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Perceptions and the Urgency of Establishing Village Regulations on Rental Housing Management to Promote Public Order

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Abstrak

Pertumbuhan rumah sewa di desa peri-urban Kabupaten Gresik belum diimbangi pengaturan di tingkat desa, padahal desa berwenang membentuk peraturan desa untuk menjaga ketertiban. Penelitian ini bertujuan mendeskripsikan pemahaman regulasi rumah sewa, persepsi risiko sosial, sikap terhadap pembentukan peraturan desa, dan urgensi pembentukannya di Desa Pangkah Kulon, serta menelaah hubungan antarvariabel tersebut. Penelitian menggunakan pendekatan sosiolegal dengan survei kuesioner skala Likert empat poin terhadap 14 responden dari unsur perangkat desa, Badan Permusyawaratan Desa, tokoh agama, dan tokoh masyarakat. Data dianalisis secara deskriptif dan dilengkapi uji korelasi Spearman yang bersifat eksploratif. Keempat variabel berada pada kategori sangat tinggi (rata-rata 3,43–3,71 dari skala 4). Sikap terhadap pembentukan peraturan desa berkorelasi kuat dengan urgensi pembentukannya (r_s = 0,655; p = 0,015), sedangkan pemahaman regulasi tidak berhubungan secara berarti dengan urgensi (r_s = −0,157; p = 0,609). Hasil ini menunjukkan dukungan dan kebutuhan yang tinggi di kalangan tokoh dan perangkat desa terhadap peraturan desa tentang rumah sewa. Namun, karena sampel kecil dan belum melibatkan pemilik maupun penyewa, temuan bersifat indikatif dan menjadi dasar penyusunan rancangan peraturan desa yang partisipatif. Setelah koreksi Bonferroni untuk enam pengujian (ambang $\alpha \approx 0{,}008$), hubungan sikap–urgensi tersebut tidak lagi signifikan secara statistik dan harus ditafsirkan secara eksploratif.

***Kata kunci**: Ketertiban Masyarakat, Pengelolaan Rumah Sewa, Partisipasi Desa, Peraturan Desa, Survei Sosiolegal.*

Abstract

The growth of rental housing in peri-urban villages of Gresik Regency has not been matched by regulation at the village level, even though villages are authorised to enact village regulations to maintain order. This study describes the understanding of rental housing regulation, perceived social risk, attitudes toward enacting a village regulation, and the perceived urgency of doing so in Pangkah Kulon Village, and explores the relationships among these variables. A socio-legal approach was used, with a four-point Likert questionnaire completed by 14 respondents from village officials, the Village Consultative Body, religious leaders, and community leaders. The data were analysed descriptively and complemented by an exploratory Spearman correlation test. All four variables fell in the very high category (means of 3.43–3.71 on a four-point scale). Attitude toward the village regulation was strongly correlated with its perceived urgency (r_s = 0.655; p = 0.015), whereas understanding of the regulation was not meaningfully related to urgency (r_s = −0.157; p = 0.609). The results indicate strong support and perceived need among village leaders and officials. However, given the small sample and the absence of rental owners and tenants, the findings are indicative and serve as a basis for drafting a participatory village regulation. After Bonferroni correction for six tests ($\alpha \approx 0.008$), the attitude–urgency association no longer meets the adjusted significance threshold and should be treated as exploratory.

***Keywords**: Community Order, Perception, Rental Housing Management, Socio-Legal Survey, Village Participation.*

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1. INTRODUCTION

The growth of industrial areas around Gresik Regency has encouraged labor migration to surrounding villages, including Pangkah Kulon Village, Ujungpangkah District. This migration has increased demand for temporary accommodation, which is generally met through rental housing. According to preliminary village-government data compiled by the research team, the number of rental houses in this village has increased by approximately 40% over the past five years, although no village regulation specifically governs their management. This situation has given rise to several public-order problems, including inadequate registration of occupants, unclear rights and obligations between landlords and tenants, potential disturbances to neighborhood security and order, and difficulties faced by the village government in monitoring population movements. The baseline year, end year, and underlying counts for the reported 40% increase were not documented in the material available for this manuscript; this estimate therefore requires verification with the village government.

From a legal perspective, a village is not merely an object of administrative guidance but a legal community unit authorized to regulate and manage its own affairs. Law of the Republic of Indonesia Number 6 of 2014 concerning Villages, most recently amended by Law Number 3 of 2024 concerning the Second Amendment to Law of the Republic of Indonesia Number 6 of 2014 concerning Villages (hereinafter referred to as the Village Law), places village administration, community development, and community empowerment within village authority under Article 18, encompassing authority based on rights of origin and local authority at the village level under Article 19. Orderly governance and the protection of the public interest are also among the principles of village administration. Village regulations constitute one form of village legislation, the drafting procedures for which are governed by Minister of Home Affairs Regulation Number 111 of 2014 concerning Technical Guidelines for Village Regulations (hereinafter referred to as Ministerial Regulation 111/2014). Accordingly, villages have a normative basis for addressing public-order issues arising from rental housing, provided that the substance of their regulations does not conflict with higher-level legislation. Village lawmakers must also understand legislative drafting techniques to ensure that the regulations they produce comply with applicable standards (Hadi et al., 2023).

Experience from other regions indicates that rental houses and boarding houses are generally regulated through regional regulations. For example, Sukabumi City Regional Regulation Number 8 of 2017 concerning the Arrangement of Boarding Houses or Rental Houses serves as a reference for promoting peace, order, and community protection through the regulation of boarding and rented accommodation. Another example is Ciamis Regency Regional Regulation Number 12 of 2016 concerning the Operation of Rental Houses and Boarding Houses, which seeks to establish legal, administrative, and public order in their operation (Faturrohman et al., 2024). Nevertheless, recent studies show that the existence of regulations does not guarantee compliance. Faturrohman et al. (2024) found that operators' legal awareness and limited licensing-service facilities hindered the implementation of licensing requirements in Ciamis Regency. Sari and Nurbaedah (2025) reported that unlicensed and noncompliant boarding houses were still found in an urban village in Kediri City, partly because of insufficient attention and legal awareness among owners, limited reporting by residents, and inadequate supervisory resources.

These findings draw attention to village communities and governments as the parties closest to the problems, making regulation at the village level important. The formulation of village regulations requires draft regulations to be submitted for consultation with village residents and grants residents the right to provide input, as stipulated in Article 69 paragraphs (9) and (10) of the Village Law. This is consistent with the guarantee of public participation in lawmaking under Article 96 of Law of the Republic of Indonesia Number 13 of 2022 concerning the Second Amendment to Law of the Republic of Indonesia Number 12 of 2011 concerning the Formation of Laws and Regulations (hereinafter referred to as the Law on Lawmaking). Regarding such participation, recent research on village-regulation drafting has shown that public participation remains constrained by limited public understanding and awareness, restricted

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opportunities for participation, and the suboptimal institutional capacity of Village Consultative Bodies (Setiawan et al., 2026). Meanwhile, participation-based village regulations are considered capable of strengthening their effectiveness as instruments of village development (Madjid et al., 2022). Within this framework, information on how village leaders and officials understand regulation, assess social risks, formulate attitudes, and perceive regulatory urgency constitutes important preliminary input before drafting begins. This view is consistent with the proposition that the living law of society continues to be recognized, subject to certain limits, within the Indonesian legal system (Hadi, 2018). Recent scholarship likewise emphasizes that effective village rulemaking depends on meaningful public input and institutional capacity (Is et al., 2023; Rizqi, 2022; Widodo et al., 2025).

Given the reported growth of rental accommodation and the accompanying public-order concerns, the regulation must also be assessed against the potentially competing interests of residents, owners, and tenants. Philosophically, regulating rental housing at the village level cannot be understood merely as a technical matter of registering residents. Radbruch (2006) emphasizes that law serves more than one value: justice, utility for the common good, and legal certainty, which may in practice be in tension. All three converge in rental housing regulation. Put simply, certainty is needed so that owners and tenants understand their rights and obligations; justice requires that regulatory burdens not be imposed unilaterally; and utility requires that rules genuinely address local public-order problems. Rawls (1971) offers a test of this form of justice: whether a rule would remain acceptable to someone who did not know whether they would ultimately be an owner or a tenant. In the Aristotelian tradition (Aristotle, 2009), justice also entails proportional treatment of parties in different positions; thus, the rights and obligations of owners and tenants need not be identical, but they must be balanced.

These philosophical foundations intersect with the principles governing villages under Indonesian positive law. Article 3 of the Village Law identifies recognition, subsidiarity, mutual cooperation, deliberation, and participation among the principles of village governance. Recognition means acknowledgment of villages' rights of origin, while subsidiarity means that local-scale authority and decisions concerning village community interests are exercised and made at the village level. From the perspective of Indonesian legal philosophy, progressive law maintains that law exists for human beings, not the reverse (Rahardjo, 2009). Meanwhile, Kusumaatmadja's (2002) concept of law as a means of societal renewal, inspired by Pound's (1922) idea of law as an instrument of social engineering, regards law as a means of organizing social change. The growth of rental housing resulting from labor migration represents such social change, while the value of mutual cooperation commonly associated with rural Indonesian communities (Koentjaraningrat, 2009) may serve as cultural capital for implementing its regulation. Recent studies of village governance also identify tensions between local autonomy, participatory inclusion, and institutional coordination (Alkadafi et al., 2025; Mukhlis et al., 2025).

Theoretically, this article draws on several bodies of scholarship. First, Ehrlich's (1936) theory of the living law emphasizes that the center of legal development lies within society itself, rather than solely in legislation or court decisions; accordingly, regulation should be grounded in the social realities it seeks to govern. Second, Nonet and Selznick's (2001) theory of responsive law views law as a mechanism responsive to social needs and open to participation, in contrast to repressive law, which serves power, and autonomous law, which emphasizes procedures. Third, Friedman's (1975) legal-system theory distinguishes legal structure, substance, and culture, while Soekanto (2008) identifies law itself, law enforcement officers, facilities and infrastructure, society, and culture as factors affecting law enforcement. Regarding the research variables, the theory of planned behavior (Ajzen, 1991) positions attitudes as one determinant of intentions and behavior, while risk-perception studies demonstrate that risk assessment is shaped by considerations that are not exclusively technical (Slovic, 1987). These references are used as analytical lenses for interpreting the findings rather than as theoretical frameworks subjected to formal testing.

The studies reviewed in this article primarily address rental and boarding-house regulation at the regional level and participation in village-regulation formation more generally.

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The authors' literature search did not identify research specifically measuring village leaders' and officials' perceptions of the urgency of village regulations on rental housing. The novelty of this article lies in its attempt to integrate a normative examination of village authority with empirical evidence of village stakeholders' perceptions as a basis for drafting village regulations in a peri-urban village. This novelty has three dimensions. Conceptually, the article examines the possibility that perceived urgency may be more closely related to attitudes than to knowledge of regulations, thereby offering a perspective distinct from the assumption that lack of knowledge is the sole obstacle. Normatively, it maps the allocation of rental-housing regulatory content between villages and regional governments, which the studies reviewed generally examine at only one level. Methodologically, it combines normative analysis with a preliminary survey of village stakeholders and transparently reports its analytical limitations as a basis for the next research stage.

The study's conceptual framework is straightforward. Regulatory understanding (PR) describes the extent to which respondents believe they know the rules governing rental housing; perceived social risk (PRS) describes respondents' assessments of potential public-order problems arising from rental-housing practices; attitude (SP) describes their tendency to support or oppose the establishment of a village regulation; and urgency (UP) describes their assessment that the regulation should be established promptly. Understanding, risk perception, and attitude are treated as factors potentially associated with perceived urgency as the dependent variable (Figure 1). This framework is not a tested causal model but a map for examining preliminary patterns of association before a village regulation is drafted through a more participatory process.

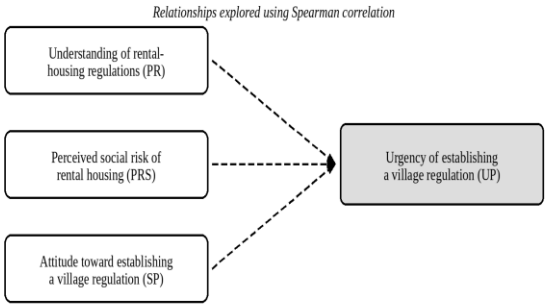


Figure 1. Conceptual framework of the study

This article aims to (1) describe levels of understanding of rental-housing regulations (PR), perceived social risks associated with rental housing (PRS), attitudes toward establishing a village regulation (SP), and perceived urgency of establishing such a regulation (UP) among village officials, members of the Village Consultative Body (BPD), religious leaders, and community leaders in Pangkah Kulon Village; (2) explore associations among these variables; and (3) formulate implications for drafting a village regulation on rental-housing management. Because the research is exploratory and uses a small sample, no statistical hypothesis is formulated. Conceptually, regulatory understanding, risk perception, and supportive attitudes are expected to be positively associated with perceived urgency, and it is the direction of these associations that is examined. The exploratory survey involved 14 nonrandomly selected respondents in Pangkah Kulon Village, Gresik Regency.

2. METHOD

2.1. Research Type and Approach

This study employs a socio-legal method, combining normative examination of laws and regulations with empirical investigation of field practices and perceptions. A socio-legal approach is useful because law is studied not only as text but also within the social context in which it

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operates (Afandi, 2022; Mulcahy & Cahill-O'Callaghan, 2021). The approaches adopted are a statutory approach to examine the legal basis of village authority to establish village regulations and a sociological approach to record the perceptions and legal needs of village communities. The empirical component consists of a descriptive quantitative survey with exploratory correlation analysis. The overall research was designed in three stages from June to December 2026: collection of legal materials and field data, data analysis, and preparation of the village-regulation design and research report. This article reports only part of those findings, namely the perception survey and normative review. At the paradigmatic level, the socio-legal approach is guided by two theoretical orientations. The first is living-law theory (Ehrlich, 1936), which directs researchers to treat community perceptions and needs as legal data rather than mere background. The second is responsive-law theory (Nonet & Selznick, 2001), which requires rulemaking to remain open to the input of affected parties. Accordingly, the normative review identifies the limits of authority and the permissible substance of regulation, while the survey identifies indications of need and acceptance; both are interpreted through the theoretical lenses discussed in the introduction and analysis. Recent socio-legal research also underscores the importance of identifying groups affected by proposed village rules before finalizing their content (Rachmawati & Hidayat, 2026).

2.2. Research Location and Respondents

The research was conducted in Pangkah Kulon Village, Ujungpangkah District, Gresik Regency, selected purposively because it is a peri-urban village experiencing growth in rental housing. The 14 respondents comprised village officials, BPD members, religious leaders, and community leaders. Respondents were not randomly selected; therefore, the findings are not intended to be statistically generalized. One respondent completed only part of the questionnaire (items PR1–PR4 and PRS1), so that respondent's data for other variables were left missing rather than entered as zero. Rental-property owners and tenants, whose involvement is planned for a subsequent stage through surveys, in-depth interviews, and focus group discussions, were not included in the data analyzed in this article.

2.3. Variables and Instruments

Data were collected using a closed-ended questionnaire measuring four variables, each consisting of four statements: (1) Understanding of Rental-Housing Regulations (PR; items PR1–PR4); (2) Perceived Social Risk of Rental Housing (PRS; PRS1–PRS4); (3) Attitude toward Establishing a Village Regulation (SP; SP1–SP4); and (4) Urgency of Establishing a Village Regulation (UP; UP1–UP4), treated as the dependent variable. Responses were scored on a four-point Likert scale: 1 = strongly disagree (STS), 2 = disagree (TS), 3 = agree (S), and 4 = strongly agree (SS). A four-point scale without a neutral option encourages respondents to take a position but may produce a ceiling effect when responses concentrate in the highest category. Instrument validity and reliability tests were not included in the available analytical data; therefore, they are not reported and are acknowledged as a limitation. The item labels do not reproduce the verbatim statements: their exact wording must be verified against the original field questionnaires before the complete instrument can be attached. Given the small sample (n = 14), estimates of internal consistency or construct validity would be unstable; these assessments are reserved for a larger validation sample.

The selection of these four variables draws on the theoretical references presented in the introduction. Regulatory understanding represents knowledge of law, which Soekanto's (2008) framework identifies as one factor associated with law enforcement. Perceived social risk represents subjective assessment of potential harm, which Slovic (1987) distinguishes from objective measures of risk. Attitude represents an evaluative tendency positioned in the theory of planned behavior as a determinant of behavioral orientation (Ajzen, 1991). Urgency represents an assessment of the need for regulation, viewed in living-law and responsive-law theory as an indication of social demands upon law (Ehrlich, 1936; Nonet & Selznick, 2001). This theoretical

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basis provides substantive justification for variable selection but does not replace the construct-validity testing that has not yet been conducted.

2.4. Data Analysis Techniques

Descriptive analysis was conducted by calculating the frequency distribution of responses and mean scores for each item. Each respondent's variable score was calculated as the mean of its constituent items, and these scores were then averaged at the group level. Mean scores were categorized using the intervals 1.00–1.75 (very low), 1.76–2.50 (low), 2.51–3.25 (high), and 3.26–4.00 (very high). Using mean scores for Likert scales consisting of multiple items is common practice, whereas individual items are more appropriately treated as ordinal data (Sullivan & Artino, 2013).

Because the data are ordinal and the sample is small, relationships between variables were tested using Spearman's rank correlation (rs) at a significance level of 0.05, with pairwise deletion of missing observations. Correlation strength was classified as very weak (0.00–0.199), weak (0.20–0.399), moderate (0.40–0.599), strong (0.60–0.799), and very strong (0.80–1.000) (Sugiyono, 2019). Such classifications vary across conventions, and correlation coefficients should be interpreted cautiously (Schober et al., 2018). Data were tabulated in Microsoft Excel, while descriptive statistics and Spearman's tests were calculated using Python (the pandas and scipy libraries), producing results equivalent to those of SPSS software. Correlation results were treated as exploratory findings rather than confirmation of a hypothesis. In pairwise deletion, the partially completed respondent contributes to PR–PRS (n = 14) because PR1–PR4 and PRS1 are present; only 13 complete pairs are available for all other correlations. For this respondent, the PRS mean is based on PRS1 alone, so the PR–PRS coefficient requires additional caution.

2.5. Legal Materials and Normative Review

The normative review examined primary legal materials consisting of laws and regulations governing villages, legislative drafting, and regional administration, namely the Village Law, the Law on Lawmaking, and Ministerial Regulation 111/2014. For comparison, it considered regulations governing boarding houses, rental houses, and rented accommodation in other regions, including Sukabumi City Regional Regulation Number 8 of 2017, Ciamis Regency Regional Regulation Number 12 of 2016, and Kediri City Regional Regulation Number 1 of 2016, as reported in recent studies (Faturrohman et al., 2024; Sari & Nurbaedah, 2025). Secondary legal materials comprised journal articles on village-regulation formation and enforcement of boarding-house regulations. These legal materials were analyzed descriptively and analytically to identify the bases of authority and commonly regulated subject matter and were then combined with the survey findings.

3. RESULTS

3.1. Data Completeness

Of the 14 respondents, 13 completed all questionnaire items, while one respondent answered only items PR1–PR4 and PRS1. Consequently, the number of respondents analyzed varies across items and variables, being either 13 or 14 (Tables 1 and 2). Some respondent-identification data (names and ages) on the original forms were difficult to read and require confirmation before being used in an official report; these data were not used in the analysis presented in this article.

3.2. Distribution of Responses by Item

Table 1 presents the number of respondents selecting each score, along with the mean and category for each item. All item means fall between 3.08 and 3.92. No respondent selected a score of 2 (TS) for any item, while a score of 1 (STS) occurred on only three items: PRS4 (one respondent) and UP2 and UP4 (two respondents each).

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Table 1. Frequency distribution, means, and response categories by item

Item	n	1 (STS)	2 (TS)	3 (S)	4 (SS)	Mean	Category
PR1	14	0	0	8	6	3.43	Very High
PR2	14	0	0	3	11	3.79	Very High
PR3	14	0	0	3	11	3.79	Very High
PR4	14	0	0	3	11	3.79	Very High
PRS1	14	0	0	8	6	3.43	Very High
PRS2	13	0	0	7	6	3.46	Very High
PRS3	13	0	0	6	7	3.54	Very High
PRS4	13	1	0	5	7	3.38	Very High
SP1	13	0	0	1	12	3.92	Very High
SP2	13	0	0	1	12	3.92	Very High
SP3	13	0	0	10	3	3.23	High
SP4	13	0	0	3	10	3.77	Very High
UP1	13	0	0	3	10	3.77	Very High
UP2	13	2	0	6	5	3.08	High
UP3	13	0	0	3	10	3.77	Very High
UP4	13	2	0	2	9	3.38	Very High

Note: PR = understanding of rental-housing regulations; PRS = perceived social risk of rental housing; SP = attitude toward establishing a village regulation; UP = urgency of establishing a village regulation. Source: processed primary data.

For the PR variable, three items (PR2–PR4) have identical distributions: 11 of 14 respondents selected strongly agree, while PR1 had a slightly lower mean (3.43). The mean scores of PRS items ranged from 3.38 to 3.54. For the SP variable, SP1 and SP2 obtained the highest means in the entire instrument (3.92; 12 of 13 respondents selected strongly agree), whereas SP3 had the lowest mean for this variable (3.23) and fell into the high category because 10 of 13 respondents selected agree rather than strongly agree. For the UP variable, UP1 and UP3 had means of 3.77, whereas UP2 had the lowest mean in the entire instrument (3.08; high category). The strongly disagree responses to UP2 and UP4 came from two respondents, making the response distributions for these two items slightly more varied than those for other items.

3.3. Mean Scores by Variable

Table 2 and Figure 2 show that all four variables fall within the very high category. SP obtained the highest score (3.712), followed by PR (3.696), UP (3.500), and PRS (3.429). The difference between the highest and lowest mean was only 0.28 points; consequently, differences between variables should not be overinterpreted.

Table 2. Mean scores and categories by variable

Variable	n	Mean	Category
Understanding of Rental-Housing Regulations (PR)	14	3.696	Very High
Perceived Social Risk of Rental Housing (PRS)	14	3.429	Very High
Attitude toward Establishing a Village Regulation (SP)	13	3.712	Very High
Urgency of Establishing a Village Regulation (UP)	13	3.500	Very High

Source: processed primary data.

Descriptively, these findings indicate that respondents generally believe they understand rental-housing regulations, perceive social risks associated with rental-housing practices, support the formation of a village regulation, and consider its establishment urgent.

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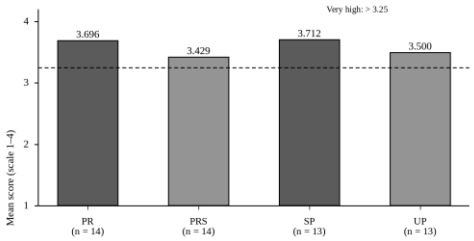


Figure 2. Mean scores of the four research variables

3.4. Relationships between Variables

Table 3 presents the results of Spearman's correlation tests. The most prominent relationship is between attitude (SP) and urgency (UP), with rs = 0.655 (p = 0.015; n = 13), classified as strong under the classification used and statistically significant at the 0.05 level. The relationship between perceived social risk (PRS) and attitude (SP) is moderate (rs = 0.526) but not significant (p = 0.065). The remaining variable pairs show weak to very weak, nonsignificant correlations. Regulatory understanding (PR) has a very weak negative correlation with urgency (rs = −0.157; p = 0.609), which in practical terms indicates no association distinguishable from zero in these data.

Table 3. Results of Spearman's correlation tests between variables

Variable pair	n	rs	p	Strength of relationship
PR – PRS	14	0.349	0.221	Weak
PR – SP	13	0.276	0.362	Weak
PR – UP	13	−0.157	0.609	Very weak
PRS – SP	13	0.526	0.065	Moderate
PRS – UP	13	0.294	0.329	Weak
SP – UP	**13**	**0.655**	**0.015**	**Strong**

Note: Correlations were calculated from each respondent's mean variable scores using pairwise deletion; only SP–UP has p < 0.05. Source: processed primary data. The PR–PRS pair uses n = 14 because one respondent provided PR1–PR4 and PRS1 only; other pairs use n = 13. The PRS composite for that respondent is based on one item.

4. DISCUSSION

4.1 Support and Urgency as an Initial Foundation for Regulation

The high scores across all four variables indicate that village officials and leaders in Pangkah Kulon consider rental-housing regulation a genuine need rather than merely an idea. This is consistent with the village's authority to maintain public order within its jurisdiction (Law Number 6 of 2014, Articles 18 and 24). Such support is important because studies of boarding-house regulation elsewhere have shown that rules are difficult to implement without neighborhood involvement: residents' limited willingness to report violations and inadequate supervisory resources have been identified as obstacles (Sari & Nurbaedah, 2025).

The experience of Kediri City also illustrates gaps that village regulations could address. In the urban village studied, boarding-house owners reported tenants to neighborhood association (RT) heads and submitted identity cards, but not all owners did so, and the urban-village authorities could only issue verbal warnings for violations (Sari & Nurbaedah, 2025). This customary reporting practice could be formalized into a clear obligation, accompanied by lawful oversight and sanctions. Meanwhile, the experience of Ciamis Regency shows that regency-level licensing rules are difficult to implement throughout the region because of its geographic extent, the distance between applicants and responsible offices, and limited service facilities (Faturrohman et al., 2024). Therefore, village-level instruments, which are closest to owners and

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occupants, are better understood as complements to rather than replacements for regional-government regulation.

From a socio-legal perspective, the survey findings may be viewed as an initial snapshot of the legal needs of village communities, particularly the need for rules governing temporary housing in their neighborhoods. This picture remains partial because it captures only the views of village officials and leaders. Nevertheless, it is important because village regulations developed without knowledge of local perceptions and needs risk failing to reflect the living law of the community (Hadi, 2018) and may lack support during implementation.

4.2. Empirical Findings, Normative Analysis, and Implications for Drafting Village Regulations

The correlation results indicate that perceived urgency is more closely associated with attitude ($r_s = 0.655$) than with regulatory understanding ($r_s = -0.157$). The most cautious interpretation is that respondents' views on whether regulation is urgent are more closely related to their orientation toward the idea of regulation itself than to their knowledge of existing rules. This pattern accords with the literature showing that legal knowledge or awareness is not the only determinant of participation and compliance. Studies on boarding-house regulation and participation in drafting village regulations identify other factors, such as the availability of participatory opportunities, institutional capacity, and residents' active involvement (Sari & Nurbaedah, 2025; Setiawan et al., 2026).

The moderate association between perceived social risk and attitude ($r_s = 0.526$; $p = 0.065$) is consistent with the proposition that respondents who perceive risks associated with rental housing tend to favor regulation. However, with $n = 13$, this association cannot be established with confidence and should be treated only as a direction for testing with a larger sample. Several qualifications are necessary when interpreting these results. First, correlation does not establish causation: supportive attitudes may encourage perceptions of urgency, but perceiving regulation as urgent may also shape attitudes. Second, almost all responses are concentrated at the highest score, leaving little variation; this condition tends to weaken correlation coefficients, particularly those involving PR, and may conceal an actual relationship. Third, regulatory understanding was measured through respondents' self-reports rather than a knowledge test, so high scores do not necessarily indicate accurate understanding. Fourth, six correlation tests were conducted without adjustment for multiple comparisons. With a Bonferroni correction (threshold $0.05/6 \approx 0.008$), the p value of 0.015 for the SP–UP pair no longer meets the threshold, making this finding more appropriately viewed as preliminary evidence. Fifth, labeling $r_s = 0.655$ as 'strong' follows the classification adopted here; under other, stricter conventions, the coefficient is considered moderate (Schober et al., 2018).

The normative analysis further reveals two points. First, regarding the legal basis of authority, Articles 18 and 19 of the Village Law grant villages authority over village administration and community development, including local-scale village authority. Village regulations are one form of village legislation (Article 69 paragraph 1), and their drafting follows the technical guidance in Ministerial Regulation 111/2014. Accordingly, rules governing temporary accommodation within a village may be constructed as part of village administration and community development. That authority remains subject to the hierarchy of laws and regulations. In the regional examples examined, boarding-house licensing is administered by regional agencies responsible for integrated licensing services (Faturrohman et al., 2024), while tax obligations for boarding houses with specified room capacities are regulated by regional tax regulations (Sari & Nurbaedah, 2025). Village regulations should therefore focus primarily on neighborhood order, resident registration, rights and obligations, and supervision and guidance by the village government.

Second, regarding comparative regulatory content, rules from other regions include several elements that may serve as references: (a) operators' obligations, including residing on the premises and displaying a nameplate for identification; (b) occupants' obligations to possess identity documents, maintain neighborhood order and security, and comply with house rules; (c)

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specific prohibitions, such as admitting occupants of different sexes to the same boarding house except for legally married couples; (d) graduated administrative sanctions, including up to three successive written warnings at two-week intervals followed by closure of the business (Faturrohman et al., 2024); and (e) community participation in maintaining public order, including reporting suspected violations. These elements show that rental-housing regulation fundamentally concerns registration, rights and obligations, supervision, and sanctions, consistent with the content envisaged for the village regulation in this study. However, some provisions, particularly moral prohibitions, require further examination of their compatibility with village authority and local social conditions before adoption.

Further implications for drafting village regulations are as follows. First, high levels of support provide social capital for rulemaking but do not replace the requirement for public consultation. Draft village regulations must be presented to village communities for consultation, and residents have the right to provide input as required by the Village Law and the Law on Lawmaking. Because the respondents in this article did not include rental-property owners or tenants, the views of both groups should be obtained through focus group discussions and public review. Second, the proposed regulatory content—registration requirements, rights and obligations, supervision, and sanctions—must be formulated within the limits of village authority and must not contradict higher-level legislation. Regarding population records, for instance, population-registration services fall within the competence of regency/city governments under Law of the Republic of Indonesia Number 23 of 2014 concerning Regional Government (hereinafter the Regional Government Law), while village responsibilities may be established by delegation, as in Demak Regent Regulation Number 59 of 2025 concerning Population Administration Services in Villages. Consequently, tenant-registration provisions in village regulations must be coordinated with the Gresik Regency Government. The types and severity of sanctions must likewise remain within legally permitted limits. Third, because attitudes appear to be more closely related to urgency than knowledge, public outreach should not merely explain the content of the rules but also build acceptance through community involvement. Experience elsewhere indicates that low public awareness and participation weaken rule implementation (Faturrohman et al., 2024; Sari & Nurbaedah, 2025), while limitations in BPD capacity and opportunities for participation may hinder the development of responsive village regulations (Setiawan et al., 2026). Evidence on village deliberation and broader participatory governance likewise suggests that weak attendance and limited inclusion can undermine the legitimacy of local decisions (Briansyah & Umar B, 2024; Syukri, 2024).

4.3. Theoretical Aspects and Research Novelty

Within Friedman's (1975) legal-system theory, respondents' answers can be interpreted as an initial picture of legal culture—the attitudes and expectations concerning law—among those most closely involved in village administration. A supportive legal culture is important capital but is insufficient on its own because the structure, namely the institutions and officials enforcing rules, and the substance, namely the regulations themselves, are not yet available at the village level. Soekanto (2008) emphasizes that law enforcement is shaped by five interrelated factors: law itself, law enforcement officers, facilities or infrastructure, society, and culture. From this perspective, the finding that regulatory understanding is unrelated to urgency ($r_s = -0.157$) is understandable: knowledge of rules is only one factor among many, while the perception that regulation is urgent may arise from everyday experiences of public-order problems rather than from knowledge of regulatory content.

The strong association between attitude and urgency is broadly consistent with the theory of planned behavior, which positions attitudes as determinants of the orientation toward action (Ajzen, 1991). However, that theory explains individual behavior, whereas urgency in this study represents an assessment of the need for regulation. Therefore, the parallel is analogical and cannot be interpreted as a test of the theory. Perceived social risk, which has the lowest mean of the four variables (3.429), also requires careful interpretation. Classic risk-perception scholarship shows that individuals assess risk through considerations such as dread and unfamiliarity with

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the source of danger, rather than solely from incident data (Slovic, 1987). In the rental-housing context, newcomers may be perceived as unfamiliar, so risk assessments may reflect social distance as well as actual experience. Subsequent research should therefore combine perceptions with records of public-order incidents maintained by village authorities. From the perspective of responsive-law theory (Nonet & Selznick, 2001), respondents' strong support signals social demand for regulation, but responsive law can only emerge when rulemaking incorporates the views of affected parties, including owners and tenants. Research on legal compliance likewise shows that compliance is shaped not only by threats of sanction but also by residents' assessments of procedural fairness and the legitimacy of rulemaking authorities (Tyler, 2006). Thus, how village regulations are discussed and communicated is as important as the content of their provisions.

Regarding legal certainty, Fuller (1969) identifies eight requirements of the internal morality of law: rules must be general, promulgated, prospective rather than retroactive, clear, noncontradictory, possible to comply with, relatively stable, and consistent with their enforcement. These requirements can be translated directly into the drafting of village regulations on rental housing. Tenant-registration provisions should use clear terminology, be announced to owners and tenants, and include transitional provisions for existing rental properties to avoid retroactive application. The obligations imposed must also be feasible given the resources available to owners and village authorities. This accords with principles of good legislative drafting, including clarity of purpose, feasibility of implementation, clarity of formulation, and openness, as stipulated in Article 5 of the Law on Lawmaking, which can guide village rulemakers.

From the perspective of justice and utility, progressive law reminds us that regulations should be assessed by their benefits for the people they govern (Rahardjo, 2009). Accordingly, village regulations on rental housing should not be designed merely as instruments for punishing migrant tenants but as mechanisms of guidance and registration that protect both parties. Graduated sanctions, such as repeated written warnings before business closure in the Ciamis Regency example (Faturrohman et al., 2024), are consistent with the principle of graduated sanctions identified by Ostrom (1990) as a feature of enduring local institutions for governing common resources. Rental housing is not a common-pool resource in the economic sense, but neighborhood order may be viewed as a collective interest maintained jointly; the comparison is therefore analogical. Caution is also warranted regarding moral prohibitions, such as restrictions on occupants of different sexes, because these restrictions must be assessed not only against village authority and higher-level legislation but also against principles of justice and utility for local communities (Radbruch, 2006).

Regarding legal hierarchy, Kelsen's (1967) theory of the hierarchy of norms views the legal order as interdependent levels of norms, in which lower-level norms derive their validity from higher-level norms. Nawiasky (1948) developed this idea by dividing state norms into hierarchical categories: fundamental state norms, basic state rules, formal statutes, and implementing and autonomous regulations. This approach was introduced into Indonesian legislative scholarship by Attamimi (1990). Within this framework, village regulations must not conflict with the public interest or higher-level legislation (Law Number 6 of 2014, Article 69 paragraph 2). This hierarchy explains why business licensing, taxation, and population-registration services should remain within the competence of regional governments, as discussed in subsection 3.6. If a draft village regulation imposes levies, it must also be evaluated by the regent or mayor before enactment (Law Number 6 of 2014, Article 69 paragraph 4); coordination with the Gresik Regency Government must therefore begin at the drafting stage.

Regarding participation, Arnstein (1969) emphasizes that participation occurs at different levels, ranging from symbolic forms to forms that give residents genuine influence. Consultation on draft regulations, as required by law, falls within what Arnstein terms tokenism if it does not allow meaningful influence over decisions. Therefore, the involvement of owners and tenants in focus group discussions should be designed so that their input can change the draft. Habermas (1996) adds that the validity of norms derives from the possibility that all affected parties could agree to them through rational discourse. This concept aligns with village deliberation as a forum

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for discussing strategic matters involving the Village Consultative Body, village government, and community representatives (Law Number 6 of 2014, Article 54), as well as the Village Consultative Body's responsibility to discuss and agree on draft village regulations and accommodate community aspirations (Article 55). Contemporary work on village legislation similarly regards community participation as part of democratic local rulemaking rather than a purely formal consultation step (Saputra, 2023).

Furthermore, as explained above, the studies reviewed primarily discuss the regulation of rental and boarding houses at the regional level (Faturrohman et al., 2024; Sari & Nurbaedah, 2025) and participation in the formation of village regulations in general (Madjid et al., 2022; Setiawan et al., 2026). This study addresses the gap between these areas by examining village regulations on rental housing with village stakeholders' perceptions as the starting point. Its novelty is formulated across four dimensions: Recent analyses also address procedural reform and practical capacity-building in village regulation-making (Al-Fatih et al., 2025; Saldi et al., 2025).

1. First, the conceptual contribution. Preliminary data indicate that perceived urgency is more closely related to attitudes than to regulatory understanding. This finding yields a proposition that can be tested in subsequent research: a village community's readiness to accept new regulations may initially be normative-affective, involving acceptance and perceived need, before becoming cognitive, involving knowledge of regulatory content. This proposition challenges the assumption that merely disseminating information about rules is sufficient; however, it remains a working hypothesis because it rests on a small sample and a test that does not survive correction for multiple comparisons.
2. Second, the normative contribution. The review of authority and comparative regulations yields a proposal for a tiered allocation of rental-housing regulatory content among villages, regency governments, and higher-level legislation, as summarized in Table 4. This proposal accords with Ostrom's (1990) concept of nested institutional arrangements, in which local rules operate within a broader regulatory framework, and with the principle of subsidiarity in Law Number 6 of 2014. The proposal represents the authors' analytical construction based on the legal materials reviewed and still requires verification with the Gresik Regency Government. As a concrete next step within the subsequent research stage described in Section 2.1, the proposed tiered allocation will be checked through consultation with relevant Gresik Regency offices on business licensing, population administration, and the limits of village sanctions before the draft is finalized (Anggraini et al., 2025).

Table 4. Proposed allocation of rental-housing regulatory subject matter by level of government

Level	Commonly regulated subject matter	References in this article
Village	Neighborhood order, occupant registration and reporting, the rights and obligations of owners and tenants, supervision and guidance, and community participation	Law Number 6 of 2014, Articles 18, 19, 24, and 69
Regency government	Business licensing for rental or boarding houses, regional taxes, population-registration services, and sanctions arising from regional regulations	Law Number 23 of 2014; Faturrohman et al. (2024); Sari & Nurbaedah (2025)
Higher-level legislation	Limits of authority, hierarchy of norms, and the prohibition of conflict with the public interest	Law Number 6 of 2014, Article 69; Kelsen (1967); Nawiasky (1948)

Note: The authors' analytical proposal is based on the normative review in subsections 3.6 and 3.7. Source: processed legal materials.

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3. Third, the methodological contribution. This article demonstrates how a normative examination of authority may be combined with an initial survey of village stakeholders before a regulation is drafted, while openly reporting analytical limitations such as ceiling effects, the absence of multiple-comparison corrections, and the lack of instrument validity and reliability testing. This transparent reporting is intended to ensure that findings are understood as a basis for planning rather than as definitive evidence. Fourth, the practical contribution. The implications in subsections 3.6–3.7 and the philosophical dimensions discussed above may serve as an initial drafting checklist for village governments and Village Consultative Bodies, covering clarity of provisions, the balance of rights and obligations, graduated sanctions, conformity with the legal hierarchy, and meaningful participation.

Finally, based on the preceding discussion, the preliminary findings can be formulated into four propositions to be tested in the next research stage (Table 5). These propositions are not hypotheses that have already been tested; rather, they are directions derived from theory and data patterns in a small sample and are deliberately framed so that they remain open to rejection.

Table 5. Theoretical propositions and methods for testing them in subsequent research

Proposition	Theoretical basis	Method of testing in subsequent research
P1. Supportive attitudes are positively associated with perceived regulatory urgency	Ajzen (1991); SP–UP findings in this article	Correlation or ordinal regression with a larger sample and correction for multiple comparisons
P2. Regulatory understanding measured through a knowledge test does not automatically increase perceived urgency	Friedman (1975); Soekanto (2008)	Replace self-assessment statements with knowledge items that can be scored as correct or incorrect
P3. Perceived social risk is associated with attitude, with a stronger association among respondents who have experienced or witnessed public-order disturbances	Slovic (1987)	Combine perception scales with village-government incident records and interviews
P4. Involving owners and tenants in drafting increases acceptance of the regulation	Arnstein (1969); Nonet & Selznick (2001); Tyler (2006)	Survey owners and tenants before and after focus group discussions and public consultation

Note: The propositions are the authors' analytical formulations. Source: review of theory and processed primary data.

These four propositions also define the limits of this article's claims. The first and second propositions are consistent, to a limited extent, with the available data patterns ($r_s = 0.655$ and $r_s = -0.157$), whereas the third and fourth cannot yet be tested with the existing data. With this formulation, subsequent research can assess whether patterns observed among village officials and leaders also apply to rental-property owners and tenants, whose interests would be most directly affected by village regulations. The initial empirical cue for P3 is the moderate PRS–SP association ($r_s = 0.526$; $p = 0.065$) alongside high mean scores for both variables (Tables 2 and 3), but the survey did not record experience of specific incidents, so the proposed stronger association among directly affected respondents remains untested. For P4, the high attitude score (3.712) among village stakeholders and the exclusion of owners and tenants establish a representation gap, not evidence that participation has already increased acceptance. Its effect must be tested through the planned consultations and follow-up survey (Rizqi, 2022; Syukri, 2024).

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4.4. Research Limitations

This study has several limitations. The sample was small (n = 14) and nonrandom; accordingly, the results, particularly the correlation tests, are indicative and cannot be generalized. One respondent completed the questionnaire only partially. All respondents were village officials or community leaders, so the views of rental-property owners and tenants, who would be most directly affected, remain unrepresented; responses may also have been influenced by social desirability bias. The instrument has not undergone validity or reliability testing, and some identification data on the original forms still require confirmation. Moreover, the available data contain no qualitative comments from respondents explaining their support for or perceptions of the urgency of village regulation, so the qualitative analysis envisaged in the research methods could not yet be undertaken. The cross-sectional survey design also prevents causal conclusions.

5. CONCLUSION

Based on a preliminary survey of 14 respondents in Pangkah Kulon Village, this study shows that village officials, BPD members, religious leaders, and community leaders in Pangkah Kulon Village report very high levels of understanding of rental-housing regulations, perceived social risk, support for establishing village regulations, and perceived urgency of their formation (means of 3.43–3.71 on a four-point scale). The most prominent association is between attitude and urgency ($r_s = 0.655$; $p = 0.015$), whereas regulatory understanding is not meaningfully associated with urgency ($r_s = -0.157$; $p = 0.609$). Thus, perceived urgency appears more closely related to supportive attitudes than to the level of regulatory understanding. However, because six correlations were tested, the SP–UP result does not pass the Bonferroni-adjusted threshold ($\alpha \approx 0.008$), and the observed pattern should not be presented as confirmatory evidence.

The strength of this study lies in providing preliminary empirical evidence as a basis for drafting a village regulation where none currently exists. Its weaknesses include the small sample, the absence of rental-property owners and tenants, the lack of instrument validity and reliability tests, and the absence of qualitative data; consequently, the conclusions are indicative and cannot yet be generalized. The next steps are to gather owners' and tenants' views through surveys, in-depth interviews, and focus group discussions; test the instrument with a larger sample; and prepare a draft village regulation covering registration, rights and obligations, supervision, and sanctions through a participatory public-consultation process coordinated with regional authorities. Normatively, the Village Law provides a basis for villages to maintain neighborhood order through village regulations, subject to the limitation that business licensing and population-registration services remain within the competence of regional governments. The review of regulations from other regions shows that registration, rights and obligations, supervision, and sanctions are common elements of rental-housing regulation and may therefore provide an initial framework for a village regulation in Pangkah Kulon. Theoretically and philosophically, these findings may be read as signs of a legal culture supportive of regulation, which should be reflected in village rules that guarantee certainty, a balance of rights and obligations, and meaningful participation. The novelty of this article lies in the proposition that readiness to accept new regulations is more closely linked to attitudes than to knowledge, and in the proposed tiered allocation of rental-housing regulation between village and regional governments; both require further testing with a larger sample that includes owners and tenants.

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