

Unraveling the Complexity of Village Head Term Extension Policy in Indonesia: A Narrative Policy Analysis Approach

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Abstract

This research uses Narrative Policy Analysis to study the strategy of extending village chiefs' terms in Indonesia. The focus is on government and policy-resistant groups. Data was sourced from online documents from January 2011-March 2024. The study found that while extending terms can improve village governance efficiency, it also risks corruption and economic crime due to power imbalances and insufficient monitoring. Counter-narratives highlight these risks. To mitigate them, the study recommends increasing transparency, accountability, community oversight, education, and strict penalty enforcement. Despite the policy's good intentions, its implementation can lead to corruption and economic crime. Therefore, it must be implemented responsibly and transparently. This study underscores the importance of narrative analysis in understanding and evaluating public policy.

Keywords: Policy, Narrative Policy Analysis, Corruption, Economic Crime

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Introduction

The main controversy related to the policy of the possibility of power abuse exists in the position of village chief, including corruption and economic crimes (Sasongko, Widarni, & Bawono, 2021). Critics of this policy argue that increasing the office's tenure can create space for village heads to misappropriate village funds, ignore community interests, and exploit positions for personal gain (Saragih, Armanda, & Novaisal, 2023). In this reform era, Indonesia faces various challenges in the field of government (Turner, Prasojo, & Sumarwono, 2022). One significant challenge is the question of the village chief's term of office extension. This issue emerged as a response to the need for stability and continuity in village governance, but also brought a number of controversies (Saputra, Subroto, Rahman, & Saraswati, 2020).

However, on the other hand, there are also arguments in favor of prolonging the tenure of the village chief. Supporters of this policy argue that a village head who is experienced and has a long-term vision can bring progress and sustainable development to the village. This debate demands a stricter and more transparent monitoring mechanism to stop possible power misuse and requires in-depth research into the practice of prolonging village chiefs' terms in office (Michaelides & Laouris, 2024).

In the village government, the head of the village plays a vital role. As the highest leader at the village level, he is responsible for implementing various government programs and policies. The village head is the spearhead in public services and is a bridge between the government and the community (Sofyani, Pratolo, & Saleh, 2022).

The effectiveness of village governance and the welfare of the community may be significantly impacted by extending the term of office of the village chief. Having a lengthier tenure, the village chief has a greater opportunity to implement the vision and mission, as well as ensure the implementation of government programs and policies runs well (Charin, 2023). However, on the other hand, Extending the tenure of the village chief may also provide chances for corruption. and economic crime. Village chiefs who hold office for longer have more time and opportunities to abuse their power and engage in corruption (Wang, Ma, & Xia, 2022). This raises the need for a strong and transparent monitoring system to prevent abuse of power. The village community itself or approved government agencies may be in charge of this oversight (Fitriani, Shauki, & Pratiwi, 2020).

Thus, prolonging a village chief's tenure in office is a complex issue that requires careful consideration. On the one hand, this can improve the performance of village government and community welfare. However, on the other hand, this can also open up opportunities for corruption and economic crime. Therefore, it is necessary to have a strong and transparent monitoring system to prevent abuse of power (Michaelides & Laouris, 2024).

Narrative Policy Analysis (NPA) is a very useful approach to understanding government policy narratives, including issues such as prolonging a village chief's tenure in office, corruption, and potential economic crime. NPA allows researchers to understand various different perspectives on a policy issue (Muhhina, 2020). In the context of prolonging a village chief's tenure in office, there are various narratives that may emerge, ranging from those who support prolonging the position's tenure for reasons of stability and continuity, to those who oppose it due to concerns about potential corruption (Mudimu, Zuo, Shah, Nalwimba, & Ado, 2021) .

NPA helps reveal the values and beliefs underlying various parties' positions on a policy issue. This is important for understanding the reasons why people support or oppose a policy (Murthy & Gopalkrishnan, 2023). NPA can also be used to analyze power dynamics in the policy-making process. Regarding extending village chiefs' terms in office, NPA can help reveal how various parties use narratives to influence the policy-making process. As a postpositivist method, NPA recognizes that knowledge is a social construction and that there is no single objective 'truth'. This means that NPA can help researchers to understand how narratives are shaped and used in broader social and political contexts. As such, the NPA is an invaluable tool for understanding and analyzing complex and controversial policy issues such as extending the term of office of village heads (Camacho, 2020).

This research aims to analyze the policy of extending the term of office of village heads using a Narrative Policy Analysis approach. Through this approach, this research will reveal various narratives and discourses that have developed related to this policy, as well as its impact on corruption and economic crimes at the village level. It is hoped that the results of this research can provide a deeper understanding of the dynamics of the policy of extending the term of office

of village heads, as well as its implications for corruption and economic crime. Apart from that, it is also hoped that this research can provide policy recommendations for the government in order to prevent and overcome corruption and economic crimes at the village level.

Research Methods

This research applies Narrative Policy Analysis (NPA) to understand government policy narratives. NPA is a postpositivist method, helping to understand complex policy debates and reflecting policy actors' understanding of problems and solutions. Policy narratives are an important source of meaning making. In Narrative Policy Analysis, researchers determine the level of analysis (micro, meso, macro) as the scope of research. The micro level focuses on individual narrative creators, the meso on the role of policy actors, and the macro level on the influence of ideology and culture. Policy narrative analysis involves elements (setting, characters, plot, moral message) and content (value system, strategy). This research focuses on the meso level, analyzing the government and groups resistant to policies. Secondary data was obtained from trusted online documents, including public data, news and previous research documents in the observation period January 2011-March 2024.

Results and Discussion

The policy of extending the term of office of village heads is an important issue to analyze (Susilo, Hidayat, & Marta, 2021; Wang, Miao, Phelps, & Zhang, 2021). This policy has the potential to influence political and economic dynamics at the village level. However, this policy also opens up opportunities for corruption and economic crimes (Annahar, Widianingsih, Muhtar, & Paskarina, 2023; Hong, Park, & Yang, 2023). In this section we divide it into 4 sub-chapters, namely Narrative Policy Analysis, Counter-Narrative of Village Head Term Extension Policy, Metanarrative Analysis, Strategy Recommendations for Strengthening the Village Head's Term Extension Policy Narrative. Table 1 presents the informants and data sources in this research

Table 1. Informants and Data Sources

Informants	Data Sources
Pudji Muljono(2011)	https://academicjournals.org/article/article1379436595_Muljono.pdf
Annahar, Widianingsih, Muhtar, & Paskarina, (2023)	https://www.mdpi.com/2071-1050/15/11/8616
Charin, (2023)	https://ojs.umrah.ac.id/index.php/kemudi/article/download/5541/2199
Almas Ghaliya Putri Sjafrina (2023)	https://www.hukumonline.com/berita/a/icw-beberkan-tiga-masalah-mendasar-dalam-perpanjangan-masa-jabatan-kepala-des-a-lt63d3a4911fe68/
Indonesia Corruption Watch (ICW) (2023)	https://antikorupsi.org/id/sesat-pikir-perpanjangan-masa-jabatan-kades-niat-buruk-politisasi-desadansuburkanoligarkidesa
Taufiq Sidik Prakoso	https://soloraya.solopos.com/muncul-pro-dan-kontra-kades-di

(2024)	-klaten-ungkap-alasan-ingin-masa-jabatan-9-tahun-1527570
Gubernur Kepulauan Bangka Belitung (2016)	https://jdih.babelprov.go.id/sites/default/files/produk-hukum/Pergub%20No.%2058%20Tahun%202016.pdf

Narrative Policy Analysis

The policy of extending the term of office of the village head aims to provide the village head with the opportunity to continue the programs and initiatives that have been started. However, this policy can also be exploited by irresponsible individuals to extend their power and commit acts of corruption (Reupert, Straussner, Weimand, & Maybery, 2022). Extending the term of office can create an environment conducive to corruption (Triatmanto & Bawono, 2023). Village heads who have longer tenures have more opportunities to abuse power for personal gain. Village heads can manipulate the allocation of village funds or engage in nepotism in appointing village officials (McElwee, Van Le, Nghiem, & Vu, 2022). Apart from corruption, extending the term of office of village heads can also increase the risk of other economic crimes. Village heads can be involved in misappropriating village funds, embezzlement, or abuse of authority for personal economic gain (Siregar & Aminudin, 2020). The policy of extending the term of office of village heads has the potential to increase the efficiency and effectiveness of village government (Sirait & Sinaga, 2020). However, this policy also opens up opportunities for corruption and economic crime. There needs to be a strong and transparent monitoring mechanism to prevent abuse of this policy (Maggio, 2021).

Table 2. Policy Narrative Components in Village Head Term Extension Policy.

Narrative Components	Description
Levels of Analysis	Meso (village level)
Settings	<p>Protagonists: These are the individuals or groups who support the extension of the term of village chiefs. They believe that this policy can increase the efficiency and effectiveness of village governance. The protagonists could include the village chiefs themselves, certain government officials, and community members who believe in the benefits of continuity in leadership.</p> <p>Antagonists: These are the individuals or groups who oppose the extension of the term of village chiefs. They are concerned about the risks of corruption and economic crime due to power imbalances and insufficient monitoring mechanisms. The antagonists could include policy-resistant groups, certain government officials, community members who advocate for change and accountability, and watchdog organizations.</p> <p>Victims: These are the individuals or groups who may be negatively affected by the policy. If corruption and economic crime occur due to the extension of the term of village chiefs, the victims could include the general public, particularly the residents of the villages. They may suffer from misallocation of resources, lack of development, and other negative impacts of corruption and economic crime. In the long run, this could also undermine public trust in the village governance system.</p>
Plots	Village heads receive an extension of their term of office, which can influence political and economic dynamics at the village level. However, this can also open up opportunities for corruption and economic crime.
Moral message	Extending the term of office can increase the efficiency and effectiveness of village government, but it can also open up opportunities for corruption and economic crime. Therefore, there needs to be a strong and transparent monitoring mechanism.

Value System	Transparency, accountability and integrity in village government.
Strategy	Implement a strong and transparent monitoring mechanism to prevent abuse of the policy of extending the term of office of village heads.

Source: Author's Analysis

Counter Narrative of the Village Head's Term of Office Extension Policy

The policy of extending the term of office of village heads can raise a number of problems and challenges that need to be considered. While the intent may be good, there are several reasons why this policy may not be the best idea (Lindsjö, Mulwafu, Andersson Djurfeldt, & Joshua, 2021). Extension of the village head's term of office can reduce accountability and transparency in village government. With a longer term of office, village heads may feel more secure and have less need to be accountable for their actions to the community (Sofyani, Pratolo, & Saleh, 2022). Extensions to the duration of terms of office can become a breeding ground for corrupt practices. A village leader with an extended leadership period has a greater opportunity to abuse his position for personal gain (Deininger, Nagarajan, & Singh, 2020). Apart from that, increasing the length of a village head's term of office could also trigger an increase in the risk of other economic crimes. Village leaders can be involved in misuse of village funds, embezzlement, or abuse of power for personal economic gain (Shaleh, Sinaga, & Roespinoedji, 2021). Although the aim of the policy of increasing the length of the village head's term of office may be to increase the efficiency and effectiveness of village government, the risks and challenges it poses may outweigh the benefits. Therefore, it is necessary to consider whether this policy is really the best solution to improve village governance (Zhang, Wang, Zhou, Zhang, & Zuo, 2020; Ramanadhan, Ganapathy, Nukala, Rajagopalan, & Camillus, 2022).

Metanarrative Analysis

Metanarratives are narratives that combine multiple individual narratives to form a bigger picture. In the context of the Village Head's Term Extension Policy, metanarratives can help us understand how this policy is understood and translated in a broader context. The policy of extending the term of office of village heads is often seen as an effort to increase the efficiency and effectiveness of village government. However, in this metanarrative, this policy is also seen as a potential entry point for corrupt practices and economic crimes. Corruption is often seen as a result of the policy of extending terms of office. In this metanarrative, corruption is seen as the result of an unbalanced power structure and a lack of effective oversight mechanisms. Economic crimes, such as misappropriation of village funds and embezzlement, are often seen as a direct result of the policy of extending terms of office. In this metanarrative, economic crime is seen as the result of a lack of transparency and accountability in village governance. This metanarrative analysis shows that although the aims of the Village Head Term Extension Policy may be good, its implementation can bring negative consequences such as corruption and economic crime. Therefore, further efforts need to be made to ensure that this policy is implemented in a transparent and responsible manner.

Table 3. Comparison Between Narratives of Extension of the Village Head's Term of Office.

	Main Narrative	Counter Narrative	Cause of Difference
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Objective	Increasing the efficiency and effectiveness of village government.	Reducing accountability and transparency in village government.	Differences in policy interpretation and implementation.
Potential for Corruption	Can be prevented with strong and transparent monitoring mechanisms.	Longer terms of office can create an environment conducive to corruption.	Differences in risk assessment and effectiveness of supervisory mechanisms.
Potential Economic Crime	Can be prevented by transparency and accountability in village government.	Longer terms of office may increase the risk of economic crimes.	Differences in risk assessment and effectiveness of transparency and accountability.

Source: Author's Analysis

The narrative gap is seen in the difference in objectives between the main narrative and the counter-narrative. The main narrative focuses on increasing the efficiency and effectiveness of village government, while the counter-narrative focuses on the potential for decreasing accountability and transparency. The metanarrative that emerges from this table is that the extension of the village head's term of office has both positive and negative potential. On the one hand, it can increase the efficiency and effectiveness of village government. On the other hand, it can also open up opportunities for corruption and economic crime. The counter-narrative emerged as a response to the negative potential of the term extension policy. This includes risks of abuse of power, corruption and economic crime. These counter narratives are important to ensure that these policies are implemented in a transparent and responsible manner.

Recommendations for strategies for strengthening the policy narrative for extending the term of office of village heads

Based on the results of the analysis, we provide recommendations for strategies for strengthening the policy narrative for extending the term of office of village heads, namely transparency and accountability, community supervision, education and training, strict punishments and policy revisions. Increasing transparency and accountability in decision-making processes and policy implementation is key. Regular publication of the progress and results of village programs can help the community understand and monitor village government actions. Community participation in monitoring policy implementation is also important. The establishment of independent monitoring institutions or public complaint mechanisms can provide channels for the public to report abuse of power or corruption. Education and training for village heads and village government staff can help build a culture of integrity and ethics in government. Knowledge of laws and regulations related to corruption and economic crimes is also important to prevent abuse of power. Enforcement of strict penalties for village heads who are proven to have committed corruption or economic crimes can provide a deterrent effect and prevent the recurrence of similar acts in the future. if necessary, revisions to the policy on extending the term of office of village heads can be carried out to ensure that this policy is not misused. By implementing these strategies, the narrative of the policy of extending the term of office of village heads can be strengthened and the negative potential of this policy can be minimized.

Conclusion

Narrative Policy Analysis regarding Village Head Term Extension Policy, corruption, and potential economic crimes has provided in-depth insight into various aspects and implications of this policy. The policy of extending the term of office of village heads, although aimed at increasing the efficiency and effectiveness of village government, also opens up opportunities for corruption and economic crime. This is caused by an unbalanced power structure and a lack of effective monitoring mechanisms. Counter-narratives that have emerged in response to the potential negatives of this policy include the risks of abuse of power, corruption and economic crime. Therefore, further efforts need to be made to ensure that this policy is implemented in a transparent and responsible manner. Recommended strategies to strengthen this policy narrative include increasing transparency and accountability, community supervision, education and training, strict enforcement of penalties, and if necessary, revisions to the policy of extending the term of office of village heads. Overall, this research shows that although the objectives of the Village Head Term Extension Policy may be good, its implementation can bring negative consequences such as corruption and economic crime. Therefore, further efforts need to be made to ensure that this policy is implemented in a transparent and responsible manner. This research also shows the importance of narrative analysis in understanding and evaluating public policy.

Research Limitations

This research is limited to analyzing the policy of extending the term of office of village heads in Indonesia. Other policies are not included in the scope of this research. This research uses a Narrative Policy Analysis approach. Therefore, this research does not include other policy analysis methods. This research focuses on the meso level, analyzing the government and groups resistant to policies. Therefore, other aspects beyond this level are not included in this research. This research uses secondary data obtained from trusted online documents, including public data, news and previous research documents in the observation period January 2011-March 2024. Therefore, primary data or data obtained after March 2024 are not included in this research. The focus of this research is on the efficiency and effectiveness of village government, corruption and economic crime in the context of the policy of extending the term of office of village heads. Therefore, other aspects of this policy were not included in this study.

Research Originality

This research uses a Narrative Policy Analysis approach, which may not have been widely used in the context of the policy of extending the term of office of village heads in Indonesia. This shows originality in the selection and application of methodology. This research focuses on the meso level, analyzing the government and groups resistant to policies. This shows originality in selecting and determining research focus. This research involves policy narrative analysis, which involves elements (setting, characters, plot, moral message) and content (value system, strategy). This shows originality in the analytical approach. This research involves an observation period from January 2011 to March 2024, which may include important events and changes in the context of village head term extension policies. This research produces strategic recommendations to strengthen the policy narrative, including increasing transparency and accountability, community supervision, education and training, strict enforcement of penalties,

and if necessary, revisions to the policy of extending the term of office of village heads. This shows originality in producing research output.

Research Implications

The results of this research show that the policy of extending the term of office of village heads can have negative consequences such as corruption and economic crime. Therefore, these results indicate the need for further efforts to ensure that this policy is implemented in a transparent and responsible manner. Recommended strategies include increasing transparency and accountability, community supervision, education and training, strict enforcement of penalties, and if necessary, revisions to the policy of extending the term of office of village heads. This research shows the importance of narrative analysis in understanding and evaluating public policy. This shows that the Narrative Policy Analysis approach can provide deep insight into various aspects and implications of public policy. This research shows how secondary data obtained from trusted online documents can be used to analyze public policy through the Narrative Policy Analysis approach. This shows the potential of this method for use in other research focusing on public policy analysis. The results of this research show that the policy of extending the term of office of village heads, although aimed at increasing the efficiency and effectiveness of village government, also opens up opportunities for corruption and economic crime. This indicates the need for further efforts to ensure that these policies are implemented in a transparent and responsible manner to prevent these negative impacts.

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