

THE ROLE OF VILLAGE REGULATIONS (PERDES) IN SUPPORTING SUSTAINABLE DEVELOPMENT GOVERNANCE AT THE LOCAL LEVEL: A CASE STUDY IN PAKAM VILLAGE, MEDANG DERAS DISTRICT, BATU BARA REGENCY

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Abstract

This study aims to analyse the role of Village Regulations (Perdes) in supporting sustainable development governance at the local level, particularly in Pakam Village, Medang Deras Sub-district, Batu Bara Regency. Sustainable development at the village level requires a balance among economic, social, and environmental dimensions, and its implementation depends on a strong and participatory local regulatory framework. As a legal product of the village, Perdes plays a strategic role in directing development, defining implementation mechanisms, and articulating community involvement in development processes. The study uses a qualitative descriptive approach with a case-study method. Data were collected through in-depth interviews, participatory observation, and documentation of Perdes and village development activities. Informants included village officials, the Village Consultative Body (BPD), village facilitators, community leaders, and beneficiary residents. The data were analysed using the interactive model of Miles and Huberman through data reduction, data presentation, and conclusion drawing. The findings show that Perdes in Pakam Village functions as a normative foundation for guiding sustainable development governance. The effectiveness of Perdes, however, is influenced by the level of community participation, the capacity of village officials, and the consistency of monitoring and policy implementation. The study concludes that Perdes is not only an administrative instrument but also a strategic means to realise sustainable village development, provided it is supported by participatory drafting, accountable implementation, and effective oversight.

Keywords: Village Regulation; Local Governance; Sustainable Development; SDGs Desa; Pakam Village

INTRODUCTION

Sustainable development has become a key agenda in the context of Indonesian development, particularly following the enactment of Law Number 6 of 2014 concerning Villages (Republic of Indonesia, 2014; Wildatul, 2025). This law provides a new mandate for village governments to emerge as development entities with greater authority to manage local potential, plan, and implement development independently. The village development paradigm has also shifted, requiring villages to have clearer goals and directions (Assajid, Khoiron, & Sekarsari, 2024).

Within this framework, sustainable development can no longer be interpreted solely as short-term physical or economic achievements. Sustainable development must encompass three integrated dimensions: economic, social, and environmental, in accordance with the spirit of the global Sustainable Development Goals (SDGs), adopted at the local level through the Village SDGs (Dewi & Atmojo, 2025; Bappenas, 2020). As the smallest governmental unit, the village holds a strategic position to realize inclusive and sustainable development because it is closest to the community, has its own management authority, and has the potential to integrate local needs into development planning and implementation (Abdiyanto, 2024).

Village Regulations (Perdes) are a key instrument in operationalizing village authority. As a local legal product, Perdes serve as a normative foundation that regulates the direction, mechanisms, and governance of village development (Lubis & Diana, 2024; Hartati, Tampubolon, & Saragih, 2024). Previous studies have shown that the quality of Perdes correlates with the quality of development governance, particularly when Perdes are developed in a participatory manner and implemented accountably (Putra, Widodo, & Sari, 2024). However, studies that comprehensively examine the role of Perdes in the three dimensions of sustainable development, by mapping the linkages to the Village SDGs agenda, are still relatively limited in the context of North Sumatra.

Pakam Village, Medang Deras District, Batu Bara Regency, was chosen as the location for this study because it has several village regulations relevant to sustainable development, including the Village Budget Regulation (APBDes), Village-Owned Enterprises (BUMDes), Environmental Management Regulation (Perdes), and Public Service Regulation (Perdes). The complex economic, social, and environmental dynamics of the coastal villages of Batu Bara make Pakam Village a relevant study.

Based on this background, this research aims to address four issues. First, to inventory village regulations (Perdes) relevant to sustainable development in Pakam Village. Second, to analyze the process of drafting and implementing Perdes. Third, to examine the role of Perdes in three dimensions of sustainable development: economic, social, and environmental. Fourth, to identify supporting and inhibiting factors in the effectiveness of Perdes and strategies for strengthening them. The novelty of this research lies in its case study approach to the role of Perdes in the three dimensions of sustainable development, by mapping the linkages to the Village SDGs agenda in the context of North Sumatra.

RESEARCH METHODS

This research uses a descriptive qualitative approach with a case study method (Nurhayati, Apriyanto, Ahsan, & Hidayah, 2024; Mulyana et al., 2024). The qualitative approach was chosen because the focus of the research is an in-depth understanding of the process of drafting, implementing, and impact of Village Regulations on development governance. The research location was selected purposively in Pakam Village, Medang Deras District, Batu Bara Regency, North Sumatra Province. The research location scheme is presented in Figure 1. The research was conducted from March to May 2025.

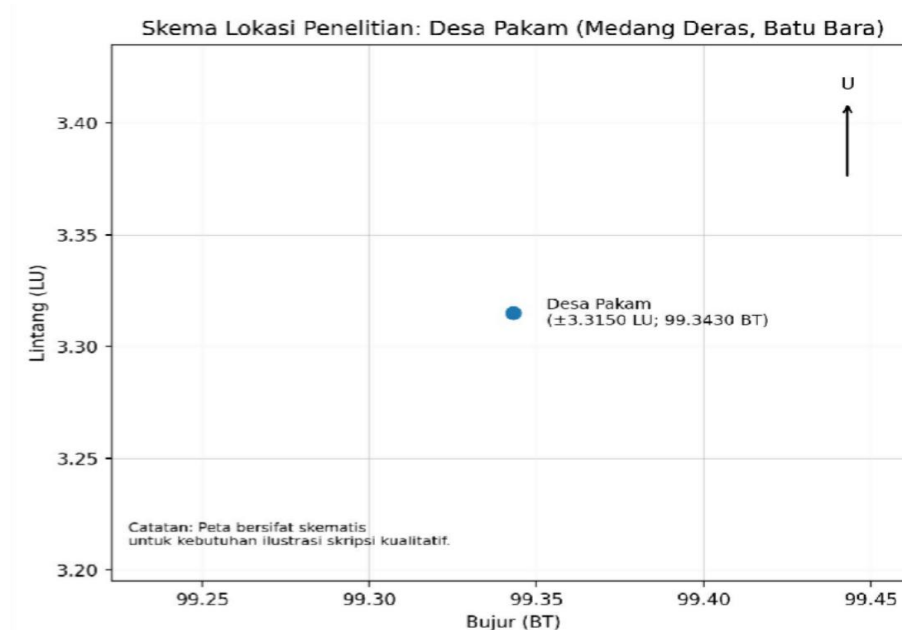


Figure 1. Schematic of the research location in Pakam Village, Medang Deras District, Batu Bara Regency

Informants were determined through purposive sampling. The composition of informants is presented in Table 1. Data collection was conducted through three complementary techniques: in-depth interviews, participant observation, and documentation studies (Sari, Aprisilia, & Fitriani, 2025). The documentation study included the drafts of the Village Regulation (Perdes), the Medium-Term Development Plan (RPJMDes), the Village Work Plan (RKPDDes), the Village Budget (APBDDes), minutes of deliberations, and policy implementation reports. Data analysis was conducted using the Miles and Huberman interactive model, encompassing data reduction, data presentation, conclusion drawing, and verification. Data validity was maintained through source and technique triangulation.

Table 1. Composition of Research Informants

No	Informant	Role in the Preparation and Implementation of Village Regulations
1	Head of Pakam Village	The authority holder for drafting and determining Village Regulations
2	Village Secretary	Coordinator of administration and documentation of village regulations
3	Chairman and Members of BPD	Partners for discussion and ratification of Village Regulations
4	Village Companion	Provider of technical guidance and supervision of Village Regulations
5	Community Leaders and LPM	Channeling citizens' aspirations and maintaining social legitimacy

No	Informant	Role in the Preparation and Implementation of Village Regulations
6	Beneficiary Citizens	Assessor of the impact of implementing the Village Regulation

Source: Processed by researchers (2025).

RESULTS AND DISCUSSION

Inventory of Village Regulations and Sustainable Development Framework

A document inventory shows that Pakam Village has several village regulations relevant to sustainable development. These regulations include the Village Budget Regulation (APBDes) on planning and budgeting, the Village-Owned Enterprise (BUMDes) Regulation on village entrepreneurship, the Village Regulation on environmental management and sanitation, the Village Regulation on administrative and public services, and the Village Regulation on community affairs. This composition indicates that Pakam Village's regulatory framework is relatively comprehensive to support development governance.

The scores for the Village Regulation's relationship to the three dimensions of sustainable development are presented in Figure 2. The social dimension received the highest score (78/100), followed by the economic dimension (74/100), and the environmental dimension (63/100). This pattern indicates that Pakam Village's regulatory framework is quite strong in terms of social and economic aspects, while the environmental aspect still requires strengthening in substance and implementation.

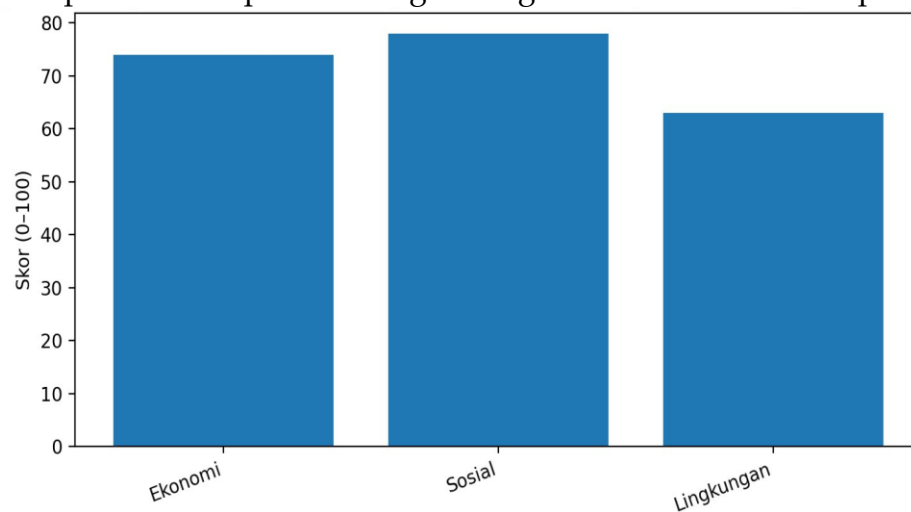


Figure 2. The relationship between the Village Regulation and the economic, social, and environmental dimensions of sustainable development in Pakam Village

In the context of the Village SDGs, the Bappenas (2020) framework maps 18 Village SDGs that reflect three dimensions of sustainable development. The Village Regulation on Village Budgets (APBDes) and Village Regulation on Village-Owned Enterprises (BUMDes) are closely linked to Village SDG number 8 (decent work and economic growth). The Village Regulation on community and public services is linked to Village SDGs number 1 (villages without poverty), number 3 (healthy villages), and number 16 (peaceful and just villages). The Village Regulation on environmental management is

linked to Village SDGs number 6 (village with clean water and sanitation), number 13 (village responsive to climate change), and number 15 (village concerned with ecosystems).

The Process of Drafting and Implementing Village Regulations

The process of drafting the Village Regulation in Pakam Village follows formal stages, including drafting by the Village Head, discussion with the Village Consultative Body (BPD), outreach to residents, ratification, and recording in the village gazette. The draft is typically developed through internal coordination between the village government and village facilitators, then discussed at a BPD meeting. Outreach to residents is generally conducted through village deliberations and information boards.

However, the quality of Village Regulation (Perdes) development is not solely determined by adherence to formal procedures. The substantive quality of Perdes is influenced by three aspects. First, the inclusiveness of deliberations during the discussion stage, namely whether the voices of residents of outlying hamlets, women, and vulnerable groups are truly included in the Perdes' formulation. Second, the substantive basis of Perdes, namely whether it reflects the real needs of residents and environmental conditions. Third, consistency between documents, namely whether the Perdes aligns with the RPJMDes, RKPDDes, and APBDes (Lubis & Diana, 2024).

During the implementation phase, the Village Regulation serves as the basis for policy implementation. The implementation of the Village Budget (APBDes) follows the Village Regulation (Perdes APBDes), while the operation of the Village-Owned Enterprises (BUMDes) follows the BUMDes Regulation (Perdes). In practice, gaps between the Village Regulation document and field actions sometimes arise due to weak oversight, the absence of derivative Standard Operating Procedures (SOPs), or changes in conditions that were not accommodated during the drafting process.

The Role of Village Regulations in Three Dimensions of Sustainable Development

Economic Dimension. The Village Regulation on Village Budgets (APBDes) regulates budget allocation for village economic activities, including the empowerment of MSMEs and labor-intensive programs. The Village Regulation on Village-Owned Enterprises (BUMDes) regulates the governance of village economic institutions that manage joint business units. In Pakam Village, the economic regulation is relatively effective because it has measurable outputs, namely the realized Village Budget and operational BUMDes (Putri, Andiny, Safuridar, & Martahadi, 2024). However, BUMDes' bargaining power in the market still needs to be strengthened to have a significant economic impact.

Social Dimension. Village regulations on community and public services serve as instruments that guarantee residents' access to basic services. These regulations are often integrated with PKK (Family Welfare Movement), Posyandu (Integrated Service Post), and community group activities, ensuring their implementation is straightforward on the ground. The highest social dimension score in Figure 2 reflects the effectiveness of the social regulations in Pakam Village.

Environmental Dimension. The village regulation on environmental management regulates cleanliness, waste management, and pollution prevention. In Pakam Village, this regulation exists, but its implementation remains relatively limited. The lowest score

on this dimension indicates that the regulatory framework is not accompanied by adequate enforcement and public awareness. In the context of Pakam Village, which is adjacent to a coastal area, weak implementation of the environmental regulation poses a long-term vulnerability.

The main obstacles to the effectiveness of the Village Regulation are presented in Figure 3. The highest obstacle is limited socialization (76/100), followed by weak data and documentation (73), apparatus capacity (71), inter-agency coordination (69), budget limitations (64), and citizen compliance (58).

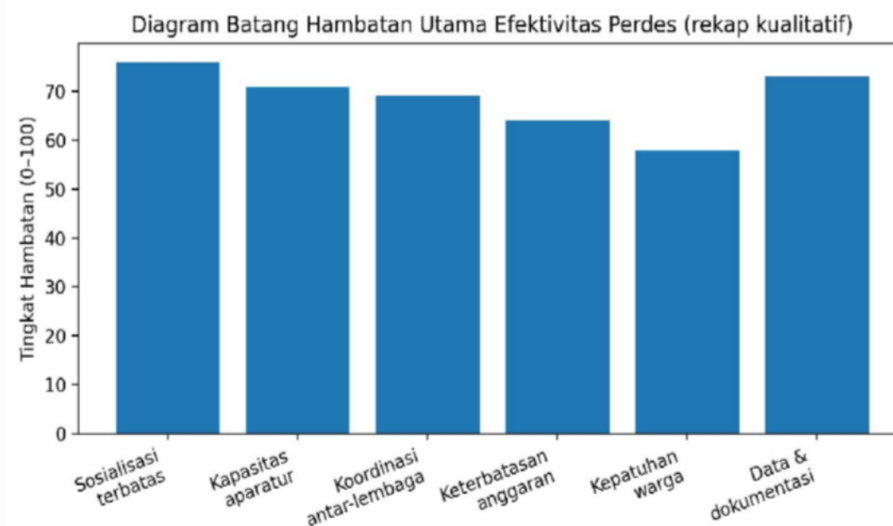


Figure 3. Bar chart of the main obstacles to the effectiveness of the Village Regulation in Pakam Village based on a qualitative recap

This pattern of obstacles suggests that the primary problem lies not in political will or funding, but rather in policy communication and governance capacity. Limited outreach results in residents not fully understanding the substance of the Village Regulation, resulting in low compliance and participation. Weak documentation makes it difficult to periodically evaluate the effectiveness of the Village Regulation. Limited staff capacity impacts the quality of its preparation and implementation.

The strategy for strengthening Village Regulations can be pursued through four steps. First, expand outreach through more diverse channels, including hamlet deliberations, information boards, digital channels, and community messaging groups. Second, strengthen the capacity of government officials and the Village Consultative Body (BPD) through training in legislative drafting and document management. Third, strengthen documentation and periodic evaluation of Village Regulations, including implementation and impact indicators. Fourth, expand community involvement in drafting, especially groups that are typically less visible in village deliberations. This strategy aligns with the recommendations of Deni, Ardiyanto, Sinyo, Mawar, and Andriyani (2025) regarding inclusive village public services.

CLOSING

CONCLUSION

Village Regulations in Pakam Village serve as a normative foundation that encourages more focused and sustainable development governance. The inventory shows that the Pakam Village Regulation covers the Village Budget (APBDes), Village-Owned Enterprises (BUMDes), environmental management, public services, and community affairs, making it relatively comprehensive to support the three dimensions of sustainable development. The linkage score indicates the social dimension is the strongest, followed by the economic dimension, while the environmental dimension still needs to be strengthened. The effectiveness of the Village Regulation is influenced by the level of community participation, apparatus capacity, and consistent oversight. The main obstacles stem from limited socialization, weak documentation, apparatus capacity, and inter-institutional coordination. The Village Regulation serves not only as an administrative instrument but also as a strategic tool for realizing sustainable village development governance if supported by participatory preparation, accountable implementation, and effective oversight.

Suggestion

The village government needs to expand the dissemination of the Village Regulation through more diverse channels, including hamlet meetings, information boards, and digital channels, so that residents better understand the substance and can actively comply. The village government needs to strengthen the environmental dimension of the Village Regulation by adding substance regarding waste management, pollution prevention, and climate change adaptation, especially considering Pakam Village's location in a coastal area. The Village Consultative Body (BPD) needs to strengthen its oversight function for the implementation of the Village Regulation through periodic evaluations and recommendations for improvements. The sub-district and district governments need to provide legislative drafting training for village officials and BPDs. PKK (Family Welfare Movement) administrators, Village-Owned Enterprises (BUMDes), and community groups can become partners in the implementation of the Village Regulation at the field level. Further research is recommended using comparative studies of several villages in Batu Bara Regency to map good practices in Village Regulation governance based on sustainable development.

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