



# Analysis of the village development planning system in review from minister of home affairs regulation number: 114 of 2014 concerning village development guidelines (case study of East Lombok Regency)

Zamroni Habiby<sup>1</sup>, Siti Hasanah<sup>2</sup>, Firzhal Arzhi Jiwantar<sup>3</sup>

<sup>1,2,3</sup>Master of Law Study Program, Postgraduate at Universitas Muhammadiyah Mataram, Indonesia

## ARTICLE INFO

### Article history:

Received Nov 16, 2023

Revised Nov 17, 2023

Accepted Nov 22, 2023

### Keywords:

Development Guidelines  
Planning System Analysis  
Village

## ABSTRACT

This research aims to analyze the Village Development Program Planning System with a focus on reviewing the Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines, as well as its implementation in East Lombok Regency, West Nusa Tenggara. The method used is "Normative Empirical" or literature study with additional empirical elements. The data sources used involve primary and secondary data. Data collection was carried out normatively, namely by collecting all legal materials relevant to the problem under study. Meanwhile, empirical data collection was carried out through literature studies using recording systems, recording, data cards, etc., as well as field studies through observations and interviews with a list of questions. The results of the research showed that the village government had not carried out planning in accordance with the provisions of Article 15 in Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines. The community is not fully involved in planning village development programs in accordance with community elements or representation. As a result, the non-involvement of all elements of society has an overall unfair impact on village development.

*This is an open access article under the [CC BY-NC](https://creativecommons.org/licenses/by-nc/4.0/) license.*



## Corresponding Author:

Zamroni Habiby,  
Master of Law Study Program,  
Universitas Muhammadiyah Mataram,  
Jl. KH. Ahmad Dahlan No.1, PAGESANGAN, Kec. Mataram, Kota Mataram, Nusa Tenggara Bar. 83115  
Indonesia  
Email: zamronihabiby06@gmail.com

## 1. INTRODUCTION

Planning in the context of village development involves the Village Consultative Body and the community in a participatory manner, with the aim of achieving equitable village development in accordance with applicable laws and regulations (Ridha, 2019). Laws, including the 1945 Constitution and related regulations, have a dynamic role in regulating government governance, and post-amendment, give regional governments the authority to regulate regional autonomy affairs in accordance with statutory provisions (Lekipiouw, 2020) (Hermana & Elcaputera, 2020). Through amendments to the 1945 Constitution of the Republic of Indonesia Article 18 B Paragraph (2), the state recognizes and respects customary law community units and their traditional rights, provided that this is in accordance with the development of society and the principles of a unitary state (Burhanudin, 2021) (Wibawa, 2019). Law Number 32 of 2004 concerning Regional

Government confirms that the implementation of regional government aims to accelerate community welfare through improving services, empowerment, community participation and increasing regional competitiveness, taking into account the principles of democracy, equality, justice and the uniqueness of a region in the system (Undang-Undang, 2005). The Unitary State of the Republic of Indonesia. The principle of autonomy is directed at improving community services and recognizing the privileges or specialties of a region within the Indonesian state (Sunarso & SH, 2023) (Fartini, 2022).

Law Number 6 of 2014 concerning Villages is the latest regulation regarding villages (Luthfy, 2017). In the provisions of the Law it is explained "that villages have original rights and traditional rights in regulating and managing the interests of local communities and play a role in realizing the ideals of independence based on the 1945 Constitution of the Republic of Indonesia" (Al-Fatih, 2022) (Wibowo, 2018). Based on the explanation of this law, it can be concluded that a village, in carrying out its government, has its own authority (Raintung et al., 2021) (DWI HERMAWAN, 2019). To organize and manage their own household, and have definite rights and origins. The provisions of Government Regulation Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages (Andi, 2023) (AGUSTINA, 2020). Article (131) paragraph (1) explains "ministers and ministers who carry out government affairs in the field of national development planning determine guidelines for the implementation of village development, development of rural areas, empowerment of village communities and village assistance in accordance with their respective authorities." (Raisman, 2022) (Silaban, 2021)

Apart from laws and government regulations, Minister of Home Affairs regulations have an important role in supporting the implementation of the determination and implementation of Village Development. The domestic regulation that regulates this is Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines to prioritize aspects of village development that are more equitable and fair and is the government's strong determination to fulfill the mandate of Law Number 6 of 2014 concerning Villages (Lina, 2023).

Village development covers the areas of administering Village government, implementing Village development, developing Village society and empowering Village communities (Rukayat et al., 2021) (Simbolon et al., 2021). Village development planning is prepared on a term basis, namely the Village Medium Term Development Plan (RPJMDes) for a period of 6 (six) years; and the Village Annual Development Plan or what is called the Village Government Work Plan (RKP DESA), is an elaboration of the Village RPJM for a period of 1 (one) year. Village Medium Term Development Plan (Amane et al., 2022) (Khoeriyah, 2020). So far, the supervision carried out by the community regarding development is still not optimal, because the community has not been fully involved in participating in planning the Village Development program as regulated in Article (15) Paragraph (3) which reads: Community elements as referred to in paragraph (2), include: (a). traditional figures, (b). religious leaders; (c). public figure; (d). education figure; (e). farmers; (f). fishermen group; (g). craftsmen's group; (h). women's groups; (i). child care and protection groups; (j). poor community groups; and (k). other community groups in accordance with the socio-cultural conditions of the Village community. Meanwhile, theoretically, several provisions in the Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines are explained that the Ministerial Regulation is a guideline or reference in planning, determining and planning development in a Village Government structure, which is heavily influenced by the theory of community participation and the theory of authority (Muhamad Fikri, 2023) (Aprilia & Suharno, 2023).

As for the theory of community participation, according to Histiraludin in Handayani 2006:39-40) "Participation is more of a tool so that participation is interpreted as active community involvement in the entire process of activities, as a medium for growing cohesiveness between communities, the community and the government also promotes the growth of a sense of belonging and responsibility for the program carried out" (Hartanto, 2021) (Rahmah, 2023). The term participation has now become a keyword in every community development program, as if it has become a "new model" that must be attached to every policy formulation and project proposal (Rahayuningsing & Arbayah, 2021). In its development, it is often said and written repeatedly but is not practiced enough, so it tends to lose meaning. Participation is commensurate

with the meaning of participation, taking part, involvement or a process of mutual understanding (Sistiarani et al., 2022). The Theory of Authority as put forward by Philipus M. Hadjon (2008: 87) states that every government action is required to rely on legitimate authority. Based on the description above, it is clear that there is still an overlap between regulations and their implementation so that people feel indifferent in Village Development Planning, as happened in Wakan Village, Jerowaru District and Danger Village, Masbagik District, East Lombok Regency. In terms of development, many communities have not felt the impact evenly. Due to these conditions, the author will try to find solutions to problems in East Lombok Regency. The implications of this research are expected to be the basis for strengthening the role of local government in guarding and supporting village development in accordance with the principles of democracy and justice.

## **2. RESEARCH METHOD**

This research uses an empirical normative legal research method, which combines a normative legal approach with empirical elements. This method focuses on the implementation of normative legal provisions, such as laws, in the context of legal events that occur in society. The type of legal research used is empirical normative, which includes doctrinal approaches and library research (normative), and involves analysis of law in real contexts and how the law operates in society (empirical).

## **3. RESULTS AND DISCUSSIONS**

### **The village development planning system is based on Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines**

As stipulated in the provisions of the 5th mandate of the 1945 Constitution, it states that "in order to make the life of the nation intelligent, and participate in implementing world order based on independence, eternal peace and social justice, Indonesian national independence was formulated in a basic law. The Indonesian state which was formed in the structure of the Republic of Indonesia with the sovereignty of the people based on the belief in one God, just and civilized humanity, Indonesian unity and the people led by wisdom in deliberation or representation, and by realizing social justice for all Indonesian people.

In order to achieve social justice for the community in village development, there must be a legal basis for guidance, such as Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines, so it is necessary to create what is called a System which is a process and this process is part of a series activities in village development. Of course, this activity implies the existence of a goal, not something without meaning, nor something that is useless for development progress. In fact, this system is a basis for assembling planning in the development process. With this system, the planning process will stand strong in achieving planning results in the development arena. Seeing this reality, the system is not something scary, but something that is very beneficial for the development of future development planning. Sanjaya (2006; 98) said that what is meant by a system is a unit of components which are interconnected and interact with each other to achieve an optimal expected result, in accordance with the stated objectives. To accompany what Sanjaya said about the meaning of system, here it will be explained with an optimistic feeling, that what is meant by "system" is a component that is related and influences each other, to create optimal results in the development planning process in accordance with laws and government regulations.

In terms of planning, it is also clearly stated in Article 1 Paragraph (10) of Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines which states "That village development planning is a process of activity stages carried out by the Village government involving the Village Consultative Body and elements of the community in a participatory manner to utilize and allocate village resources in order to achieve village development goals." So that a development plan will be right on target and will be implemented and have good results if the plan really meets the needs of the community, so it is a necessity for the community to be directly involved in the preparation of the development plan itself. The planning itself originates from exploring and formulating problems in society. Of course, it is the government's obligation to carry out multi-level planning from the bottom and the entire planning

process is carried out in an integrative, open manner and takes into account the aspirations of the community so that it will play an optimal role in improving the welfare of the community. As for the structure of village development planning, there are two planning models as stated in Article 4 Paragraph (1) which explains "that village development planning is prepared on a long-term basis including: (a). Village Medium Term Development Plan for a period of 6 (six) years; and (b). The Village Annual Development Plan or what is called the Village Government Work Plan, is an elaboration of the Village RPJM for a period of 1 (one) year. Paragraph (2) also explains "that the Village Medium Term Development Plan and Village Government Work Plan as referred to in paragraph (1), are determined by Village Regulations". From the description of this article, it is clear that it addresses long-term development, such as medium-term village development and long-term development in order to achieve community welfare.

State and Nation Development aims to create a just and prosperous society that is equitable, material, spiritual, based on Pancasila and the 1945 Constitution/ within the framework of the Unitary Republic of Indonesia. In this relationship, the essence of development is a process of continuous change, which is progress and improvement towards the desired direction.

#### **Implementation of a village development program planning system based on Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines in East Lombok Regency**

In accordance with the provisions in the Minister of Home Affairs Regulation Number 114 of 2015 concerning Village Development Guidelines contained in article 15 which discusses elements of society who are invited when holding village level deliberations, the rest of the author will explain based on the results of interviews with the Village Head, along with his staff. and the authors will describe the figures in the hamlet or sub-district/village as follows: a) Interview with Badrun, the village secretary of Lendam Nangka Utara, based on the results of an interview with the village secretary of Lendam Nangka Utara, the village development program planning system which is the legal basis is Law Number 6 of 2014 concerning Villages which is the parent law concerning villages, then the next one is Government Regulation Number 43 of 2014 concerning Regulations for Implementing Laws. -Law Number 6 of 2014 concerning Villages then Government Regulation Number 47 of 2015 concerning Amendments to Government Regulation Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages then Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines and strengthened by Permendesapdt Number 20 of 2021 concerning General Guidelines for Village Development and Village Community Empowerment. The initial planning process carried out by the village for the first time is to create a RPJMdes drafting team consisting of supervisor, chairman, secretary, treasurer and members consisting of 5 (five) people and can be 9 people depending on the size of the area in the village itself. being the direct supervisor of the village head and the head of the village secretary and treasurer of other village officials as members.

The stages are holding village-level deliberations (musdus), gathering all elements of society in order to absorb community aspirations related to village development planning. The drafting team involved elements, BPD, Community Village Assistants such as religious leaders, traditional leaders, youth leaders, and the involvement of women. Likewise during Musrebang Des and Musdes. Regarding the invitation, the Pnyusun Team also invited various figures or elements of society in the form of official invitations to Bpd and figures in the hamlet itself. b) Based on the results of interviews with the Wakan village head, based on the results of the interview, the legal basis for village development planning is Law number 6 of 2014 concerning villages, then Minister of Home Affairs regulation number 114 of 2014 concerning village development guidelines because this regulation is clear regarding village development and is used to this day. As for the initial process before carrying out development planning, we form a Drafting Team to go to each hamlet to carry out Musdus in order to absorb the aspirations of the community. Regarding the stages, the first is Musdus, Musrebangdes, Musdes, what Musdus means is absorbing the aspirations of the community which are then accommodated for discussion during Musrebangdes and then from the results of Musrebangdes we determine it at Musdes. Regarding Musdus, we do it in every hamlet because each hamlet has different characteristics and community desires

between one hamlet and another. Then we invite various elements of society such as religious leaders, traditional leaders, and others. So every invitation is in an official form from the Village.

Furthermore, the results of interviews with the Village Community Board (BPD) which the author chose as a sample are as follows: a) Based on the results of an interview with the chairman of BPD Lendang Nangke Utara, he stated that he had been invited when conducting musdus in Otak Pancor Utara hamlet, however regarding the initial process it was not in accordance with regulations, because all elements of society were not present at the time of conducting Musdus in Otak Pancor Utara hamlet because of our role. as the BPD is to participate in supervising every stage carried out during the Musdus so that the RPJMDes Drafting Team does not implement it in accordance with the regulations, so we from the BPD give a verbal warning. If it is not heeded, we will give a written warning and a copy to the sub-district head and regent. b) An interview with the Chairman of the Wakan Village BPD stated that he was invited when Musdus had a role in supervising the implementation of Musdus which was carried out in each hamlet, but Musdus was carried out in some hamlets.

The results of interviews with several hamlet heads that the author selected as samples are as follows: a) The results of the interview with the Head of Otak Pancor Utara Hamlet, Suparman, stated that he had carried out a musdus in his own hamlet related to village development planning, but all elements of society were not fully present based on the representation of the local community. b) An interview with the head of the Tuping hamlet, Wakan Village, stated that he had never held Musdus in his own hamlet. c) An interview with the Danger hamlet head stated that we had once held a musdus here but there was still a lack of community participation.

Regarding the results of interviews with people from several elements in the village that the author chose as samples, they are as follows: a) The people of Otak Koko Utara Hamlet, Lendang Nagka Utara Village, an interview with Sahlim as a traditional leader stated that he was never invited when holding Musdus MurembangDes and Musdes. Likewise, H Gapur, as a religious figure, said that he had been invited to the Musdes, MusrembangDes and Musdes. Likewise, Amir Mahmudin as a farmer group was never invited to the Musdes, MusrembangDes or Musdus. M Zaenal Lutfi, as a young man, stated that he had been invited to the village Musdus, MusrembangDes and Musdes. b) Jasmin, the Tuping Hamlet, Wakan Village, stated that they had never been involved or invited when holding Musdus or MusrembangDes or Musdes. Meanwhile, the results of the interview with Haji Ida stated that he had never been invited to a deliberation in his village regarding village development program planning. Likewise, Ahmad Yori, as a youth from Tuping Hamlet, has never been involved in anything related to the village, especially in planning village development programs.

#### **4. CONCLUSION**

Minister of Home Affairs Regulation Number 114 of 2014 concerning Village Development Guidelines provides detailed guidelines regarding the stages of village development planning, including Hamlet Deliberations, Village Development Plan Deliberations, and Village Deliberations. However, implementation in several villages in East Lombok is still not optimal. Article 15 states that local community elements must be involved in planning village development programs from the hamlet level to the village level.

The results of the research show that several hamlets have never held Dusun Deliberations, and the Village Consultative Body stated that, even if there were, not all elements of society were involved. The results of interviews with most of the community showed that many did not know or had never been invited to the Village Deliberation. Therefore, it is recommended that the East Lombok government pay more attention to and accommodate village level government, so that village development planning complies with regulations and the community can feel the positive impact of Village Funds for village development.

Through the analysis of relevant laws and regulations, the research presents an overview of the important role of regulations in organizing and guiding village development. Future research can more deeply understand the factors inhibiting community participation in village development planning.

### ACKNOWLEDGEMENTS

I would like to express my deepest gratitude to Mrs. Assoc. Prof. Dr. Siti Hasanah, SH, MH, as Supervisor I; Mr. Dr. Firzhal Arzhi Jiwanantara, SH, MH, as Supervisor II; for the wonderful way He guided me to complete this journal and for His constant love, guidance and blessings throughout my studies. I would like to express my sincere thanks to my parents, for their love, efforts, prayers, and support during my studies, and to my supervisors for their invaluable guidance, inspiration, patience, and encouragement.

### REFERENCES

- AGUSTINA, M. S. (2020). Pertanggungjawaban Kepala Desa Dan Peran Badan Permasyarakatan Desa. *Yustitiabelen*, 6(2), 36–57.
- Al-Fatih, S. (2022). Edukasi Pembentukan Peraturan Desa Berbasis Nilai Ketuhanan Yang Maha Esa. *Jurnal Dedikasi Hukum*, 2(3), 291–298.
- Amane, A. P. O., Boliti, S. A., Matorang, H. D., Jayalangi, L. S., & Septiana, G. L. (2022). Pendampingan Penyusunan RKPDes Tahun Anggaran 2023 di Desa Popisi, Kecamatan Banggai Utara Kabupaten Banggai Laut. *ABDISOSHUM: Jurnal Pengabdian Masyarakat Bidang Sosial Dan Humaniora*, 1(3), 364–373.
- Andi, S. (2023). *Pelaksanaan Peraturan Desa Dalam Sistem Ketatanegaraan Indonesia Menurut Undang-Undang Nomor 6 Tahun 2014 Tentang Desa Di Desa Takkalasi Kecamatan Maritengngae Kabupaten Sidenreng Rappang*.
- Aprilia, R. Y., & Suharno, S. (2023). Partisipasi Masyarakat dalam Formulasi RPJM Desa Mantingan Tahun 2020-2025 yang Mendukung Tujuan Pembangunan Berkelanjutan. *AGORA*, 12(2), 204–215.
- Burhanudin, A. A. (2021). Eksistensi Hukum Adat di Era Modernisasi. *Salimiya: Jurnal Studi Ilmu Keagamaan Islam*, 2(4), 96–113.
- DWI HERMAWAN, G. (2019). *Analisis Yuridis Kewenangan Kepala Desa Dalam Pengangkatan Dan Pemberhentian Perangkat Desa Berdasarkan Undang-Undang Nomor 6 Tahun 2014 Tentang Desa*. Universitas Muhammadiyah Jember.
- Fartini, A. (2022). Politik Hukum: Otonomi Daerah Pasca Amandemen UUD 1945 Upaya Menjaga Keseimbangan Antara Prinsip Unity dan Diversity. *PLEDOI (Jurnal Hukum Dan Keadilan)*, 1(1), 1–11.
- Hartanto, B. (2021). PERENCANAAN PEMBANGUNAN DENGAN MELIBATKAN PERAN SERTA MASYARAKAT. *Indonesian Journal Of Education and Humanity*, 1(4), 225–232.
- Hermana, M. A., & Elcaputera, A. (2020). Kedudukan Gubernur Sebagai Wakil Pemerintah Pusat di Daerah Dalam Sistem Ketatanegaraan Indonesia. *Al Ijarah: Jurnal Pemerintahan Dan Politik Islam*, 5(2), 113–129.
- Khoeriyah, E. (2020). Kebijakan Rencana Pembangunan Desa Sebagai Usaha Kesejahteraan Sosial Masyarakat Di Desa Cidokom. *EMPATI: Jurnal Ilmu Kesejahteraan Sosial*, 7(2), 102–114.
- Lekipiouw, S. H. (2020). Konstruksi Penataan Daerah dan Model Pembagian Urusan Pemerintahan. *Sasi*, 26(4), 557–570.
- Lina, F. (2023). *STRATEGI MEMBANGUN EKONOMI KERAKYATAN MELALUI KREATIVITAS BUMDES DI DESA LABRUK LOR KABUPATEN LUMAJANG*. UIN Kiai Haji Achmad Siddiq Jember.
- Luthfy, R. M. (2017). *Kepemimpinan dan reformasi birokrasi desa ditinjau dari masa jabatan kepala desa dalam UU Desa*.
- Muhamad Fikri, F. (2023). *IMPLEMENTASI PERMENDAGRI NOMOR 114 TAHUN 2014 TENTANG PEDOMAN PEMBANGUNAN DESA DI DESA MALAI V SUKU TIMUR KECAMATAN BATANG GASAN KABUPATEN PADANG PARIAMAN PERSPEKTIF FIQIH SIYASAH*. Universitas Islam Negeri Sultan Syarif Kasim Riau.
- Rahayuningsing, P., & Arbayah, S. (2021). PARTISIPASI MASYARAKAT DALAM MUSYAWARAH PERENCANAAN PEMBANGUNAN (MUSRENBANG) DI DESA KAMBITIN RAYA KECAMATAN TANJUNG KABUPATEN TABALONG. *JAPB*, 4(2), 1114–1129.
- Rahmah, A. (2023). *PENGUATAN PENGEMBANGAN KELOMPOK TANI DI KELURAHAN LEMPAKE KOTA SAMARINDA*.
- Raintung, A., Sambiran, S., & Sumampow, I. (2021). Peran Pemerintah Desa Dalam Pemberdayaan Kelompok Tani di Desa Mobuya Kecamatan Passi Timur Kabupaten Bolaang Mongondow. *GOVERNANCE*, 1(2).
- Raisman, R. (2022). *Evaluasi Pelaksanaan Peraturan Menteri Desa Pembangunan Daerah Tertinggal, Dan Transmigrasi Nomor 18 Tahun 2019 Tentang Pendampingan Desa Di Kecamatan Kandis Kabupaten Siak*. Universitas Islam Riau.
- Ridha, F. (2019). Analisis pengelolaan dana desa dalam meningkatkan perekonomian masyarakat di kecamatan langsa kota langsa. *AT-TAWASSUTH: Jurnal Ekonomi Islam*, 4(2), 252–276.

- Rukayat, Y., Alâ, R. R., Putri, T. R., & Ardianto, M. (2021). Koordinasi Kelembagaan Desa Dalam Penyusunan Perencanaan Pembangunan Di Desa Margaluyu Kecamatan Cipendeuy Kabupaten Bandung Barat. *Jurnal Ilmiah Magister Ilmu Administrasi*, 14(1).
- Silaban, B. (2021). *Tinjauan Fiqih Siyasah Terhadap Implementasi Permendes Nomor 3 Tahun 2015 Berdasarkan Peran Dan Fungsi Pendamping Desa Dalam Menunjang Pembangunan Desa (Studi Kasus Di Desa Lae Nuaha Kecamatan Siempat Nempu Hulu Kabupaten Dairi)*. Universitas Islam Negeri Sumatera Utara.
- Simbolon, D. S., Sari, J., Purba, Y. Y., Siregar, N. I., Salsabila, R., & Manulang, Y. (2021). Peranan pemerintah desa dalam pembangunan infrastruktur. *Jurnal Kewarganegaraan*, 5(2), 295–302.
- Sistiarani, C., Hariyadi, B., & Wahyuningsih, E. (2022). Determinan Partisipasi Program Kampung Kb Pada Wanita Usia Subur Di Kabupaten Banyumas. *Jurnal Keluarga Berencana*, 7(2), 97–105.
- Sunarso, H. S., & SH, M. H. (2023). *Hukum pemerintahan daerah di Indonesia*. Sinar Grafika.
- Undang-Undang, R. I. (2005). Nomor 32 Tahun 2004 Tentang Pemerintahan Daerah. *Direktorat Jenderal Otonomi Daerah, Jakarta*.
- Wibawa, K. C. S. (2019). Penegasan politik hukum desentralisasi asimetris dalam rangka menata hubungan pemerintah pusat dengan pemerintah daerah di Indonesia. *Administrative Law and Governance Journal*, 2(3), 400–412.
- Wibowo, D. A. (2018). Perlindungan Hukum Terhadap Desa di Indonesia. *Spirit Publik: Jurnal Administrasi Publik*, 13(1), 79–85.