



Comparative Evaluation of the Implementation of Simultaneous Village Head Elections in Pandeglang Regency (Case Study in Tegalwangi Village, Menes District and Tegal Cikedal Village, Pandeglang Regency)

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Abstract

This study aims to evaluate the comparison of the implementation of simultaneous village head elections in Pandeglang Regency, focusing on two villages, namely Tegalwangi Village, Menes District and Tegal Cikedal Village, Pandeglang Regency. This study examines the extent of effectiveness, community participation, as well as driving and inhibiting factors in the village head election process in the two regions. The study uses William N. Dunn's evaluation theory as an analytical framework, with a qualitative descriptive method. Data was collected through interviews, observations, and documentation of ten key informants directly involved in the implementation of the village head election. Data analysis was carried out using the Miles and Huberman interactive model which included data reduction, data presentation, and conclusion drawn. The results of the study show that the implementation of simultaneous village head elections in Pandeglang Regency is generally going well and democratically, reflected in the increase in community participation and acceptance of the election results. However, it was found that there are potential obstacles such as the practice of black campaigns that still occur in several village head candidates. Therefore, it is necessary to increase supervision and enforcement of rules to ensure that the implementation of the next village head election runs more transparently, honestly, and with integrity.

Keywords: *Evaluation, Village Head Election, Simultaneous Implementation, Pandeglang*

I. Introduction

Villages are the smallest government units that have an important position in the Indonesian government system. As an autonomous entity, the village has the authority to regulate and manage the interests of the local community based on its initiative and rights of origin. The village government is led by the village head assisted by the village apparatus and supervised by the Village Consultative Body (BPD) which functions as a legislative institution at the village level. The village head plays a strategic role in the implementation of village government, development management, and community empowerment.

In the framework of Indonesian democracy, the election of village heads (pilkades) is a tangible form of local democracy. The Regional Elections are a means of public participation in determining their leaders directly, publicly, freely, secretly, honestly, and fairly. This principle is in line with democratic values that emphasize the involvement of the community in the political process. The simultaneous election of village heads regulated in Law Number 6 of 2014 concerning Villages and Government Regulation Number 43 of 2014 has brought significant changes to village governance, especially in the mechanism of leadership succession at the local level.

Pandeglang Regency as one of the regions in Banten Province has carried out simultaneous village head elections, including in Tegalwangi Village, Menes District and Tegal Cikedal Village, Cikedal District. The implementation of this simultaneous regional elections aims to increase the effectiveness of the

implementation of village government, strengthen leadership legitimacy, and encourage political stability at the local level. However, in practice, the implementation of the regional elections is often colored by various problems such as money politics, black campaigns, and low public political awareness. This phenomenon is a challenge in realizing quality democracy at the village level.

Evaluation of the implementation of simultaneous elections is important to assess the extent to which the process runs in accordance with democratic principles and applicable regulations. In the context of this study, the main focus is directed to the comparison of the implementation of the regional elections in the two villages using William N. Dunn's evaluation theory which includes five indicators, namely effectiveness, adequacy, equity, responsiveness, and accuracy. Through this approach, it is hoped that a comprehensive picture can be obtained of the successes and obstacles in the implementation of the simultaneous regional elections in Pandeglang.

In addition, this study also aims to identify the driving and inhibiting factors in the process of implementing the elections. Motivating factors include active community participation, the role of the organizing committee, and local government support. Meanwhile, the inhibiting factors include weak supervision, the practice of money politics, and the lack of public understanding of the importance of honest and fair elections. By knowing these two aspects, the results of the research are expected to be considered in improving the mechanism for selecting village heads in the future.

In general, the implementation of simultaneous regional elections in Pandeglang Regency shows progress in terms of community participation and the legitimacy of election results. However, there are still a number of issues of political ethics and the honesty of candidates that require more serious attention. Therefore, an in-depth evaluation of the implementation of the elections in these two villages is expected to be able to make a real contribution in strengthening local democracy and creating more transparent, accountable, and fair village governance.

Literature Review

Theory of Village Head Election

The election of the Village Head (Pilkades) is a tangible form of direct democracy at the village level. Based on Law Number 6 of 2014 concerning Villages Article 34, the village head is directly elected by the villagers who have qualified as voters. The Pilkades aims to elect leaders who are able to protect the community and manage village development in a participatory manner. The implementation of the Regional Elections is expected to be a form of people's sovereignty, as well as a means of political education for rural communities.

According to Dede Mariana, the election of village heads must uphold the principles of directness, publicity, freedom, and confidentiality. Direct principle means that the people vote without intermediaries; the general principle indicates that every eligible citizen has the right to vote; the principle of freedom guarantees the freedom of voters from pressure; Meanwhile, the principle of secrecy guarantees the confidentiality of citizens' political choices. These principles are a benchmark in assessing the democratic or undemocratic nature of a Pilkades.

In addition, the Regulation of the Minister of Home Affairs Number 112 of 2014 concerning the Election of Village Heads stipulates that the election of village heads can be carried out simultaneously to increase the efficiency and effectiveness of the implementation of elections. The stages in the implementation of the Regional Elections include preparation, candidacy, voting, determination of results, and inauguration of elected village heads. Each stage requires transparency and professionalism of the organizing committee so that the election results can be widely accepted by the public.

Local Democracy and Political Participation of Village Communities

Local democracy is a form of implementing democracy at the lowest level that emphasizes the direct involvement of the community in the decision-making process. According to Sutoro Eko (2016), village democracy is a participatory democracy, where the community is not only an object, but also a subject in determining the direction of development and leadership in their village. In the context of the Regional Elections, community participation is an important indicator of the success of local democracy.

The level of community participation can be seen from the participation of citizens in the election process, the involvement of community leaders in positive campaigns, and the willingness of the community to accept the election results with a mature attitude. High participation shows political awareness and a sense of belonging to village government. On the contrary, low participation reflects a lack of trust in the local political system and weak public political education.

A phenomenon that often appears in the Regional Elections in various regions, including Pandeglang, is the practice of money politics, social pressure, and black campaigns. This hurts democratic values and lowers the quality of election results. Therefore, strict supervision and increasing public political literacy are important factors in realizing democratic, honest, and fair elections.

William N. Dunn's Policy Evaluation Theory

The theoretical framework used in this study refers to the theory of policy evaluation put forward by William N. Dunn. According to Dunn (2018), policy evaluation is an analytical activity that aims to assess the effectiveness, efficiency, and impact of a public policy or program. In the context of simultaneous elections, this theory is used to assess the extent to which the implementation of the village head election is in accordance with the goals and principles of democracy.

Dunn developed five key indicators of policy evaluation, namely:

1. Effectiveness, measuring the extent to which the results of the implementation of the Pilkades are in accordance with the planned goals, such as increasing participation and legitimacy of village leaders.
2. Efficiency, assessing the extent to which the resources used (funds, energy, time) are optimally utilized in the selection process.
3. Adequacy, showing the extent to which the results of the Pilkades can meet the needs and aspirations of the village community.
4. Equity, assessing whether the election process provides fair opportunities for all candidates and voters.
5. Responsiveness and Accuracy, related to the extent to which the implementation of the Regional Elections is able to respond to the aspirations of the community and produce appropriate and legitimate decisions.

The application of Dunn's theory in this study allows researchers to identify aspects of successes and shortcomings in the implementation of the Regional Elections in Tegalwangi Village and Tegal Cikedal Village, as well as provide recommendations for future policy improvements.

Program Evaluation in the Context of Village Government

Program evaluation is an activity to assess the performance of a policy or government activity, both in terms of process and results. According to Wirawan (2012), program evaluation is carried out to find out the extent to which the implementation of an activity achieves the set goals, as well as to find obstacles and alternative improvements. In the implementation of the Pilkades, the evaluation functions to ensure that the stages of the election run in accordance with the rules and principles of democracy.

Evaluation of the implementation of the Regional Elections can be carried out through several dimensions, namely:

- (1) Evaluation of the process, to see the extent to which the Pilkades mechanism runs according to the procedure;
- (2) Evaluation of outcomes, to assess the results of the election and its impact on the socio-political stability of the village; and
- (3) Impact evaluation, to see the extent to which the election results bring positive changes to village governance.

Thus, the evaluation not only assesses the final result in the form of the elected village head, but also assesses the quality of the process undertaken, including the honesty of the committee, community involvement, and the level of compliance with regulations.

Previous Research

Several previous studies have also discussed the implementation of village head elections. Fadhil Ilhamsyah (2014) examined the evaluation of the direct regional head election system in Aceh and found that there are still violative practices that reduce the quality of democracy. Muhimin (2015) highlighted the Constitutional Court's ruling on simultaneous elections that have not been fully effective as a tool for social transformation. Research by Putu Y. (2016) shows that the mechanism for directly electing regional heads needs to be supported by clear regulations so as not to cause local conflicts. Meanwhile, research by Nadia Erisanti (2014) emphasizes the importance of efficiency and transparency in the implementation of direct regional head elections.

Based on previous studies, it can be concluded that the implementation of the Regional Elections has its own complexity because it involves local social, political, and cultural dynamics. Therefore, this study seeks to fill the gap in the study by conducting a comparative evaluation between two villages in Pandeglang Regency to gain a deeper understanding of local democratic practices at the village level.

II. Research Methods

Approaches and Types of Research

This study uses a qualitative approach with a descriptive type of research. The qualitative approach was chosen because it aims to deeply understand the social and political phenomena that occur in the implementation of simultaneous village head elections in Pandeglang Regency. Descriptive research seeks to systematically describe the facts in the field, social conditions, and the views of the parties related to the implementation of the Pilkades without manipulating the variables studied.

Through this approach, researchers can explore the meaning, process, and social context behind the simultaneous Pilkades event, as well as identify the factors that affect the success and obstacles in its implementation. Qualitative research also allows analysis of the socio-political dynamics that develop in rural communities as part of local democratic practices.

Research Location and Time

This research was conducted in Tegalwangi Village, Menes District and Tegal Cikedal Village, Cikedal District, Pandeglang Regency, Banten Province. The selection of the two locations was based on the consideration that both are villages that hold simultaneous village head elections in 2021, and have different socio-political characteristics. The comparison of these two villages is expected to provide a more comprehensive picture of the variations in the implementation of simultaneous Regional Elections in Pandeglang.

The research was carried out for approximately three months, which included the stages of preparation, data collection, analysis, and preparation of research reports. The initial stage is used for field observation and informant exploration, then continues with primary and secondary data collection.

Data Sources and Types

The data sources in this study consist of primary data and secondary data.

- Primary data was obtained directly from the field through in-depth interviews with informants involved in the Pilkades process. The informants consisted of the organizing committee of the Pilkades, village officials, community leaders, village head candidates, BPD members, and voters.
- Secondary data was obtained from various official documents such as laws and regulations, Pandeglang Regent Regulation Number 7 of 2021 concerning the Simultaneous Election of Village Heads, reports of the executive committee, village archives, and literature relevant to the research topic.

The use of these two types of data is intended to complement each other so that the research results have strong validity and can describe the actual conditions.

Data Collection Techniques

In this study, several data collection techniques were used as follows:

- (1) In-depth *interview*: This technique is used to obtain subjective and in-depth data from informants. Interviews are conducted in a semi-structured manner so that researchers can tailor questions to the situation and the informant's response. Interview topics include the process of implementing the Pilkades, community participation, obstacles faced, and perceptions of election fairness and transparency.
- (2) Observation: The researcher conducts direct observation of social activities and conditions in the field to understand the dynamics that occur during the election process. Observations were carried out both participatory and non-participatory to record community behavior, campaign patterns, and interactions between candidates and voters.
- (3) Documentation: This technique is used to collect data in the form of official documents, photos of activities, local media news, and village archives related to the implementation of the Regional Elections. Documentation assists researchers in verifying the results of interviews and observations.

Data Analysis Techniques

Data analysis was carried out using the model of Miles and Huberman (1994) which consisted of three main stages, namely:

- (1) Data Reduction: This process is carried out by selecting, focusing, and simplifying the raw data obtained from the field. Data relevant to the research objectives were selected and categorized into themes such as effectiveness, community participation, transparency, and implementation constraints.
- (2) Data Display: After being reduced, the data is presented in the form of a narrative description and an inter-village comparison matrix. The presentation of data aims to make it easier for researchers to interpret the findings and see the relationships between variables that appear in the field.
- (3) Conclusion *Drawing/Verification*: The final stage is to draw conclusions based on the patterns, relationships, and meanings found in the data. The conclusions drawn are continuously verified by cross-checking the data sources and informants so that the results are valid and accountable.

Data Validity

To ensure the validity of the data, this study uses the triangulation technique as stated by Sugiyono (2017). Triangulation is carried out in three forms:

- Triangulation of sources, which is comparing information from various informants to see the consistency of the data.
- Triangulation method, which is comparing the results of interviews, observations, and documentation.
- Time triangulation, which is collecting data at different times to ensure consistency of results.

These steps are carried out so that the research results have high credibility, dependability, and confirmability.

Research Focus and Informant

The focus of the research is directed at two main things: (1) comparative evaluation of the implementation of simultaneous Regional Elections in two villages; and (2) the driving factors and obstacles to its implementation. The number of informants in this study was ten people, who were selected using purposive sampling techniques. The selection of informants is carried out based on the consideration that they directly understand the process and dynamics of the implementation of the Regional Elections in their respective regions.

Research Ethics

The researcher maintains research ethics while respecting the rights of informants, maintaining identity confidentiality, and asking permission from the village before conducting interviews and observations. Any information obtained is used solely for academic purposes without containing political elements.

Overall, this research method is designed to obtain an objective and in-depth picture of the evaluation of the implementation of simultaneous village head elections in Pandeglang Regency. With a descriptive qualitative approach and the application of William N. Dunn's evaluation theory, this research is expected to be able to make a real contribution to improving the quality of local democracy and the implementation of more transparent and participatory village government.

III. Results and Discussion

Overview of Research Locations

Pandeglang Regency is one of the regions in Banten Province that routinely carries out simultaneous village head elections (Pilkades). The two villages that are the focus of this research are Tegalwangi Village, Menes District and Tegal Cikedal Village, Cikedal District. Both have different social and political characteristics, but both show high enthusiasm for the community in the implementation of the 2021 Regional Elections.

Tegalwangi Village is known as an agrarian area with a traditional social structure, while Tegal Cikedal Village has a higher level of mobility and openness to social change. The two villages provide a compelling portrait of how local democracy is carried out in the context of rural communities.

Implementation of Simultaneous Regional Elections

The implementation of simultaneous Regional Elections in Pandeglang Regency is based on Pandeglang Regent Regulation Number 7 of 2021. In its implementation, the stages of the Pilkades include the formation of a committee, the selection of prospective candidates, the determination of candidates, campaigns, voting, vote counting, and the inauguration of elected village heads.

In Tegalwangi Village, the election process was quite conducive with a high level of community participation, reaching more than 80%. The organizing committee worked according to procedures, although technical obstacles were still found such as a lack of props and delays in logistics distribution. Meanwhile, in Tegal Cikedal Village, community participation was also high, but it was colored by quite sharp political dynamics due to the competition between two candidates who both have a strong support base.

In general, the two villages show that the Pilkades has become an increasingly open democratic event. However, there are still a number of issues that need to be considered, such as the limited public understanding of the regulations and the indications of black campaign practices at some points.

Evaluation Based on William N. Dunn's Theory

This study uses five evaluation indicators of William N. Dunn to assess the success of the simultaneous implementation of the Regional Elections in both villages.

a. Effectiveness

The effectiveness is seen from the extent to which the goals of the Regional Elections are achieved, namely the implementation of direct, democratic, and transparent elections. The results of the interviews showed that the election process in both villages was effective, as seen from the involvement of the community and the acceptance of election results without serious conflicts. However, effectiveness in Tegal Cikedal Village is slightly hampered by the lack of coordination between committees at the candidate verification stage.

b. Efficiency

In terms of efficiency, the use of resources in the implementation of the Pilkades is quite good. The funds allocated by the district government are used for basic needs such as logistics, stationery, and committee

honorarium. However, in some parts small waste was found due to lack of budget planning and delays in disbursing operational funds.

c. Sufficiency

The adequacy indicator is related to the extent to which the results of the Pilkades are able to meet the needs of the village community. Based on the results of the research, the people in both villages were satisfied with the election results and assessed that the elected village head was able to represent the aspirations of the residents. This indicates that the election mechanism has been run in accordance with the principle of political representation at the local level.

d. Equity

In the context of equity, the two villages showed a commitment to the principle of justice. All eligible citizens can exercise their right to vote without discrimination. However, it was found that some elderly residents could not attend due to limited access to transportation, so supporting policies were needed to facilitate vulnerable voters in the future.

e. Responsiveness and Accuracy

Responsiveness can be seen from the way the committee and village officials respond to community complaints during the election process. In Tegalwangi Village, the committee was quick to respond to reports related to alleged violations, while in Tegal Cikedal Village, the response tended to be slow. In terms of accuracy, the results of the Pilkades are considered to have reflected the will of the community. The elected village head is considered to have the capacity and integrity to carry out the mandate, although there is still a need for improvement in the professionalism aspect of village officials.

Driving and Inhibiting Factors

a. Motivating Factors

The implementation of the simultaneous Regional Elections in Pandeglang was relatively successful because of the strong support from the local government, coordination between district and village committees, and the enthusiasm of the community to participate. In addition, supervision from the BPD and security forces also created a conducive atmosphere. Another factor that strengthens the success is the increase in public political awareness and transparency in the vote counting process.

b. Inhibiting Factors

The main obstacles faced are the practice of money politics, black campaigns, and the lack of public understanding of the rules of the Pilkades. Some informants mentioned that there are still candidates who use a pragmatic approach to gain support. In addition, infrastructure and supporting facilities in several locations are not optimal, thus hindering the efficiency of the voting process.

In the institutional context, the committee's weaknesses in terms of administration and verification of candidates are also obstacles that must be addressed immediately. This shows the need to increase the capacity of Pilkades organizers at the village level so that the next implementation can run better.

Comparative Analysis between Tegalwangi Village and Tegal Cikedal Village

The comparison between the two villages shows quite striking differences in terms of management and socio-political dynamics. Tegalwangi Village is relatively calmer with a traditional leadership pattern that emphasizes deliberation and mutual cooperation. On the other hand, Tegal Cikedal Village shows a more open and dynamic political competition.

However, both villages showed high participation rates and good acceptance of election results. This indicates that public awareness of the importance of democracy at the local level is increasing, although there is still a need to deepen the values of honesty and political integrity.

Implications of Research Results

The results of the evaluation show that the implementation of the simultaneous Regional Elections in Pandeglang Regency has generally gone well, but improvements are needed in the aspects of political ethics, supervision, and socialization of regulations. Local governments are advised to improve political education for village communities so that they are not easily influenced by the practice of money politics. In addition, the independent oversight mechanism needs to be strengthened so that the democratic process at the village level remains clean and with integrity.

Thus, the results of this study confirm that the simultaneous Regional Elections are not only an electoral process, but also a reflection of the quality of local democracy. The success of its implementation is highly dependent on the synergy between the government, the committee, and the community in upholding the values of justice, transparency, and active participation of citizens.

IV. Conclusions and Suggestions

Conclusion

Based on the results of the research and analysis carried out, it can be concluded that the implementation of simultaneous village head elections (Pilkades) in Pandeglang Regency, especially in Tegalwangi Village, Menes District and Tegal Cikedal Village, Cikedal District, has generally gone well and democratically. The election process in the two villages shows high community participation, a fairly transparent implementation mechanism, and public acceptance of the election results.

Referring to William N. Dunn's evaluation theory, the implementation of the Pilkades in the two villages met most of the evaluation indicators, namely effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. The implementation is considered effective because it succeeds in electing the village head directly and participatory. In terms of efficiency, the use of resources has run quite optimally even though there are still administrative obstacles. In terms of equity, all eligible villagers get the same opportunity to participate.

However, there are still several problems that need serious attention, such as the emergence of the practice of money politics and black campaigns in a number of locations, the low understanding of some people about the rules of the Pilkades, and the weak supervision at the executive level. These factors can reduce the quality of local democracy that is being built. However, the results of this study also show that there has been positive progress in the implementation of simultaneous Regional Elections, especially in terms of increasing political awareness and participation of village communities.

Suggestions

To improve the quality of the simultaneous Pilkades in the future, there are several suggestions that can be considered. *First*, local governments and the executive committee need to increase coordination and transparency in each stage of implementation so as not to cause suspicion among the public. *Second*, internal and external supervision must be strengthened through the involvement of independent institutions, community leaders, and law enforcement to prevent fraudulent practices and money politics.

Third, political education for village communities needs to be expanded through socialization and training so that residents understand the importance of honest, fair, and integrity elections. Fourth, the empowerment of the Pilkades committee must be carried out through managerial and administrative training to be more professional in carrying out their duties.

In addition, it is important for the village government and BPD to maintain neutrality during the Pilkades process. Thus, the implementation of the Regional Elections in the future can be a means of learning local democracy that is dignified and able to produce village leaders who are competent, honest, and trustworthy for their communities.

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