

Despite procedural compliance, several challenges were identified. First, public participation during the recruitment process remained relatively limited. Although opportunities for submitting public feedback were provided, community involvement was not optimal due to limited dissemination of information and insufficient public awareness regarding the importance of participating in the selection process. As a result, public oversight of commissioner recruitment was less effective than expected.

Second, transparency in the selection process was considered adequate in terms of announcing recruitment stages and final results. However, some stakeholders expressed concerns regarding the limited disclosure of detailed assessment criteria and scoring mechanisms. Greater openness in communicating evaluation indicators could improve public trust and strengthen the legitimacy of the recruitment process.

Third, the recruitment process generally emphasized professionalism and integrity by applying competency-based assessments, psychological testing, and interviews. Nevertheless, several informants suggested that competency assessments should be further strengthened by incorporating more

comprehensive evaluations of candidates' experience in election management, ethical leadership, conflict resolution, and public communication.

The findings indicate that the implementation of Law Number 7 of 2017 has contributed to improving the quality of commissioner recruitment through standardized procedures and legal certainty. However, continuous improvements are required to increase transparency, strengthen public participation, optimize supervision, and ensure that recruitment outcomes consistently produce competent, independent, and credible election commissioners capable of maintaining democratic integrity.

CONCLUSION

This study concluded that the implementation of Law Number 7 of 2017 on General Elections in the recruitment of Election Commission (KPU) commissioners in Serang City for the 2023–2028 term generally complied with the legal provisions and principles of transparency, accountability, and professionalism. The standardized recruitment procedures contributed to selecting commissioners with the qualifications required to administer democratic elections. However, the study identified several areas for improvement, including broader public participation, greater transparency in assessment criteria, and stronger oversight throughout the recruitment process. Strengthening these aspects is expected to enhance the credibility, integrity, and public trust in future commissioner recruitment and support the realization of democratic, independent, and accountable election governance.

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