

The Extension of Village Head Terms and the Principles of Power Limitation and Government Accountability

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Abstract

The 1998 reform became a turning point in the Indonesian constitutional system, including strengthening the importance of democracy, limiting power, and accountability in the administration of government, including at the village level. This change has an impact on the regulation of the term of office of the Village Head which continues to grow until the enactment of Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages which regulates the term of office for 8 (eight) years in one period. The change is part of an open legal policy which is based on consideration of the effectiveness of village government. However, this policy was born in the midst of still high cases of abuse of authority and corruption crimes involving village heads. Meanwhile, the regulation of the term of office should be in line with the principle of limitation of power and accountability as part of a democratic legal state. This research is a normative legal research. The formulation of the problem in this study: 1) Why is the term of office of the Village Head extended in Law Number 3 of 2024 concerning the second amendment to Law Number 6 of 2014 concerning Villages? 2) How are the implications of extending the term of office of the Village Head reviewed from the principle of limiting the power and accountability of village government? The results of the study show that the extension of the term of office of the village head in Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages is motivated by considerations, namely the fulfillment of the aspirations of the village head and the village community, increasing the effectiveness of the implementation of government and village development, and realizing the stability of the implementation of village government. The previous term of office was considered not optimal to carry out development and community empowerment programs in a sustainable manner. With a longer term of office, the Village Head is considered to have more adequate time to plan, implement, and complete village development programs. This extension of office also has implications from the principle of power limitation. Longer terms of office have the potential to increase the abuse of authority, reduce the frequency of democratic participation through the election of village heads, and hinder leadership regeneration at the village level. When viewed from the accountability of village government, the positive implications of extending the term of office can support the continuity of development programs, and have a long time to realize optimization in the implementation of village government. Then negative implications are in the form of reduced frequency of evaluation by the community through the election of village heads, as well as weakening public control over the implementation of village government.

INTRODUCTION

After the amendment of the 1945 Constitution, villages began to gain a more autonomous position as a recognized legal community unit in the government system¹. The village head as the highest leader in the village gained legitimacy through a direct election mechanism, and the village government gained wider authority and responsibility, both in terms of governance, development, and village financial management, this confirms that post-reform democratization did not only occur at the national and regional levels, but also at the lowest level of government, namely the village². These changes had an important impact on local government, including villages. It can be seen in the provisions of Article 18B (paragraph 2) of the 1945 Constitution which affirms that "The State recognizes and respects the units of customary law communities and their traditional rights as long as they are alive and in accordance with the development of society and the principles of the Unitary State of the Republic of Indonesia, which are regulated in law". Furthermore, the article becomes the basis for the formation and implementation of village government which is further regulated in the village law.

One of the aspects that was greatly affected by the change in regulations after the amendment was the regulation of the term of office of the village head in several village laws that were born to carry out the mandate contained in the 1945 Constitution³. Since the Reform era, the term of office of the village head has undergone repeated changes. Initially, article 96 of Law Number 22 of 1999 concerning Regional Government states that the term of office of the village head is 5 years and can be elected as many as 1 subsequent term. Then there is a further change, namely in Article 202 of Law Number 32 of 2004 concerning Regional Government which explains that the term of office of the village head is 6 years and can be re-elected for 2 terms.

Furthermore, it was amended again in article 39 of Law Number 6 of 2014 concerning Villages stating that the term of office of the village head is 6 years and a maximum of 3 periods of his term, the last is in article 39 of Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages stating that the term of office of the village head is 8 years with 2 terms of office and is the longest term of office from

¹ Hanif Nurcholis, 2015. *Growth and Implementation of Village Government*. Jakarta: Erlangga.p.50.

² Satiadi Azmi, 2024, "Performance of Village Heads in Development Based on Law Number 3 of 2024 concerning Villages in Baturijal Village, Parana District, Indragiri Hulu Regency", *Journal Equitable*, Vol.2, (4)pp.9-12.

³ Abdurrahman, 2025, "Analysis of the impact of the extension of the Village Head on resource management and performance in Gandon Village, Galoran District, Temanggung Regency", *Journal of Government Sciences*, Vol.3,(8).p.5.

previous policies. This continuous change shows that state policies are always changing in regulating village leadership.

The latest changes made through Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages are inseparable from the demands submitted by various Village Head organizations in Indonesia. Before the amendment to the law was passed, thousands of Village Heads who were members of various organizations including the Indonesian Village Government Association (APDESI) held demonstrations several times in front of the Indonesian Parliament Building and the State Palace. In the action, they demanded an extension of the term of office of the Village Head on the grounds of ensuring the sustainability of village development because they felt that the duration of 6 years in one period in the previous policy was considered too short and the village head could not carry out his responsibilities as a whole⁴.

These aspirations then became one of the considerations in the process of changing the term of office of the village head. In the Academic Text of the Draft Law on the Second Amendment to Law Number 6 of 2014 concerning Villages, it was explained that the extension of the term of office of the Village Head was considered very necessary to increase the effectiveness of village development, ensuring the sustainability of village government programs⁵.

The regulation and changes regarding the term of office of the Village Head as stipulated in these various laws are basically part of the open *legal policy*⁶ of the lawmakers. However, the authority in *the open legal policy* is not absolute and cannot be used arbitrarily, but must be carried out while still paying attention to existing principles. Therefore, any policy change regarding the term of office of the Village Head, including the extension of the term of office in one period, must basically be based on rational, proportional, and accountable reasons so as not to deviate⁷.

⁴ Kompas Editorial Team. Com: Demonstration in Front of the House of Representatives Village Head Demands Extension of the Position of Village Head <https://nasional.kompas.com/read/2024/02/06/11034821/demo-depan-dpr-kepala-desa-tuntut-perpanjangan> Village Heads. Visited June 7, 2026. At 09.00.

⁵ Indonesian House of Representatives. *Academic Manuscript of Bill No. 3 of 2024 concerning the Second Amendment to Law No. 6 of 2014 concerning Villages*. Jakarta: Secretariat General of the House of Representatives of the Republic of Indonesia, 2023.p.2.

⁶ Khalidsyah, 2025. "The Role of Village Heads in Village Infrastructure Management to Improve Road Accessibility in Sungai Pinang Village, Banyuasin Regency". *TheJournalish: Social and Government*, Vol 6 (2),p.10.

⁷ Alfi Husni, 2020. "The Concept of People's Sovereignty and the Limits of State Power in the Framework of Legal Philosophy". *Journal of Science, Economics, Management, Accounting and Law*, Vol 3(1), p.20.

Therefore, the extension of the term of office of the Village Head from 6 years to 8 years is not enough to be understood as a choice of legal policy for the lawmakers, but it is also necessary to see the relevance of its extension to the practices that occur in the community. The question that then arises is no longer about whether the lawmaker has the authority to extend the term of office of the Village Head because it is part of the *open legal policy*, but whether the policy has relevance to the real conditions that are also happening in the current implementation of village government and remains in line with the principles, especially the limitation of power and accountability of village government.

Empirically, the practice of implementing village government still shows various problems, especially those related to the abuse of authority and corruption crimes involving the Village Head. This condition is important to pay attention to because the policy of extending the term of office of the Village Head in Law Number 3 of 2024 was born in the midst of still high corruption cases that occur at the village government level. The length of the term of office has the potential to increase the risk of abuse of power if it is not balanced with adequate supervision and accountability mechanisms. Data from monitoring institutions shows that corruption practices at the village level continue to increase from year to year⁸. Quoted from *Indonesian Corruption Watch* or known as ICW, from 2012 to 2021 there were corruption cases that ensnared as many as 686 village heads, with total state losses reaching 433.8 billion⁹. In 2023 there will be 187 village heads, 275 in 2024, then in 2025 only until August it will increase to 459 village heads¹⁰. With the evidence of corruption data for village heads submitted by ICW, in practice, the management of village power and finances is still vulnerable to irregularities. From a legal perspective, this condition strengthens the argument that the extension of the term of office of the Village Head without a clear reason is feared that the number of corruption in the future will increase and this is very likely to happen, because the position of the Village Head is very closely related to it.

Meanwhile, normatively (*das sollen*), the regulation of the term of office of the village head should be in line with the principles of limitation of power and accountability which

⁸ Anjani Divarianti, 2024. Analysis of Abuse of Authority by Village Heads in the Case of Corruption of Village Funds in Indonesia. *JOURNAL ECONOMICS AND STRATEGY*, 7(1), PP. 112-126.

⁹ Kompas.Com Editorial Team: Firli Bahuri Concerned That 686 Village Heads and Their Devices Have Been Entangled in <https://nasional.kompas.com/read/2022/10/18/17543511/firli-bahuri-prihatin-sudah-686-kepala-desa-dan-perangkatnya-terjerat> Corruption. Visited November 16, 2025 at 08.00.

¹⁰ Siti Khoiriah: The Attorney General's Office says that the number of heads of state entangled in corruption is increasing <https://kupastuntas.co/2025/11/12/keagung-sebut-459-kades-terjerat-korupsi-dana-desa-pada-2025-naik-66-persen> Visited November 16, 2025 at 08.15.

are affirmed in the spirit of the reform era. In a democratic legal country, the principle of limitation of power and accountability is not just a normative value, but is a constitutional principle that must be manifested in every arrangement of public office, including at the lowest level of government, namely the village head. These two principles are directly related and have a direct relationship with the term of office of the village head, because the term of office is a form of limitation of power itself, and every position held must be accountable, it is important to see the implications of the extension of these two principles. The principle of limiting power and accountability is increasingly important considering that the Village Head is the holder of the highest power in the implementation of village government which has broad authority, both in the fields of government, development, community development, and village financial management. Therefore, the policy of extending the term of office of the Village Head from 6 years to 8 years as stipulated in Law Number 3 of 2024 concerning the Village contained in article 39 needs to be further studied. Thus, the extension of the term of office of the Village Head in Law Number 3 of 2024 concerning Villages is a legal policy born based on certain considerations. However, at the same time, the practice of the implementation of village government also still shows various problems, including the abuse of authority involving the Village Head, which is very closely related to the position of the village head himself.

Although the extension of the term of office is part of the *open legal policy*, the regulation still needs to be studied further to see whether the basis for the consideration of the lawmakers in extending the term of office and extending the term of office of the Village Head really has sufficient relevance and urgency, as well as how the implications of the policy are to the principle of limiting the power and accountability of the village government as constitutional principles that are closely related to the term of office of the village head which is also the basis for the implementation of a democratic state of law.

Related to the term of office of the village head, there have been several studies related to this issue, including research conducted by Padira Ahirul Al-Habib (2024) which focuses on the discussion of material on the level of public trust in the leadership of the village head in the dynamics of extending the term of office to 8 years in Molade Village, West Kalimantan. Furthermore, the research conducted by Niken Ayu Anggraeni (2025) focuses on the discussion of the material on the review of the concept of imam in Imam al-Mawardi's thoughts on the position of village head and discusses the concept of leadership for the incumbent village head. Furthermore, the research conducted by Abdurrahman focuses on the discussion of the effect of extending the term of office of the village head on resource management and performance in Gandon village. Then in the

research conducted by Qoriya Rinda Anisa which focused on the discussion of material on the extension of the term of office of village heads in law number 3 of 2024 which caused debate in various perspectives, one of which was the perspective of *masalah mursalah* in Islamic law.

From previous researches, it can be seen that there has been no research that discusses what are the considerations and causes of the term of office of the village head by the lawmakers and their implications for two principles that are directly related to the term of office, namely the limitation of power and accountability in the village government. Therefore, the author wants to research related to the extension of the term of office of the village head and this problem must be researched, so that based on the background that has been explained, the author focuses this research on two questions to be answered, namely why is the term of office of the village head in Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages, then how are the implications of extending the term of office of the village head reviewed from the principle of limiting the power and accountability of village government.

METHODS

In this study, the author needs the right research method as a guideline to ensure that the implementation of research is carried out in the right way and the results obtained are valid, scientific, and accountable. Given the purpose of legal research, the method used is a normative research method. The approach method used by the author in this study is the normative juridical approach method¹¹. The normative juridical approach method focuses on research that aims to systematically acquire legal knowledge by conducting literature studies, as well as studying laws and regulations, books, and academic manuscripts, to find out The extension of the term of office of the Village Head is associated with the principle of limiting the power and accountability of the Village Government.

This research is descriptive. The nature of research descriptive research is the nature of research that aims to provide recommendations or solutions to the legal problems faced. This descriptive nature directs research to not only describe existing legal phenomena, but also provide directions or clues on how the law should be applied or developed in the future, this descriptive nature is often implemented through normative

¹¹ Amiruddin, 2016. *Introduction to Legal Research Methods*, Jakarta: Grafindo Persada, p.19.

analysis, where the researcher tries to formulate the ideal legal norm or rule based on existing legal principles or based on certain legal objectives¹².

The legal materials in this study were obtained from primary legal materials and secondary legal materials as well as tertiary legal materials. The primary legal materials consist of the 1945 Constitution of the Republic of Indonesia, Law Number 19 of 1965 concerning Desapraja, Law Number 22 of 1999 concerning Regional Governments, Law Number 3 of 2004 concerning Regional Governments, Law Number 6 of 2014 concerning Villages, Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages, Regulation of the Minister of Home Affairs Number 112 of 2014 concerning the Election of Village Heads, Academic Manuscripts and Minutes on the Establishment of Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages.

Then secondary legal materials are materials that are closely related to primary legal materials and can help analyze and understand primary legal materials consisting of books, articles, papers, journals related to the problem being researched, the internet. Tertiary legal materials are legal materials that provide explanations of primary legal materials and secondary legal materials. Tertiary legal materials can be in the form of dictionaries, encyclopedias, and so on. While the research approaches used are the legislative approach and the historical approach.

RESULTS AND DISCUSSION

1. Extension of the Term Of Office Of Village Heads In Law Number 3 Of 2024 Concerning The Second Amendment To Law Number 6 Of 2014 Concerning Villages.

Based on the results of the analysis, it was found that the lawmakers have a goal that is the basis for extending the term of office of the village head. The purpose of the extension does not stand alone, but is interrelated with each other in realizing policy changes. Therefore, to facilitate the analysis, these reasons are grouped to better understand why the term of office of the Village Head is extended as stipulated in Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning the Village as follows:

¹² Soerjono Soekanto and Sri Mamudji, 2003, *Normative Law Research, A Brief Review*, Jakarta: Raja Grafindo Persada, p. 13.

a. Fulfillment of the Aspirations of Village Heads and Village Communities

One of the reasons behind the extension of the term of office of the village head is the existence of aspirations conveyed by the Village Head. Aspirations are the wills, needs, hopes, or proposals submitted by the community to the administration of government and in the formation of laws and regulations. In a democratic country, the aspirations of the community are a very important consideration in the formulation of policies and are guaranteed through the right of public participation orally or in writing in the formation of laws, because through these aspirations reflect the needs of the community which will later be regulated by a policy and these aspirations must still be further studied to be in accordance with the formation of policies¹³.

The aspirations carried out by the village head are one of the bases considered in this policy. In its development, the policy contained in Law Number 6 of 2014 concerning Villages, where the old law seems to be no longer able to accommodate the needs of the community in the future. The village head considers that the previous term of office of the village head has not been fully able to accommodate the needs of effective and sustainable village government as contained in academic ¹⁴texts.

This can be seen from the background of the Academic Manuscript of the Second Amendment Bill to Law Number 6 of 2014 concerning Villages. In this background, it can be seen that there are aspirations conveyed by village heads through a protest held in front of the House of Representatives of the Republic of Indonesia, which basically wants a change to the terms of office. According to the village heads, the term of office of 6 (six) years with the possibility of serving up to 3 (three) periods is considered not ideal and they want the term of office to be changed to 9 years in 1 (one) period¹⁵. The aspirations were then channeled through various forums, one of which was by the Association of Indonesian Village Governments (APDESI) which was submitted to Jakarta and proposed the extension of the term of office of the village head to be longer.

The problem in the background of the academic manuscript is the background for the changes contained in the law. Where it can be seen from the discussion that the demands of the village head are a strong reason behind the extension of the term of office. Then in addition to being based on the background of the academic manuscript which reflects the aspirations carried out by the village head, the change in the arrangement of

¹³ Moh Kusnardi, 2017. *Constitutional Law and Power*. Bandung: Alfabeta, p.80.

¹⁴ Indonesian House of Representatives. *Academic Manuscript of Bill No. 3 of 2024 concerning the Second Amendment to Law No. 6 of 2014 concerning Villages*. Jakarta: Secretariat General of the House of Representatives of the Republic of Indonesia, 2023.p.2.

¹⁵ Ibid.p.3.

the term of office of the Village Head also cannot be separated from the sociological foundation in the academic manuscript that develops in the community.

The sociological foundation contained in the academic manuscript is that there are still many aspirations of the community, especially the village apparatus who want the Village Law to be changed and this aspiration must be immediately followed up by the DPR. Because to create an Indonesian society that lives fairly and prosperously, the Indonesian nation must start changing the development paradigm starting from the lowest government, namely (Village) because most of the Indonesian population and all its problems live in the Village¹⁶. The Village community feels the injustice, poverty, and underdevelopment that is always attached to the Village so this fact requires this policy to be readjusted to the conditions that occur in the Village community who are still far behind and less paid attention to by the government, so this is also what caused one of the demonstrations from the Village Head who asked for his term of office to be extended.

Then the same reason is also contained in the Minutes of the Draft Meeting on the Second Amendment to Law Number 6 of 2014 concerning Villages¹⁷. Through the minutes, it can also be known the considerations that have developed in the formation of the policy of extending the term of office of the village head, including various problems and needs that are considered to be the basis for the change in the regulation.

The statements supporting this reason, namely from representatives of the Gerindra Party faction on the grounds that the extension of the term of office of the Village Head is permissible. This is because the change in the periodization of the term of office is determined by the lawmakers because it is an open legal policy that also takes into account the aspirations conveyed by the village head to Jakarta. The change in the formulation and improvement of the policy is intended to accommodate the aspirations conveyed by the village community representatives and village heads as well as to reaffirm because the village is the lowest government unit institution that deals directly with the community. This is based on the need for the development of general power relations in the life of the state which is influenced by the sociological, juridical and philosophical conditions when the regulation is made¹⁸.

¹⁶ House of Representatives of the Republic of Indonesia. *Academic Manuscript of Bill No. 3 of 2024 concerning the Second Amendment to Law No. 6 of 2014 concerning Villages*. Jakarta: Secretariat General of the House of Representatives of the Republic of Indonesia, 2023.pp.74-76.

¹⁷ Moh Kusnardi, 2017. *Constitutional Law and Power*. Bandung: Alfabeta, p.80.

¹⁸ House of Representatives of the Republic of Indonesia, *Minutes of the Meeting on the Drafting of the Bill on the Second Amendment to Law Number 6 of 2014 concerning Villages*. Secretariat General of the House of Representatives of the Republic of Indonesia, Jakarta 19 June 2023.p.10.

From the explanation above about one of the reasons for the extension, namely because of the aspirations of the village head and the village community, based on the theory of democracy, community aspirations are a form of community participation in the process of forming public policies. This participation reflects the involvement of the community in conveying needs, interests, and expectations to lawmakers as a consideration in the formulation of a policy¹⁹.

In a democratic country, the formation of laws and regulations is not only oriented to the will of the government, but must also pay attention to the aspirations that develop in the community so that the policies produced are in accordance with social needs. In terms of amendments to Law Number 6 of 2014 concerning Villages, the aspirations of the Village Head and the village community are one of the considerations in extending the term of office of the Village Head. This shows that the lawmakers have carried out and accommodated the participation of the community as part of the democratic process, so that the policies formed which are a form of aspirations from the people themselves, are expected to have legitimacy and can be accepted by the community

b. Increasing the Effectiveness of Government Implementation and Village Development.

The effectiveness of the implementation of village government is the ability of a village government to carry out its duties, functions, and authorities optimally to achieve the goals that have been set. Effectiveness is not only measured by the implementation of a program, but also by the extent to which the program is able to provide benefits, meet the needs of the community, and produce quality public services. Effective government implementation is characterized by good coordination, proper decision-making, sustainable program implementation, and the achievement of development goals in accordance with the planned that has been set²⁰.

Quoted from *kompas.com*, it can be seen that the implementation of government at the village level still requires a lot of attention and must be considered by the government so that all villages in Indonesia can create prosperous villages and achieve a level of welfare. Almost all villages in Indonesia still have many challenges from 6 main dimensions, namely basic services, social conditions, economy, environment,

¹⁹ Sorensen, 2017. *Democracy and Democratization*. Yogyakarta: Student Library, p.35

²⁰ Ridwan Malik Hasyim, 2009. *Indonesian State Administrative Law*. Raja Grafindo Persada:Bandung.p.50.

accessibility, and village governance so that many villages in Indonesia have not achieved the implementation of good governance²¹.

The data shows that the implementation of village government still faces many obstacles so that the effectiveness of the implementation of tasks and village development is not fully optimal. This condition is one of the considerations of the lawmakers in making changes to the term of office of the village head as explained in the academic text. In relation to the change in the term of office of the village head, as explained in the philosophical foundation that village government is the foundation for the governance of the Unitary State of the Republic of Indonesia. The change is basically directed to strengthen the implementation of village government to be more effective and able to realize the state goals as mandated in the constitution, so that later it is expected that the Village Head will be more optimal in leading the village if changes are made in the implementation of village government. Then the views and arguments that support that the extension of the term of office of the village head needs to be extended for the effectiveness of village development are also contained in the minutes.

The first argument is the view of the Chairman of the Baleg which is that because the term of office of the Village Head is considered necessary to be extended so that the implementation of village development can run more optimally, considering that the period of six years in one period is considered insufficient to realize the development program to the maximum²². Then the next aspiration of the Indonesian Democratic Party of Struggle (PDI-P) faction in the discussion also shows that the extension of the term of office is seen as a need to increase the effectiveness of the implementation of village government. In this case, Indonesia's diverse geographical conditions, especially in archipelagic areas, remote areas, borders and villages that have limited access and communication, the implementation of government and development in villages often faces technical and administrative obstacles²³.

This condition causes the process in village development to take longer to be planned, implemented, and produce a real impact on the people in the village. Therefore, the election of village heads in too short a period of time is considered less efficient and faces

²¹ Kompasiana.com editorial team: The number of villages that are still far from being well organized and correct <https://www.kompasiana.com/kasiani8319/6a4618d5ed6415739d408f72/indeks-desa-2026-saatnya-des-bersiap-dengan-data-yang-jujur-kompasianadesa> . Visited July 25, 2026 at 10.00.

²² House of Representatives of the Republic of Indonesia, *Minutes of the Meeting on the Drafting of the Bill on the Second Amendment to Law Number 6 of 2014 concerning Villages*. Secretariat General of the House of Representatives of the Republic of Indonesia, Jakarta, June 22, 2023.p.48.

²³ House of Representatives of the Republic of Indonesia, *Minutes of the Meeting on the Drafting of the Bill on the Second Amendment to Law Number 6 of 2014 concerning Villages*. Secretariat General of the House of Representatives of the Republic of Indonesia, Jakarta, July 3, 2023.p.36.

various obstacles in remote areas, so the extension of this term of office is very relevant to overcome this problem. When viewed from the theory of accountability, basically the implementation of government not only requires accountability for every use of authority by public officials, about the accountability of power, but also demands the creation of a more effective implementation of village government²⁴.

Therefore, the reasons given about efforts to implement better village government regarding the effectiveness of development, program sustainability, and efficiency of government administration show that the extension of the term of office of the village head is seen as a means to improve the quality of the performance of the village government itself, especially the village head. Thus, based on the theory of accountability, these reasons can be relevant and justified in accordance with the theory of accountability that wants efforts to create an increase in the effectiveness of government administration and village development itself²⁵.

c. Realizing Stability in the Implementation of Village Government

Stability of government administration is a condition for government administration that takes place safely, in an orderly, conducive, and sustainable manner so that the implementation of government duties, functions, and authorities can run optimally²⁶. One example of factors that affect the stability of village government implementation is the implementation of village head elections (Pilkades). In practice, the elections are not only a means of democracy at the village level, but also have the potential to cause conflicts that can disrupt the stability of village government because the elections have a different political atmosphere from the election of regional heads and other elections. The regional elections have quite complex challenges due to strong emotional ties in the community. This condition is caused by the strong emotional bonds that exist among village communities, both based on family relationships, kinship, and social closeness that have been formed for a long time. This emotional bond makes every election contest not only a political competition, but also a social relationship between citizens²⁷.

As a result, differences in political choices have the potential to cause polarization, disputes, and even prolonged conflicts even to the point of murder, so that this disrupts

²⁵ Ridwan Hasyim, 2009. *Indonesian State Administrative Law*. Raja Grafindo Persada:Bandung.p.50.

²⁶ Sony Fernanda, 2016. *The Law of Village and Customary Village Government in Indonesia*. Bandung : CV. Gita Lentera. p. 80.

²⁷ Afdhal Muhammad Fajri: Emotional Bonds Make Conflicts in the Regional Elections Very Complex https://rri.co.id/tanjungpinang/regional/2588685/ikatan-emosional-menjadikan-konflik-di-pilkedes-sangat-kompleks#google_vig Visited July 25, 2026 at 14.00.

the harmony of the community and has an impact on the smooth implementation of government and village order itself²⁸. Therefore, lawmakers view that one form of reducing the frequency of holding Pilkades is through the extension of the term of office of the Village Head, which if the term of office is extended, the implementation of the Pilkades is not carried out too often so that it is expected to minimize the potential for conflict and maintain the stability of the implementation of village government.

In line with the importance of maintaining the stability of the implementation of village government, it is also reflected in the consideration of academic manuscripts and discussion minutes. There is a view from the Gerindra Party faction that the frequency of village head elections that are too frequent has the potential to cause social dynamics in the community, even conflicts in some areas that cannot always be resolved in a short time. The high political dynamics that occur during the village head election period result in divisions among residents and even to the point of causing dualism among villagers. So this extension of office is also expected to be able to resolve the remaining conflicts²⁹.

Based on the theory of power limitations, the power given to government administrators must be used to realize the goals of government administration, namely the creation of order, certainty, and the sustainability of government. In the context of extending the term of office of the Village Head, the lawmaker views that the extension of the term of office is one of the efforts to maintain the stability of the implementation of village government. This stability is expected to reduce the potential for conflicts due to the implementation of the elections too often, maintain the continuity of leadership, and provide space for the implementation of government and village development to take place in a sustainable manner. Thus, the extension of the term of office of the Village Head is seen as a policy that aims to create stability in the implementation of village government so that the implementation of government authority can run more optimally in accordance with the objectives of government administration³⁰.

2. The Implications of Extending The Term of Office Of The Village Head Are Associated With the Principle of Limitation of Power

According to the principle of power restriction, one way to prevent the concentration of power is through term limits. The term of office limitation is intended so that there is

²⁸ Detik.Com Editorial Team: Man in Bone Kills Salebba Head Allegedly Revenge of the Hero Who Lost the <https://www.detik.com/susel/watampone/d-8065386/pria-di-bone-bunuh-kades-salebba-diduga-gegara-dendam-jagoan-kalah-pilkades> Pilkades Visited July 25, 2026 at 14.00.

²⁹ House of Representatives of the Republic of Indonesia, *Minutes of the Meeting on the Preparation of the Bill on the Second Amendment to Law Number 6 of 2014 concerning Villages*. Secretariat General of the House of Representatives of the Republic of Indonesia, Jakarta 22 June 2023.p.16.

³⁰ Nomensen Sinamo, 2014, *Indonesian Constitutional Law*, Jakarta: Permata Aksara, cet-, p. 181.

no control of public office by the same individual for too long a period of time. This theory departs from the idea that power has a tendency to be abused if it is not limited through adequate legal mechanisms. If associated with the regulation of the term of office of the Village Head in Law Number 3 of 2024 concerning Villages, the change in the term of office from six years to eight years indicates an increase in the duration of power owned by the village head³¹. This addition causes a person to occupy public office at the village level for longer so that the opportunity for a change of leadership becomes rarer than before.

The previous position of Village Head was reflected in Law Number 6 of 2014 concerning Villages, namely 6 years in 1 period and then changed to 8 years in 1 period in Law Number 3 of 2024 concerning Villages. However, through Law Number 3 of 2024 concerning Villages, the term of office is set for eight years in one period, the change shows a shift in legal policy regarding the duration of the village head's power in the implementation of village government.

In the practice of state administration, the longer a person occupies public office, the greater the potential for abuse of authority and this can of course happen to the village head himself and it is very important to see the implications of the extension of the term of office reviewed from the limitation of power. In principle, the limitation of power is very closely related to democracy, because democracy requires a relevant and not too long term of office to maintain democracy, including at the village level. If the village head holds office for too long, then it is likely that in a democracy, related to the active participation of the community in the process of electing the village head is a real form of people's sovereignty. By extending the term of office to 8 years, the frequency of village head elections will also decrease, which means that opportunities for people to participate in the democratic process at the village level become less frequent and this can reduce and weaken the community's control over their leaders³².

Then with a longer term of office, it will also have the implication of reducing opportunities for other individuals, especially the younger generation to participate in village leadership, to be more limited. This can hinder the entry of new ideas and innovations from the younger generation in the management of village government. In a democracy, this will cause a defect in leadership regeneration, many young generations are hampered in channeling their leadership potential if this term of office is extended, because 8 years in one period is not short while regeneration of village government also

³¹ Tjoe Kang Long and Widyawati Boediningsih, 2018. "Term of Office of the Village Head: A Discourse", *Journal of Scientific Scholars*, Vol 3(4).p.14.

³² Ibid.p.87

needs to be carried out. In fact, in a democratic system, leadership regeneration is an important part to maintain the sustainability of a healthy and participatory government³³.

Based on the above analysis, it can be objectively concluded that the change in the term of office of the village head to eight years in Law Number 3 of 2024 does have the potential to increase the risk of abuse of authority. This conclusion is based on the principle of power limitation, which states that the longer a person occupies public office, the greater the chance of irregularities because supervision will be weakened. From a democratic point of view, this extension of the duration legally reduces the opportunity for the community to evaluate its leaders periodically through elections, while hindering regeneration for the younger generation to bring new innovations at the village level. Therefore, without a balanced and strict supervision system, this extension of the term of office will theoretically change village governance from one that originally prioritized the interests of the people to be centered on the individual power of the village head himself.

3. The Implications of Extending The Term of Office of The Village Head Are Associated With The Principle Of Village Government Accountability

According to the principle of accountability, every public office holder is of course elected through direct election from the community and has the obligation to be accountable for the implementation of duties, the use of authority, and the management of public resources to the community as a mandate giver. Accountability is realized through various forms such as financial accountability, performance accountability, and political accountability, which as a whole aims to ensure that every government action can be known by the public on a regular basis³⁴.

In terms of village government, accountability has more specific characteristics because the relationship between the village government and the community takes place directly and closely. The Village Head as the leader of the village government is not only administratively responsible to the government above him, but also socially and morally to the village community. The regulation of the term of office of the Village Head is one of the factors that also affect the quality of village government accountability³⁵. The extension of the term of office of the village head to eight years as stipulated in Law Number 3 of 2024 needs to be seen not only as a change in the duration of time, but also as a policy that has implications for the pattern of power accountability at the village level

³³ Suryapusita, 2024. "Public Policy Dynamics on the Urgency of Extending the Term of Office of Village Heads". *J-CEKI: Journal of Scientific Scholars*, Vol 3,(6), p.18.

³⁴ Imawan Arianto, 2019. "The role of village government accountability in building public trust". *Journal of Multiparadigm Accounting*, 10(1), p. 25.

³⁵ Sofyani, 2021. "The role of accountability and transparency of Indonesian village governments on the trust of village communities: a case in Bantul Regency". *Journal of the Academy of Accounting*, Vol 4(1).p.14.

and has positive and negative implications on the accountability of the village government.

From the positive implications such as performance accountability, extending the term of office of the village head to eight years can provide a wider space for the village head to carry out government functions more optimally and in a more directed manner. A longer period of time allows village heads not only to focus on short-term programs that are instantaneous, but also have the opportunity to design development policies that are oriented to medium- to long-term visions. All of these factors ultimately support the creation of a village government system that is not only effective, but also able to account for every policy and action in a more transparent and comprehensive manner to the public³⁶.

However, behind the positive implications, the extension also has negative implications. The first is related to social accountability, namely the weakening of the control mechanism for power. In a democratic system of government, control of power is not only carried out through formal institutions, but also through political and social pressure from the community, one of which is manifested through periodic election mechanisms. When the term of office is extended, the frequency of direct evaluation through elections from the community decreases, so the pressure on the Village Head to always account for his performance also tends to decrease.³⁷

In addition, in performance accountability, long tenure also has the potential to cause saturation in leadership and decreased performance. In some cases, the length of a person's tenure can reduce innovation and creativity in running the government. Village heads may tend to maintain the same policy pattern without making significant updates, so that development programs become less adaptive to changing community needs. In such conditions, performance accountability becomes weak because there are not enough efforts to improve the quality of public services or respond to the dynamics that develop in the community.

Then the next implication on political accountability, the extension of the term of office can also trigger the emergence of the dominance of local elites. Village Heads who have been in office for a long time have the potential to become the dominant center of power in the village, so that the space for community participation in decision-making becomes increasingly limited. This dominance can create community dependence on the

³⁶ Rosidah Rizka, 2020. "Transparency and accountability in fraud prevention in government agencies (Case study of the Ciwidey District Office)". *Journal of Business Management and Accounting Economics: EMBA*, Vol 2(1), p.14.

figure of the Village Head, which in the long term actually weakens the community's capacity to carry out control and supervision independently. In conditions like this, accountability no longer runs in a participatory manner, but becomes one-way.

CONCLUSION

The extension of the term of office of village heads in Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages is motivated by considerations, namely fulfilling the aspirations of village heads and village communities, increasing the effectiveness of government implementation and village development, and realizing stability in the implementation of village government. The previous term of office was considered not optimal to carry out sustainable community development and empowerment programs. With a longer term of office, the Village Head is considered to have more adequate time to plan, implement, and complete village development programs. The change in the regulation is also a form of legal policy made by lawmakers to be adjusted to the development of the needs of village communities in Indonesia, so that these changes can be made and are expected to be able to create more effective, stable, and sustainable village governance.

The extension of the term of office of the village head in Law Number 3 of 2024 concerning the Second Amendment to Law Number 6 of 2014 concerning Villages has implications when viewed from the principle of power limitations. Therefore, the increase in the term of office of the village head indicates an expansion of the duration of power owned by the village head in the implementation of village government. The extension of the term of office of the Village Head has implications for reducing the frequency of village head elections so that the opportunity for the community to participate in the democratic process becomes more limited. In addition, the term of office that is too long can hinder the regeneration of village leadership, as well as narrow the opportunities for the younger generation to participate in village government.

The extension of the term of office of the Village Head also has implications for the accountability of village government. In terms of positive implications, the extension of the term of office can support the continuity of development programs, maintain the stability of village government, and have a long time to realize optimization in the implementation of village government. However, the extension of the term of office also has negative implications for the accountability of village government, especially in the form of reducing the frequency of evaluations carried out by the community through the election of village heads, as well as weakening public control over the implementation of village government.

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