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Implementation of the Simultaneous Village Head Election (PILKADES) Policy in Banjar Regency, Indonesia

Jamaluddin¹, Muhammad Muthahari², M Najeri Al Syahrin³

Faculty of Social and Political Science, University of Lambung Mangkurat

jamaluddin_fisip@ulm.ac.id

Abstract. This research aims to find out what policies or decisions were taken by the Banjar Regency Government in the process of selecting the Serentah Village Head in Banjar Regency and how they relate to preventing COVID-19. Apart from that, we also try to find out how the implementation of the policy is seen from the aspect of communication, community economic resources, or the economic condition of the community, and the Aluh-Aluh District as the policy implementer along with the Village Officials involved. This research uses a qualitative research approach. The research informants are relevant stakeholders from elements of the regional government, sub-district, and village officials as well as the community who are considered to know a lot about policy implementation. Apart from that, to understand and represent the phenomena surrounding the simultaneous village head election activities in Banjar Regency in 2022. The overall results of the research in the field stated that 9 villages held village elections simultaneously and that the implementation of the village elections peacefully and democratically went well based on information from the Community and Village Empowerment Service of Banjar Regency. This is supported by factual data in the field that there were no lawsuits or disturbances during the implementation of the Village Head Election. It's just that a lawsuit was filed by one of the losing village head candidates, namely from the incumbent in Aluh-Aluh Besar Village regarding the DPT, but the complaint and objection were submitted outside the time determined by the committee. So the lawsuit was resolved at the village committee level. For the other 8 villages, there were no lawsuits or complaints from village head candidates because the elected Village Heads were mostly trusted by the majority of village residents. The difference that occurred with the implementation of the previous Village Head Election was the obstacle in adjusting to the COVID-19 pandemic situation that occurred. This creates a lot of adjustments and even conflicts to be faced. There is a need to strengthen democracy systematically and participatively from both regional government and village officials who are synchronized and connected to achieve an effective and efficient village head election.

Keywords. implementation, policy, Village Head Election, Aluh-Aluh, Head of Village

Introduction

The election of Village Heads (Pilkades) is an important thing to do as a real form of implementing Democracy and also as an active form of society to build the nation following the hopes of all Indonesian citizens, especially in areas such as villages and villages. The village head election process is a process of regenerating leaders in a particular area to carry out

dynamic changes and progress in development and democracy following the Banjar Regent's Regulations regarding the Third Amendment to the Banjar Regent's Regulation Number 21 of 2016 concerning Technical Guidelines for the Implementation of Simultaneous Pambakal Elections in Banjar Regency.

In the village head election process, of course, it is not only a matter of electing a new regional head to continue the wheels of regional government which must always be in synergy with the community, but the village head election is also an arena for contestation by related parties or also the political interests of the candidates who will run in the village head election. This moment is often also used to seek support from the community to be able to exercise their right to vote for one of several candidates competing in the village head election.

In the implementation of the Simultaneous Village Head Elections in Banjar Regency in 2022, the differences that occurred with the previous Village Head Election implementation were obstacles to adjustment to the COVID-19 pandemic situation that occurred. This creates a lot of adjustments and even conflicts to be faced. The challenges that will be faced in holding direct, public, free, secret, honest, and fair village elections are also not easy. There is a need to strengthen democracy systematically and participatively from both regional government and village officials who are synchronized and connected to achieve an effective and efficient village head election.

Strengthening participatory democracy requires a breakthrough policy solution in the form of formulating a general election format design including the election of village heads with results that can guarantee the implementation of responsive and participatory government. From a technical perspective, the design of this leader election format can be an antidote to various election problems, so that ultimately public participation in electoral democracy increases with the hope that elections will become an intermediary in realizing a more substantial democracy.

Breakthroughs from policy solutions to technical arrangements for selecting leaders, are not easy. In South Kalimantan Province, in the election of leaders at the regional level, known as regional head elections, several problems have occurred.

In the election of leaders at the village level, especially the simultaneous election of village heads, it turns out that there are also problems, as stated by the head of the Banjar Regency Community and Village Empowerment Service (PMD), Syahrialludin, who said after the Village Consultative Body (BPD) determined the elected Village Heads/Picturers, then starting from 24 to 30 November 2022 the results of the report will be submitted to the PMD Service via the District.

There are also allegations as explained that in the village elections: 4 villages in Banjar Regency objected, and one of them alleged "money politics". As many as four of the 117 villages in Banjar Regency submitted objections during the 2022 Village Head Election simultaneously. Among them, Belimbing Lama Village, Sungai Pinang District, Mangkalawat Village, Mataraman District, Guntung Ulin Village, Mataraman District and Aluh-Aluh Besar Village, Aluh-Aluh District. Belimbing Lama Village is related to the DPT, in Mangkalawat Village there is the same vote, but we have regulated it in the regent's regulations (prenup) regarding the mechanism.

There are two important facts in implementing the policy for simultaneous village head elections, namely the policy that regulates the village head election process, and the policy related to health protocols amid crowds or mass mobilization.

Literature review

Policy Implementation

Based on Edward III's policy implementation theory, the first factor that influences policy implementation is:

Communication

According to Edward III in Agustino (2006:157), communication can be interpreted as one of the important factors that influence policy implementation, communication determines the success of achieving the goals of implementing public policy. Effective implementation will occur if decision-makers know what they are doing. The information that decision-makers know can only be obtained through the good. Apart from that, Edward III differentiated communication factors in policy implementation into three variables. These three variables can be used to measure the success of communication variables, namely:

a. Transmission

According to Edward III in Agustino (2006:157), transmission can be interpreted as the distribution of communication. A good communication channel will produce good implementation as well. Problems often occur in the distribution of communication, namely misunderstanding (miscommunication) due to the many levels of bureaucracy that must be passed in the communication process, so that what is expected is distorted midway.

b. Clarity

The next indicator contained in the communication factor according to Edward III is clarity. In this case, clarity can be interpreted as the communication received by policy implementers (street-level bureaucrats) must be clear and confusing or not ambiguous/ambiguous. If the message received by the policy implementers is not clear, it can hinder the implementation of the policy being made. So the legal basis governing the implementation of this policy must be clear.

c. Consistency

The final indicator contained in the communication factor according to Edward III's policy implementation theory is the consistency indicator. Consistency can be interpreted as orders given in the implementation of communication that must be consistent and clear to be determined or carried out. If the orders given change frequently, it can confuse implementers in the field. The next thing regarding the policy consistency process must be by the matters stated on a legal basis.

Resource

According to Edward III in Agustino (2006:158-159), resources are important in implementing good policies. In this resource factor, according to Edward III, there are four variables used to see the extent to which resources influence the implementation of the policy, which consist of:

a. Staff

The main indicator contained in the resource factor is staff or employees (street-level bureaucrats). Failures that often occur in implementing policies are caused by staff/employees who are inadequate, inadequate, or incompetent in their fields. Just increasing the number of staff and implementors is not enough to solve policy implementation problems, but requires sufficient staff with the necessary skills and abilities (competent) in implementing policies.

As is the case in the research results, there are stages in the implementation of village elections, including the first stage of screening, screening, implementation, and post-

implementation in the 2022 Simultaneous Village Head Election stage in Aluh-Aluh District, Banjar Regency.

b. Information

Another indicator contained in the resource factor is information. According to Edward III's implementation theory in policy implementation, information has two forms, namely: first, information related to how to implement policies. Second, information regarding compliance data from implementers with established government rules and regulations.

What is the mechanism for verification requirements for village head candidates, one of which is the validity of the diploma? Has it involved competent elements such as the Education Department, Regional Coordinator, or academics?

c. Authority

In general, authority must be formal so that orders can be carried out effectively. Authority is the authority or legitimacy for implementers in implementing politically determined policies. When authority does not exist, the power of implementers in the eyes of the public is not legitimized, so it can thwart the implementation of public policies. The involvement of sub-district and village parties in the implementation of Simultaneous Pilkades can be increased using village regulations and applicable legal products.

d. Facility

The final indicator contained in the resource factor according to Edward III's theory is facilities. In this indicator, physical facilities are an important factor in policy implementation. The implementor may have sufficient, capable, and competent staff, but without supporting facilities (facilities and infrastructure) the implementation of the policy will not be successful.

Based on the results above, it can be concluded that each implementer involved has different coordination according to their respective duties and responsibilities. The highest level of coordination occurs with the Voting Committee and Field Technical Personnel.

Bureaucratic Structure

According to George C. Edward III, the disposition or attitude of policy implementers is the third important factor in the approach to implementing a public policy. If the implementation of a policy is to be effective, then policy implementers must not only know what will be done but must also have the ability to carry it out, so that in practice this does not happen. Furthermore, Edward III differentiated this disposition (attitude) factor into two important variables. Where the presence of these two variables can determine the success of implementation, namely as follows:

Bureaucratic appointments

a. Appointment of Bureaucrats

The first indicator contained in the disposition factor or attitude of the implementer according to Edward III's theory is the appointment of bureaucrats. The disposition or attitude of implementers can create real obstacles to policy implementation if existing personnel do not implement the policies desired by higher officials. Therefore, the appointment and selection of policy-implementing personnel must be people who are dedicated to the policies that have been established, more specifically to the interests of community members.

b. Incentive

Furthermore, the final indicator contained in the disposition factor in policy implementation according to Edward III's theory is incentives. This incentive is one of the techniques suggested to overcome the problem of attitudes of policy implementers by manipulating incentives. People move based on their interests, so manipulating incentives by

policymakers influences the actions of policy implementers. Adding certain profits or costs might be a motivating factor that makes the executors carry out orders well. This is done to fulfill personal or organizational interests.

As for knowing the incentives, both material and non-material, received by policy implementers in implementing them.

Disposition

The final factor in the theory of policy implementation according to Edward III is the bureaucratic structure. Even though the resources to implement a policy are available or the policy implementers know what should be done and have the desire to implement a policy, it is possible that the policy cannot be implemented or realized because of weaknesses in the bureaucratic structure. So in this case Edward III differentiated bureaucratic structure factors into two variables, namely as follows:

a. Standard Operating Procedures (SOP)

According to Edward III, Standard Operating Procedures (SOPs) are routine activities that enable employees (or policy implementers/administrators/bureaucrats) to carry out their activities every day by the standards applied (or the minimum standards required by residents). Find out more about the Standard Operating Procedures (SOPs) in the Aluh-Aluh District.

b. Fragmentation

The final indicator contained in the bureaucratic structure factor according to Edward III's implementation theory is fragmentation. Implementation of fragmentation is an effort to spread responsibility for activities or activities of employees among several work units.

Research Methods

This research uses a qualitative research approach, namely research that seeks to understand and represent phenomena in sub-districts and villages within the Banjar Regency Government. The type of research used is descriptive research which is intended to provide a clear picture of the problems being studied. The data collection techniques that researchers used in this research were observation, interviews, and literature study as well as research documentation. Data analysis technique with three activity streams from Miles and Huberman (1992) simultaneously, namely data reduction, data presentation, and conclusion. The research location was chosen based on existing phenomena in the context of the Simultaneous Village Head Election Policy (PILKADES) in Banjar Regency in 2022, namely in Aluh-Aluh District which consists of Aluh Aluh District consisting of 19 villages. This research seeks to understand political and governmental phenomena implemented by the Banjar Regency Government in the context of implementing the Simultaneous Village Head Election (PILKADES) Policy in Banjar Regency in 2022 through aspects of regional, sub-district and village governments and community members involved in the election.

Results and Discussion

Public policy is one of the important things in a government. Policies are made so that everything can be regulated by the government and implemented according to the policy as the basis for the regulations. This policy is useful for the interests of many people, especially the community. When a policy is made, the next step is that the policy must be implemented well or implemented successfully in society. According to Van Meter and Van Horn (1975) in Agustino (2012: 139), policy implementation is actions carried out either by individuals or

officials or government or private groups that are directed at achieving the goals that have been outlined. in policy decisions. Apart from that, various types of policies can be implemented. Among them are the Regent's regulations, these regent regulations are used as reference material for lower government agencies in carrying out the tasks that must be achieved.

In this research, researchers used the policy implementation model according to Edward. Edward named his public policy implementation model Direct and Indirect Impact on Implementation. In the approach theorized by Edward, four variables determine the success of implementing a policy, namely: 1.) Communication. 2.) resources. 3.) Bureaucratic Structure and 4.) Disposition.

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Breakthroughs from policy solutions to technical arrangements for selecting leaders, are not easy. In South Kalimantan Province, in the election of leaders at the regional level known as regional head elections, in the election of leaders at the village level, especially the simultaneous election of village heads, it turns out there are also problems, as stated by the head of the Banjar Regency Community and Village Empowerment Service (PMD), Syahrialludin said, after the Village Consultative Body (BPD) determines the elected Village Head/Baker, then starting from 24 to 30 November 2022 the results of the report will be submitted to the PMD Service through the District. During yesterday's implementation, four villages protested against the results of the Village Head Election, namely Gunung Ulin and Mangkalawat Villages, Mataraman District. Belimbing Lama Village, Sungai Pinang District, and Aluh Aluh

Besar Village, Aluh Aluh District. However, everything can be resolved at the village committee level. Therefore, Syahrialludin dares to ensure that the implementation of the 2022 Village Election or the second wave runs safely and smoothly, including regarding the COVID-19 Health Protocol (Prokes).

Based on this explanation, there are two important facts in implementing the policy for the simultaneous election of village heads, namely the policy that regulates the village head election process, and the policy related to health protocols amid crowds or mass mobilization. Basically in Aluh-Aluh District, Banjar Regency, a village head is the organizer and main person responsible in the fields of government, development, community, and general government affairs, including fostering peace and order. Apart from that, the village head also has the task of developing the mentality of the village community both in the form of cultivating and developing the spirit to develop their village which is imbued with the hope of joint business and kinship. Experiments need to be carried out first so that the Village can determine which strategy is the most productive both in terms of time and resources while providing the highest level of guarantee regarding security. Apart from that, effective and organized political involvement is needed to ensure the smooth implementation of village head elections.

In general, the results of this research are related to the policies or decisions taken by the Banjar Regency Government in the process of selecting the Head of Serentah Village in Banjar Regency and how they relate to preventing COVID-19. Apart from that, we also try to find out how the implementation of the policy is seen from communication aspects, sources, especially community economic resources or community economic conditions, in addition to those owned by educational institutions, as well as tendencies or behavior of the community and implementers. For Aluh-Aluh District out of a total of 19, There are 9 villages holding village elections simultaneously, and the implementation of village elections peacefully and democratically is going well based on information from the Banjar Regency Community and Village Empowerment Service. This is supported by factual data in the field that there were no lawsuits or significant disturbances during the implementation of the 2022 Village Head Election. Only a lawsuit was filed by one of the losing village head candidates, namely from the incumbent in Aluh-Aluh Besar Village regarding the DPT, but a complaint was submitted. and objections outside the time determined by the committee. So the lawsuit was resolved at the village committee level. For the other 8 villages, there were no lawsuits or complaints from village head candidates because the elected Village Heads were mostly trusted by the majority of village residents.

Regarding the implementation of the village head election, there were several villages where there were more than 5 potential candidates, so a selection was carried out by a team of academics from Lambung Mangkurat University, Banjarmasin for the selection process to maintain the neutrality of the village election committee. The village committee also provides time for community campaigns. There is also minimal debate between voters because the majority of village head election winners are from religious community figures and ulama backgrounds.

Conclusion

The conclusion that can be drawn is that in the implementation of Simultaneous Village Head Elections in Banjar Regency in 2022, the differences that occurred with the previous Village Head Election implementation were obstacles to adjustment to the COVID-19 pandemic situation that occurred. This creates a lot of adjustments and even conflicts to be faced. The challenges that will be faced in holding direct, public, free, secret, honest, and fair

village elections are also not easy. There is a need to strengthen democracy systematically and participatively from both regional government and village officials who are synchronized and connected to achieve an effective and efficient village head election. In its implementation, all parties carry out their respective controls according to their duties and authorities and there are police, TNI, and witnesses who monitor the ballot boxes and the equipment used during the election by applicable directions and regulations.

The Banjar Regency PMD Service plays an important role in the success of this simultaneous village election because the core committee in the Simultaneous Village Election throughout Banjar Regency is from the PMD Service using traditional urban methods. After all, it is a combination of rural communities whose majority of livelihood is farmers and fishermen. Simultaneous village elections in Banjar Regency round 1 were held in 2016 in 117 villages, in 2018 in 20 villages, and 2020-2021 in 140 villages. The regulations related to the village elections will be maximized for the 2025 Regional Election Regulations after the 2024 National General Election for the 2025 Simultaneous Village Head Elections in 20 villages and 140 villages holding the second round of village elections and from 117 villages and 20 sub-districts throughout Banjar Regency amid the Covid-19 pandemic. The implementation of the Village Head Election starts with 2x Socialization, namely to the Village Consultative Body regarding the formation of committees, and Socialization to the Village Committee that has been formed by the BPD so the District can run optimally face to face, of course with the Covid-19 health protocol in 2022. Based on the Regional Regulation on Village Head Elections, the substance refers to Regent Regulation 57 of 2016 and Regent Regulation 66 of 2020 regarding committee circulars during the COVID-19 pandemic.

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