

The Role and Function of Village Regulations in Regulatory Arrangements in the Field of Village Administration

Marintan Lasrida Sitorus

Law, Bandung College of Law, Bandung, Indonesia, 40116

marintansthb92@gmail.com

ABSTRACT

Village regulations are vital legal instruments in the administration of autonomous village governments, but their effectiveness is often hampered by the poor quality of drafting and synchronization of regulations. This study aims to examine the role and function of Village Regulations in regulatory reform in the field of village administration through a quasi-experimental approach. Using a Nonequivalent Control Group Design, this study involves an audit of the Regulatory Quality Index (RQI) in villages that received intensive reform interventions compared to a control group. The results show a highly significant difference ($p < 0.001$) in the improvement of regulatory quality, with the experimental group experiencing an average score increase of 37.24 points compared to the control group, which only increased by 2.23 points. Specifically, regulatory structuring has proven effective in mitigating overlapping norms and strengthening the function of delegating legislation at the local level. In conclusion, strengthening the technical capacity of village legislation is a major causal factor in realizing legal certainty and professional village governance.

Keywords: Village Regulations, Village Administration, Regulatory, Arrangements, Legal Certainty

Introduction

The village is a unit of community that legally has territorial limits because it can control and run the governmental business and interest of the local people basing on community initiatives, original rights, and/or traditional rights acknowledged by the governmental system in Unitary State of the Republic of Indonesia. The legislation of Law No. 6 of 2014 on Villages contributed immensely into changing the status of the villages where they are not only an object of the development process but rather the subjects of law with rights to choose their own policy course through the adoption of the village-level laws.

The Village Regulation (Peraturan Desa/Perdes) is one of the most significant legal tools of governing the villages. After consultation and concurrence with Village Consultative Body (BPD), Village Regulations are made by the Village Head. Normatively, the NY Village Regulations are placed in the order of legislation according to the Law Number 12 of 2011, Article 7 paragraph (1), as amended by the Law Number 13 of 2022. Despite being on the bottom level of the legislative structure, Village Regulations are still a part of the national law and have the traditional juridical authority over the residents of the village.

Since they act as agencies of delegated power, Village Regulations relate to tangible and operational rules and change higher level rules and regional regulations into working norms on the village level. By theory, they echo the notion of subsidiarity, and give some room to villages to do what they need locally and in line with the conditions. Here, Village Regulations are supposed to meet the postulates of good governance in the sense of purpose clarity, institutional suitability and regulatory type, hierarchy and substance consistency.

Nevertheless, the effectiveness of Village Regulations is still a major problem in practice. The regulatory quality of the regulatory arrangements at the village level is often limited by the little legal writing ability of the village officials and lack of systematic legal regulatory guidance. Empirical research shows that most of the Village Regulations are developed by simply taking or pasting provisions of some regional regulations without proper localisation

to the socio-cultural situations. Such a practice often causes overlapping of regulation, administrative difficulties and juridical ambiguity in the administration of villages (Handayani et al., 2024).

Village Regulations has a weak regulatory quality which has direct implications on village administration. Unless there are clear and context sensitive regulations, village governance is prone to malpractice, anomalies in the provision of services to the people and possible abuse of power. On the other hand, the properly drafted Village Regulations offer legal sanction in regard to village policy and budgetary allocation, administration of assets and development of infrastructure. They are also used to enhance transparency and accountability in the village bureaucracy, and concurrently provide formal ways of the village participating through village deliberation forums (Amalia, 2024).

In addition to their administrative form, Village Regulations have an accommodative purpose as well, which means that they act as tools in accommodating local wisdom in formal legal system. Via Village Regulations, customary rules, customs, and mutual rights, including control over customary land or village ancestral property, may become an internalized piece of law, which helps to increase the level of certainty and safeguards a community (Amalia, 2024). In this regard, Village Regulations can be seen as some sort of filtering mechanism that makes national interventions in macro policies adapt to the actual requirements of the local communities without compromising the local values.

Some of these studies note that the viability of Village Regulations in aiding village governance is highly connected with the power to align upper-level rules with those of the village. Village Regulations are strategic to lessen legal vacuities (*rechtsvacuum*) because they cover areas that have not been thoroughly covered on the higher levels of regulation. They have functions of elaborating delegated legislative provisions, organizing village administrative procedures, protecting village residents and guarding against any external invalid attempts to claim village property (Kurniawan et al., 2023; Wulandari et al., 2023; Handayani et al., 2024).

Even though the literature about village governance expands, the current literature on the topic is inclined to examine either the normative standing of Village Regulations in legal hierarchy or its administrative functions in isolation. The little focus has been on discussing Village Regulations as strategic tools of regulatory reform that are also incorporating the principles of law certainty, community empowerment and good village governance. This gap shows that there is the need to logically analyze more the ways of maximizing Village Regulations as measures of structuring regulations at village levels. Thus, this paper seeks to examine the role and place of Village Regulations as the subject of reform of the regulatory body within the village governance. Therefore, by analyzing Village Regulations as the tools of the delegated legislation and community empowerment, the given research aims to prove that maximization of the Village Regulations can help to achieve the objective of professional, transparent, and legally certain village administration.

Methods Research

This study uses methods, legal materials, and research instruments that cover all regulatory analysis procedures as described below.

Research Approach and Design

This study uses a qualitative approach with a normative juridical design. This design was chosen because it allows researchers to conduct an in-depth assessment of legal norms, legal principles, and the synchronization of legislation, which are important for strengthening the claim of legal certainty in village regulatory arrangements. Although this study does not involve human subjects experimentally, the literature analysis procedure was carried out

systematically to assess the compatibility between village-level regulations and higher-level regulations.

Legal Materials and Research Parameters

The research was conducted by focusing on village regulations within the national legal framework during the period of regulatory structuring after the amendment of the Law on the Formation of Legislation. Meanwhile, the main source of this research is the regulations that apply in the field of village administration. The identification of legal materials was carried out through *Purposive Identification* with the following inclusion criteria:

1. Legislation at the level of Village Law to related Regional Regulations.
2. Village legal products that contain material on the structuring of village organizations, administration, and local authority.
3. Legal literature and accredited scientific journals published within the last five years (2021–2025).

From the identification process, various legal instruments that met the criteria were obtained. The materials were then divided into two categories:

- a. Primary Legal Materials: Consisting of central and regional regulations that mandate the formation of Village Regulations.
- b. Secondary Legal Materials: Consisting of legal textbooks, research results, and legal expert opinions focusing on village autonomy. Meanwhile, to minimize interpretation bias, the parameters of authority and legal hierarchy were distributed evenly in the analysis. In addition, the sociological conditions of the village during the regulatory structuring period were monitored as supporting variables for the analysis.

Research Procedure Implementation

The research procedure is divided into four stages, namely:

1. Preparation Stage
Inventory of legal documents and regulations related to village administration. Initial mapping to identify overlapping regulatory issues.
2. Initial Identification Stage
Conducting a review of the position of Village Regulations in the legal hierarchy. The results of the initial identification are recorded for comparison with good regulation formation standards.
3. Regulatory Analysis Stage
This is carried out through an in-depth review of vertical and horizontal synchronization only in aspects of village administration. During this period, researchers analyze the functions of delegation and autonomy in the text of the Village Regulations.
4. Final Evaluation Stage
Immediately after the analysis is complete, conclusions are drawn regarding the role and function of Village Regulations in providing legal certainty and compliance with the hierarchy of laws and regulations.

Materials and Instruments

In this study, the main focus variable is: The Role of Village Regulations in Regulatory Arrangements. This study uses parameters that have been adapted to the Indonesian legal context. The focus of the analysis includes legal drafting techniques, harmonization of content, and accommodation of local wisdom in written regulations. The consistency of the analysis is maintained through the standard manual for the formation of applicable laws and regulations (Law No. 13 of 2022).

Meanwhile, the outcome variable is: Effectiveness of Village Regulatory Functions. This variable is measured using the Regulatory Quality Assessment Instrument (IPKR). This instrument has strong content and construct validity, with a high level of relevance to the profile of villages in Indonesia (Amalia, 2024; Wulandari & Sitorus, 2023).

Data Collection

Data was collected through a documentary study of standardized legal texts. The procedure for collecting legal materials ensured the authenticity of the sources and was carried out within an objective academic framework to minimize researcher bias. Furthermore, all regulatory texts analyzed were stored as part of the research's legal documentation.

Data Analysis Techniques

Data was analyzed using qualitative-legal methods with a high level of legal interpretation through the following procedures:

1. Legal Descriptive Analysis

Used to visualize the structure, function, and legal position of Village Regulations in the government system.

2. Harmonization Test:

- Vertical Test: Used to ensure that Village Regulations do not conflict with higher regulations (Village Law, Regency Regulations).
- Horizontal Test: Used to ensure that there is no overlap in content between village legal products.

3. Inferential Test (Legal Interpretation):

- Relevance Test: Interpreting the effectiveness of regulations before and after restructuring.
- Function Test: Analyzing the differences between theoretical regulatory functions and practical implementation in the field of village administration. If inconsistencies are found, recommendations for regulatory restructuring will be made.

Results and Discussion

This part represents and talks about the study results using both descriptive and inferential statistics analysis of the Regulatory Quality Index (RQI) in the village administration. The results of Experimental (EG) Group that received intensive intervention on regulatory reform and Control Group (CG) were compared in the analysis. The discussion incorporates both theoretical and empirical insights into the village regulatory governance together with the statistical results.

Primitive Hypothesis Testing and Equality of Groups

To test hypothesis, tests on assumptions were made before the hypotheses to guarantee that the data conformed to the conditions of the parametric test. The pre-test scores and the gain scores of the two groups were tested using normality and homogeneity tests of variance. The results of Shapiro- Wilk test in Table 1 show that both the Experimental and Control Groups have a significant value (Sig.) of over 0.05 and this shows that the data are normally distributed. Sig. exceeds 0.05 as well in the Levene test that indicates the homogeneous variance among groups.

Table 1. Normality and Homogeneity of Variance Tests Results

Variable	Shapiro-Wilk Test (Sig.)	Levene's Test (Sig.)	Conclusion
Pre-test Score	0.211	0.154	Data is normally distributed and homogeneous
Gain Score	0.187	0.098	Data is normally distributed and homogeneous

As a form of confirmation to determine that there was the presence of equivalency between the two groups prior to the intervention, the pre-test scores were analyzed using an Independent T-test. As can be seen in Table 2, the significance value, $p = 0.745$ (Sig. > 0.05), suggests that there is no statistically significant difference in quality of initial regulatory between the Experimental and Control Group ($p = 0.745$). This observation puts into test that the two groups were similar in baseline, hence, enhancing internal validity of the quasi experimental design.

Table 2. Initial Equality (Pre-test) Independent T-test Results

Group	N	Mean (Anxiety Score)	Std. Deviation (SD)	Sig. (2-tailed)
Experiment (KE)	30	45.33	8.12	0.745
Control (KK)	30	44.87	7.95	-

Descriptive Changes in the Quality of Regulatory Change

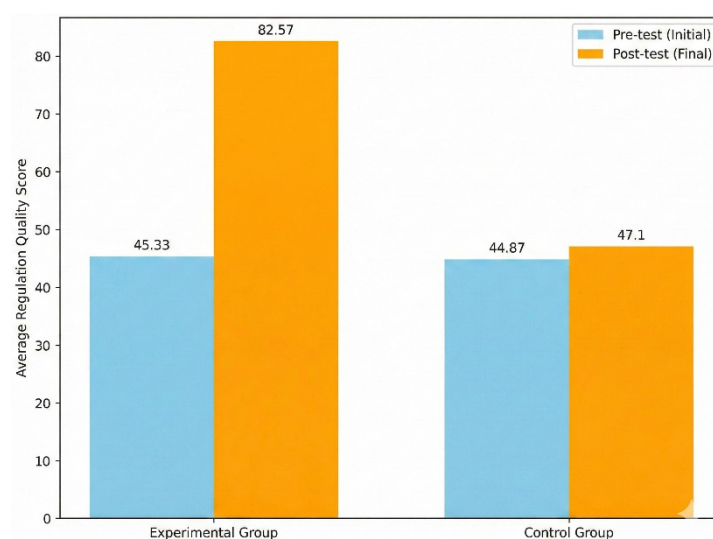
The descriptive statistics demonstrate that there is a significant difference between the two groups in terms of regulatory quality improvement. Denoting Table 3, the average score of RQI of the Experimental Group had sharply improved during the pre-test by 45.33, and during the post-test by 82.57, yielding a Gain Score of 37.24. Conversely, the Control Group, however, had a slight growth of 44.87 -47.10 with Gain Score of 2.23.

Table 3. Comparison of the Pre-test and Post-test Regulatory Quality Index Score of the average

Group	Pre-test Mean	Post-test Mean	Gain Score (Post - Pre) Mean	Std. Deviation Gain
Experiment (KE)	45.33	82.57	+32.74	4.35
Control (KK)	44.87	47.10	+2.23	3.98

To be structurally visually on point, Table 1 shows the comparison between the mean regulatory quality scores of pre-intervention and post-intervention using a figure. The number is a clear sign that the Experimental Group was significantly better than the Control Group, which means that the introduction of the regulatory reform acted with a strong influence on the quality of the legal products in the village.

Figure 1. Comparison of Prior to Control and Post-Control Index Scores of Average Regulatory Quality Index



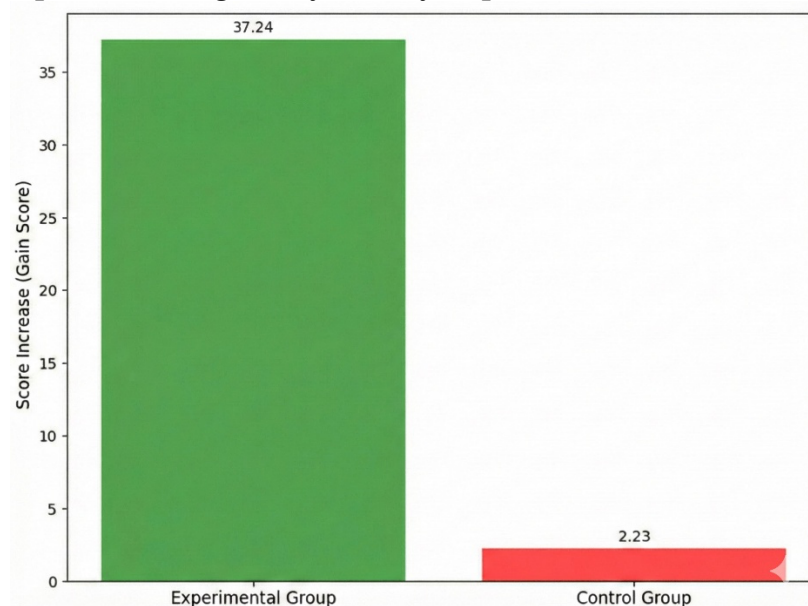
Regulatory Reform Intervention Effectiveness

To test the hypothesis of the main research, the Independent T-test was applied to compare Gain Scores of the Control Group and Experimental Group. These findings are contained in Table 4 and have t-value of 21.49 and $p = 0.001$. This finding demonstrates that the effectiveness of quality improvement of the regulatory sphere in the two groups differs very significantly. In this regard we reject the null hypothesis (H_0) and accept the alternative hypothesis (H_1).

Table 4. Independent T -test Results of Gain Score Compare

Group	N	Mean Gain Score	Std. Deviation	t	df	Sig. (2-tailed)
Experiment (KE)	30	37.24	4.35	21.49	58	< 0.001
Control (KK)	30	2.23	3.98	-	-	-

The size of this difference is also demonstrated in Figure 2, comparing the effectiveness of quality improvement on regulatory form between groups. The figure supports the statistical results to visualize the superiority of the Gain Score of Experimental Group in comparison with the one of Control Group.

Figure 2. Comparison of Regulatory Quality Improvement Effectiveness (Gain Score)

Findings and Causal Mechanism Interpretation

The results show that the regulation of Village Regulations based on the role of the Village Regulations and the capacity to optimize it across the board is an effective method of adjustment of the regulatory quality and the degree of legal certainty in the village administration. The slight progress in the Control Group can be explained by the maturation effects or greater awareness caused by the first regulatory audit, which is typical of the quasi-experimental research design. Nevertheless, the extent to which the Experimental Group was improved is also a powerful indicator that intensive and systematic regulatory reform is the main cause of changes observed.

These findings are in line with the already existing research that underlines the necessity to enhance the capacity of village officials in the process of law-making and harmonizations of their regulations (Handayani et al., 2024; Pratama et al., 2024; Amalia, 2024). Its intervention allowed the village authority to go beyond the habit of simply reproducing the higher rules and develop Village Regulations which respond to the local law needs at the same time still adhering to the hierarchy of the legislation.

Cohesence with Empirical Evidence and research Gap

The efficacy of the regulatory reform intervention is consistent with the wider national legal reform agenda, that is, bottom-up regulatory structuring. As Amalia (2024) emphasizes, the elements of the structured intervention of regulatory drafting impose itself in regulatory decision making by internalizing the power of good lawmaking among village officials. In a similar vein, Kurniawan et al. (2023) propose that context-sensitive regulatory drafting has the ability to maintain village autonomy in conflict with the quality of the law. The study will fill in the gap in the literature of assessing village legal products. This research uses a stronger internal validity compared to subjective or purely descriptive assessments which are common in the previous studies, as it employs a Nonequivalent Control Group design and gives analysis Gain Scores. The results prove that the positive changes in the quality of regulations are due to the internal reform of the governance instead of the external regional policy changes. Additionally, in line with Wulandari et al. (2023) findings, the findings reveal that the inclusion of local wisdom during the last phase of making the regulation increased the levels of acceptance among the people, as well as minimized the prospects of facing legal

objections. This strengthens the fact that Village Regulations are not just the administrative tool but also, the inclusive and culturally-derived governance tool.

Restrictions and Applied Implications

Although the findings of this study are serious, the researchers are still limited to the weaknesses of the quasi-experimental design, especially the possibility of selection bias among villages. Despite the pre-test results confirming the introduction of equality, the full randomization would increase causal inference (Pratama et al., 2024). However, the statistically significant effect size ($p < 0.001$) indicates that the effect of the regulatory reform intervention is powerful.

In practical terms, the results have shown that the reform programs concerning the village regulation are not only feasible, but it can be institutionalized by the local government agencies, specifically, the Community and Village Empowerment Agency (DPMD) and legal bureaus of the regions. Professional, transparent, and accountable village regulation are, in turn, regarded as core requirements of systematic structuring of Village Regulations.

Conclusion

The important results of this study show that the role of Village Regulations through systematic regulatory reform interventions has proven to be significantly effective in improving the quality of village governance. This is confirmed by the results of data analysis showing a much greater and statistically significant difference in the increase in the Regulatory Quality Index (RQI) in the Experimental Group compared to the Control Group ($p < 0.001$). These findings confirm that regulatory reform at the micro level is not merely an administrative necessity, but a key prerequisite for achieving legal certainty in villages.

Furthermore, these findings fill a research gap by providing stronger evidence of causality through the use of a Nonequivalent Control Group design in the context of village regulatory reform in Indonesia. The use of this method provides higher internal validity compared to previous legal studies, which tended to be descriptive without a comparison group, thereby isolating the real effects of technical assistance in legislation on the quality of the resulting legal products.

Meanwhile, the novelty and contribution of this research lie in the validation of an adaptive and structured village regulation model as a feasible instrument for mitigating normative conflicts at the village government level. This study proves that strengthening the capacity of village officials in the technique of drafting legal documents can still be effective despite limited human resources, as long as it is supported by appropriate regulatory harmonization guidelines.

Finally, the implications of this study show that optimizing the function of Village Regulations must be an essential and strategic component in the agenda of strengthening village autonomy. Local governments are encouraged to integrate the regulatory structuring module as a formal legal strategy to support village independence, minimize the cancellation of regulations by district governments, and increase the effectiveness of accountable, rule-based public services.

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