

LEGAL STUDY ON THE EXTENSION OF THE TERM OF OFFICE OF VILLAGE HEAD AND ITS IMPLICATIONS ON THE STABILITY OF VILLAGE GOVERNMENT

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Article Info	Abstract
Article History Received : 2024-12-03 Revised: 2024-12-10 Published: 2025-01-15	The extension of the village head's term of office has become an interesting issue in the dynamics of legal politics in Indonesia, considering its crucial role in the stability of village government. The change in term of office from 6 to 9 years has raised a debate between government effectiveness and democratic principles. Supporters argue that
Keywords: Extension of Term of Office, Village Head, Government Stability, Legal Studies.	this extension increases the stability and sustainability of village development, while opponents consider it to be risky to strengthen patronage politics and hinder leadership regeneration. The main focus of this study is to analyze the legal basis underlying the extension of the village head's term of office and how this policy affects the stability of village government. The research method used is the normative legal method with a statutory and conceptual approach, and is supported by an analysis of various relevant regulations. Research shows that the extension of the village head's term of office has a legal basis in the changes to village government regulations that aim to improve leadership effectiveness and the sustainability of village development programs. However, this policy also raises various challenges, especially related to aspects of democracy, accountability, and control over the implementation of village government. Without a strict monitoring mechanism, extension of office can increase the risk of abuse of power and reduce community participation in the village government process.

I. INTRODUCTION

Village government is an integral part of the government system in Indonesia that plays an important role in development and service to the community at the local level. The village head as the leader of the village government has the implement responsibility to development policies, maintain social stability, and ensure good and transparent governance. However, political dynamics and various demands from the community and village head organizations have encouraged changes in regulations related to the term of office of the village head.(Agnes, Medaline, and Zarzani 2020)

Previously, based on Law Number 6 of 2014 concerning Villages, village heads served for six years and could be re-elected for up to three terms. However, the revision to the Village Law that has been passed changed this provision by extending the term of office of village heads to eight years with a maximum of two terms. This change aims to increase the effectiveness of village governance, reduce political costs due to high election frequency, and provide more time for village heads to implement village development programs in a more sustainable manner.(Grace 2020)

On the other hand, this policy also raises various challenges, especially in terms of accountability, supervision, and the potential for abuse of authority by village heads who have a longer term of office. In addition, the extension of the term of office can have an impact on the regeneration of leadership in the village and create the potential for political conflict at the local level. Therefore, a legal study on the extension of the term of office of village heads is important to understand the legal and social implications that arise and how this policy can impact the stability of village government in Indonesia.

In addition to the legal aspect, the extension of the village head's term of office must also be examined from the perspective of good governance. The increase in the duration of leadership must be accompanied by a strict performance evaluation mechanism so that the village head remains responsible in carrying out his duties. Without adequate supervision, a longer term of office can lead to weak control over village policies and budgets, which has the potential to lead to corrupt practices or abuse of power.(Indonesia 2004)

Furthermore. the stability of village government is not only influenced by the length of the village head's term of office, but also by a transparent and participatory election system. With a longer term of office, community involvement in overseeing village policies becomes increasingly crucial. Therefore. additional regulations are needed to regulate community supervision of the running of village government so that it continues to run democratically and accountably.(Ikhsan 2023)

In the context of village development, the sustainability of work programs is also a major factor that needs to be considered in this policy. If the village head has more time to realize the vision and mission, then the development program can run more focused and systematically. However, on the other hand, the lack of leadership changes can hinder innovation and refreshing ideas in village management. Therefore, this policy must be accompanied by a strategy to increase the capacity of village heads so that they continue to have adequate competence in running village government effectively and efficiently.

Formulation of the problem:

- 1. What is the legal basis for extending the term of office of the village head?
- 2. What are the implications of extending the term of office of the village head for the stability of village government?

II. RESEARCH METHODS

This study uses a qualitative approach with data analysis sourced from legal materials, including concepts, theories, legislation. doctrines, legal principles, expert opinions, and researchers' views. The type of research used is normative legal research. Normative law is an approach in legal science that emphasizes applicable norms, rules, and legal regulations, without considering social or empirical aspects. This approach focuses on the legal system as a set of rules that must be obeyed that focus on legal norms in legislation and social norms.(Indra Utama Tanjung 2024)

Data collection was carried out through secondary data, especially primary legal materials such as Decision Number 92/PUU-XXII/2024, Law Number 6 of 2014 concerning Villages and

III. RESULTS AND DISCUSSION

A. Legal basis for extending the term of office of the village head

The extension of the term of office of the village head has a legal basis that comes from various regulations governing village governance in Indonesia. The main legal basis governing the term of office of the village head is Law Number 6 of 2014 concerning Villages, which in its provisions states that the village head is directly elected by the village community and has a term of office of six years. In its development, various discourses and proposals have emerged to extend the term of office of the village head with the aim of increasing the stability of village government and the effectiveness of development at the village level.(2024 Reunion)

Legally, the extension of the village head's term of office can be done through a revision of the law or the issuance of regulations that change previous provisions. This change can occur through an amendment to the Village Law carried out by the People's Representative Council (DPR) together with the government. In addition, the central government can also issue a Government Regulation (PP) as a more detailed implementing regulation or a Presidential Regulation (Perpres) that regulates technical aspects related to the policy. At the regional level, Regional Regulations (Perda) and Regent/Mayor Regulations can also instruments that regulate be legal the implementation of this policy according to local conditions.

Extension of the term of office of the village head is often based on various considerations, both political, administrative, and social. Some of the main reasons underlying the extension of the term of office include:

1. Village Government Stability

A longer term of office is considered to provide stability in village governance, reduce conflict resulting from too frequent election processes, and allow village heads to focus more on village development without being distracted by repeated political processes.

- 2. Effectiveness of Village Development With a longer term of office, the village head has sufficient time to plan, implement and complete village development programs sustainably, without being hampered by short time constraints.
- 3. Budget Efficiency The implementation of village head elections requires a fairly large budget, both from the village budget and from the local government. By extending the term of office, the frequency of village head elections can be reduced so that it can save costs incurred by the state and the region.
- 4. Community and Village Head Aspirations Many village heads and village communities want their terms of office to be extended so that ongoing programs can continue without the disruption of too rapid leadership regeneration.

However, extending the term of office of the village head also has legal and democratic challenges. The principle of democracy emphasizes the importance of limiting power and having a periodic election mechanism to ensure that the leader continues to have legitimacy from the community. Therefore, if the term of office is to be extended, there needs to be a clear legal mechanism and still maintain a balance between government stability and democratic principles.

In the legislative process, changes to the term of office of the village head must be carried out with in-depth studies, considering various legal, social, economic, and political aspects. The participation of village communities, academics, and other stakeholders is very important in formulating policies that truly support the interests of the people and sustainable village development.

1. Regulation of the Term of Office of Village Heads according to Statutory Regulations

The regulation regarding the term of office of village heads in Indonesia has undergone several changes along with the development of regulations and dynamics of village government. Before the enactment of Law Number 6 of 2014 concerning Villages, the term of office of village heads was regulated in various different regulations, depending on the government policy at that time. During the New Order era, the term of office of village heads was generally longer and was not strictly limited. However, after the reformation, restrictions on the term of office of village heads began to be implemented to ensure leadership regeneration and increase accountability in village government.(Althof and Ichwan 2023)

In Law Number 6 of 2014 concerning Villages, Article 39 paragraph (1) states that the village head serves for six years and can be reelected for a maximum of three terms, either consecutively or non-consecutive. This provision aims to create a balance between the stability of village government and the principles of democracy, by providing an opportunity for new leader candidates to compete in the village head election. This regulation also stipulates that the election of the village head is carried out directly by the village community through a transparent and democratic mechanism.(Son 2014)

Over time, various challenges have emerged in the implementation of the provisions on the term of office of village heads. One issue that is often raised is related to the sustainability of village development programs which are hampered by the frequent changes of village heads. In some cases, new village heads often change policies that have been designed by their predecessors, thus hampering the continuity of development. This has given rise to the discourse on the need to extend the term of office of village heads so that village government is more stable and can implement development programs more effectively.

This discourse of change was then accommodated through Law Number 3 of 2024 concerning the Second Amendment to the Village Law. In this latest regulation, the term of office of the village head is extended from six years to eight years, with a maximum of two terms. This means that a village head can serve for 16 years if reelected for a second term. This change is based on various considerations, including increasing the effectiveness of village government, maintaining leadership stability, and providing opportunities for village heads to focus more on implementing long-term development programs.(Saragih 2024)

Although the extension of the village head's term of office aims to strengthen village governance, this policy has also raised various pros and cons. One of the main concerns is the potential for weakening democracy at the village level due to the longer a village head serves. With a longer term of office, the opportunities for new leaders to compete in the village head election become more limited. This can reduce political dynamics in the village and strengthen the dominance of certain groups in village governance.

In addition, extending the term of office of the village head also has the potential to increase the risk of abuse of authority and corrupt practices. Village heads who serve too long without a strict monitoring mechanism can be more flexible in making decisions that benefit themselves or their group. Therefore, strengthening the monitoring system for village heads is very important to ensure that longer terms of office are not misused for personal or group interests.

On the other hand, there are also arguments that support the extension of the village head's term of office. One of them is that the village head needs enough time to plan and realize village development programs. With a longer term of office, the village head has the opportunity to complete the programs that have been designed without having to worry about a change in leadership too quickly. This is expected to increase the effectiveness of village development and improve the welfare of village communities in a sustainable manner.

In addition to the legal and democratic aspects, extending the term of office of village heads also has social implications that need to be considered. In some cases, leadership that is too long can cause dissatisfaction among people who want change. Social tensions due to political competition at the village level can also increase if village heads who serve too long do not have broad support from their residents. Therefore, it is important for the government to ensure that the extension of the term of office of village heads is accompanied by an objective and transparent evaluation mechanism.

With the various dynamics that arise due to change, a comprehensive regulatory this approach is needed in implementing the policy of extending the term of office of village heads. The government needs to ensure that this policy truly brings benefits to village government and society as a whole. In addition, supervision from various parties. including the community and independent supervisory institutions, must be strengthened to ensure that the extension of the term of office of village heads does not have a negative impact on democratic and transparent village governance.

2. Procedures for Extension of Term of Office of Village Head

The extension of the term of office of village heads as regulated in Law Number 3 of 2024 concerning the Second Amendment to the Village Law does not automatically apply to all incumbent village heads. This extension procedure must go through stages involving the central government, regional government, and village communities to ensure that this policy is implemented in accordance with the principles of good governance. This regulatory change needs to be properly socialized by the regional government so that all village heads and village officials understand the provisions and requirements that must be met in extending the term of office. This socialization aims to avoid misunderstandings or abuse of authority that can harm the village community.(Basri 2023)

The stages in the procedure for extending the term of office of the village head are:

1. Evaluation of Village Head Performance Conducted by the Village Government together with the Village Consultative Body (BPD)

evaluation This covers various aspects, such as the achievement of village development programs, the effectiveness of budget management, the level of community and satisfaction with the leadership of the village head. If the evaluation results show that the village head has carried out his duties well and received support from the community, then the term extension process can proceed to the next stage. However, if there are indications of abuse of authority, inability to carry out duties, or rejection from the community, then the village government and BPD must reconsider the extension of the term of office .:

2. Determination of Technical Regulations After the evaluation is carried out, the district or city government as the

district or city government as the authorized authority in managing village government will determine technical regulations regarding the procedures for extending the term of office of the village head. These technical regulations include administrative requirements that must be met by the incumbent village head, such as submission of performance reports, recommendations from the BPD, and verification from related agencies at the district or city level. After all requirements are met, the regent or mayor will issue a Decree (SK) as formal ratification of the extension of the village head's term of office.

- Implementation of Further Evaluation 3. In addition to administrative aspects, the procedure for extending the term of office of the village head must also take into account the participation of the village community. The government must provide space for villagers to express their opinions regarding this policy, for example through village deliberations or other aspiration mechanisms. If in the village deliberation there are sharp differences of opinion or the majority the community rejects of the extension of the term of office of a particular village head, then the local government must consider other options, such as holding re-elections or implementing a periodic evaluation system for village heads whose terms of office are extended.
- 4. Establishing an Audit-Based Monitoring Mechanism

As a form of transparency and accountability, the central government through the Ministry of Home Affairs also has a role in overseeing the process of extending the term of office of village heads. One step that can be taken is to tighten the audit system for the use of village funds and ensure that village heads whose terms of office are extended remain committed to the principles of clean and democratic governance. Strengthening this oversight mechanism is important to avoid the possibility of abuse of authority, corrupt practices, or policy deviations that can harm village communities in the long term.

In addition, to maintain a balance between the stability of village government and leadership regeneration, the government can implement a periodic evaluation system for village heads whose terms of office are extended. This evaluation can be carried out every two or three years to assess the performance of the village head based on certain indicators, such as development effectiveness, level of community satisfaction, and level of transparency in budget management. If the evaluation results show poor performance or significant community dissatisfaction, then there needs to be a mechanism to revoke the extension of the term of office and hold a new village head election.

The process of extending the term of office of the village head must also take into account broader legal and administrative aspects. including alignment with national policies related to regional autonomy and village governance. Regulations issued by the central and regional governments must ensure that these policies do not conflict with the principles of democracy and Therefore. good governance. coordination between the central government, regional governments, and village communities is a key factor in ensuring that the extension of the term of office of the village head truly brings benefits to village development and the welfare of the community as a whole.

With clear procedures, strict monitoring mechanisms, and active community involvement in the process of extending the term of office of the village head, it is hoped that this policy can run well and not cause prolonged polemics. The government needs to ensure that village heads whose terms of office are extended continue to carry out their duties with full responsibility and are committed to continuing to improve the quality of public services and development in the village. This is important to create a stable, effective village government that remains oriented towards the interests of the community.

B. Implications of Extension of Village Head Term of Office on Village Government Stability

Extension of the village head's term of office has significant implications for the stability of village government, both in terms of politics, social, and administration. In general, a longer term of office can provide government stability because the village head has more time to plan and implement development programs without being disturbed by too frequent election cycles. Thus, the continuity of village policies and projects can be better maintained, thereby increasing the effectiveness of village government in serving the community. In addition, extension of the term of office can also reduce the potential for conflict due to political competition that usually arises before the village head election, thus creating more conducive conditions for village development.(Suyai, Rakia, and Purnama 2024)

However, on the other hand, the extension of the village head's term of office also has the potential to create new challenges that can affect the stability of the village government. One of the main challenges is the possibility of dissatisfaction among the community, especially for groups who want a change in leadership. In some cases, village heads who serve too long without any leadership regeneration can face resistance from the community who feel they do not have the opportunity to choose a new leader. This can cause political tension at the village level, especially if the village head is unable to maintain good communication with all elements of society.

From the aspect of governance, a longer term of office can also increase the risk of abuse of authority and corruption if not accompanied by a strict monitoring system. Village heads who are in power for too long may tend to consolidate their political power, potentially weakening the check and balance mechanism at the village level. Therefore, it is necessary to strengthen the monitoring system from the local government, BPD, and active community participation to ensure that village heads continue to carry out their duties in a transparent and accountable manner. A periodic evaluation mechanism for the performance of village heads is also an important solution so that a longer term of office continues to provide benefits to the community without causing negative excesses.(Fathurrahman and Gunawan 2024)

In addition to political and governance aspects, the implications of extending the term of office of the village head on the stability of village government are also related to the effectiveness of public services. Village heads who have a longer term of office can focus more on improving the quality of services to the community, especially in the fields of administration, social welfare, and infrastructure development. village With continuity of leadership, policies that have been designed can be implemented more optimally without being interrupted by a change in leadership that is too fast. However, if the village head does not have a clear development vision or is less responsive to the needs of the community, then extending the term of office can actually hinder innovation and renewal in village governance.

From a social perspective, the stability of village government also depends on the extent to which the village head is able to maintain harmonious relationships with various elements of society. In ideal conditions, a village head who serves longer can build stronger relationships with the community and understand village problems more deeply. However, if the village head tends to be exclusive and does not open up space for community participation, the potential for social conflict in the village can increase. Therefore, village heads who receive an extension of their term of office must continue to maintain good communication with residents and ensure that the policies taken reflect the aspirations of the entire village community.

With these implications, extending the term of office of the village head can be an effective instrument in strengthening the stability of village government if balanced with a monitoring mechanism, periodic evaluation, and optimal community participation. The central and regional governments have an important role in ensuring that this policy is not misused and remains oriented towards the interests of the village community. With the right approach, extending the term of office of the village head can be a solution to creating a more stable, effective, and sustainable village government.

1. Legal View on Extension of Term of Office of Village Head

Extension of the term of office of the village head is a policy that must be studied in depth from a legal perspective to remain in line with the principles of democracy, justice, and good governance. In the Indonesian legal system, regulations regarding the term of office of the village head are regulated in Law Number 6 of 2014 concerning Villages, which previously stipulated the term of office of the village head for six years and could be re-elected for two terms. However, the revision of the law through policy changes shows that the legal aspects of this term extension must be in accordance with the constitution and higher laws and regulations.(Pariangu 2023)

Legally, changes to the term of office of the village head must be based on a legitimate mechanism for changing laws and must not conflict with the principles of democracy adopted in the Indonesian government system. This change must go through a legislative process that involves discussions with various stakeholders, including the government, the DPR, and representatives of the village community. In addition, in its implementation, this policy must continue to pay attention to the principle of legal certainty, where the regulations made must not cause uncertainty for the community, especially in the process of changing village leadership. If there is a change in regulations that is not well structured, it is feared that legal uncertainty will arise which can affect the stability of the village government.

From a constitutional law perspective, the extension of the village head's term of office must still reflect the principle of limiting power so as not to create leadership dominance that has the potential to cause abuse of authority. Limiting power is a fundamental principle in democracy to prevent excessive accumulation of power and ensure leadership regeneration. If the extension of the term of office is carried out without being balanced by a strict monitoring mechanism, this can cause legal problems, especially related to the principle of checks and balances in village governance. Therefore, there needs to be a derivative regulation that regulates the evaluation and monitoring mechanism for village heads whose term of office is extended so that they remain responsible in carrying out their duties.

In the context of administrative law, the extension of the village head's term of office also has implications for the rules regarding the appointment, election, and dismissal of the village head. If changes to regulations regarding the term of office are not accompanied by clear regulations regarding the mechanism for re-election, nomination, and the mechanism for dismissal of village heads who do not meet good performance, then it will create legal loopholes that can be exploited bv certain parties. Therefore. regulations regarding the extension of the term of office must pay attention to the aspect of fairness in the leadership selection process in the village, so as not to cause discrimination against other village head candidates who want to compete in the election.

In addition, the extension of the village head's term of office must also be examined from the perspective of human rights law, especially in relation to the community's right to democratically elect their leaders. The principle of democracy in the election of village heads is not only related to the length of the term of office, but must also guarantee that the community still has the right to participate in determining their leaders through a fair and transparent election process. If the extension of the term of office is

carried out without a clear mechanism and does not provide space for the community to assess the performance of the village head, then this can be considered contrary to the principles of democracy and the political rights of the village community. Therefore, a legal guarantee is needed to ensure that the extension of the term of office maintains active community participation in the village government system.

Furthermore, in regional government law, the extension of the term of office of the village head is also closely related to the authority of the central and regional governments in regulating villages as part of the national government system. Any changes in policies regarding villages must continue to pay attention to the principles of decentralization and village autonomy as stipulated in applicable laws and regulations. Regional governments must ensure that the policy of extending the term of office does not disrupt the balance of relations between villages and regional governments, and still provides space for villages to regulate their own households according to the needs of the local community.

From the perspective of Law Number 12 of 2011 concerning the Establishment of Legislation, every change in regulations, in this case concerning the term of office of the village head, must be carried out through a legitimate procedure and must not conflict with higher legal norms. For example, if changes to the term of office of the village head are carried out through government regulations or regional regulations without any revision to the laws governing the village, then the policy can be considered legally flawed. Therefore, every regulation governing the term of office of the village head must have a strong legal basis so as not to cause problems in its implementation at the village level.

With these various legal considerations, it can be concluded that extending the term of office of the village head is a policy that must be carried out with a careful legal approach and based on the principles of democracy, transparency, and accountability. The government and the DPR must ensure that this policy does not only benefit certain parties, but is truly aimed at increasing the effectiveness of village government and guaranteeing the rights of the community in determining their leaders. In addition, strict monitoring and evaluation mechanisms must be prepared to ensure that village heads who receive an extension of their term of office continue to carry out their duties with full responsibility, in

order to create a stable, just, and prosperous village government.

2. Implications for Community Participation Affecting the Quality of Democracy in Villages

The extension of the village head's term of office has significant implications for community participation in the democratic system at the village level. In the principles of democracy, community participation is a key element in determining the direction of policy and leadership in an area, including in villages. If the village head serves for a longer period without a clear control and evaluation mechanism, there is a potential for decreased community involvement in the village political and government process. This can happen because the community feels that they do not have enough opportunity to choose a new leader or channel their aspirations in a more dynamic leadership cycle.(Suryapuspita 2024)

On the other hand, if the extension of the term of office is accompanied by an increase in the space for community participation in decisionmaking, then this can actually strengthen the quality of democracy in the village. Village heads who have more time to lead can build stronger relationships with the community and create more effective deliberation mechanisms in absorbing community aspirations. Thus, the extension of the term of office will not be an obstacle to democracy, but can actually strengthen community involvement in various aspects of village government, such as development planning, budget management, and solving social problems.

However, in practice, there are concerns that village heads who serve too long can form a closed system of power, thereby reducing transparency and accountability in village governance. If the community is not given enough space to participate actively, the village democracy system can weaken, and the government tends to become elitist. This can cause the community to lose trust in the village government, which can ultimately lead to political apathy at the local level. Therefore, the extension of the term of office must be balanced with a clear participation mechanism, such as strengthening the role of the Village Consultative Body (BPD), more inclusive village deliberations. and transparency in the management of village funds.

The extension of the village head's term of office is closely related to the principles contained in the Academic Manuscript of the Village Law.

The principles of democracy and participation are one of the aspects that are directly impacted, because the extension of the term of office can reduce the frequency of village head elections, which has the potential to reduce community involvement in the village political process. However, on the other hand, the stability of the village government can be better maintained, so that the village head has enough time to run his programs sustainably without being disturbed by political dynamics that are too frequent. The principle of independence is also relevant in this context, because longer stability of village leadership can support more independent village government management and not always depend on intervention from the regional or central government. However, without a strong oversight mechanism, this policy also has the potential to weaken the critical power of the community and reduce the accountability of village leaders.

From a sustainability perspective, extending the term of office of the village head can be a supporting factor in ensuring the continuity of village development. Policies and programs that have been running will not be easily interrupted due to a change in leadership that is too fast. However, on the other hand, if leadership that is too long is not accompanied by innovation, stagnation can occur in village governance. The principle of togetherness and mutual cooperation also plays an important role in this study, because village leaders who have served longer can build stronger social relationships with their communities, strengthening sense of а togetherness in village development. However, if the leadership no longer reflects the aspirations of the residents, there can be potential for social conflict that hinders harmony at the village level.

In addition, the principle of recognition and subsidiarity must remain the basis of every policy related to villages, including in terms of extending the term of office of the village head. This decision should not only be determined by the central government, but must also consider the conditions and needs of the village community itself. The principle of justice and welfare must also not be ignored, because the extension of the term of office must be able to guarantee that the village community still has the opportunity to choose the best leader for them. If the incumbent village head has a good track record, this policy can be an instrument to improve community welfare through sustainable programs and is not disrupted by the process of changing leadership too guickly. However, if the extension of office is not accompanied by a strict control mechanism, then there is the potential for abuse of authority that can harm the village community itself. Therefore, this policy must be designed in a balanced way so that it can reflect the principles in the Academic Manuscript of the Village Law while maintaining the stability of the village government optimally.

IV. CONCLUSIONS AND RECOMMENDATIONS

The extension of the village head's term of office is based on the amendment to Law Number 6 of 2014 concerning Villages in order to increase the effectiveness of government and reduce conflicts due to too frequent elections. This regulation provides a legal basis for village heads to carry out development programs more optimally. However, this policy must still adhere to the principles of democracy and participation, where the community still has the right to make decisions and supervise. Without transparency and accountability, the extension of the term of office risks creating oligarchy at the village level, so a strong oversight mechanism is needed to remain in accordance with the principles of good governance.

The impact of this policy on the stability of village government has two sides. From a sustainability perspective, a longer term of office can maintain the continuity of development and avoid disruptions due to frequent changes in leadership. However, without good control, this can weaken togetherness and mutual cooperation, and reduce community involvement in village development. Therefore, the extension of office must be balanced with periodic evaluation, transparency, and active community participation so that it continues to reflect the principles of justice and welfare, in accordance with the objectives of the Village Law in building independent and democratic villages.

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