



Strengthening Nagari Regulatory Capacity through Participatory Legal Drafting-Based Legal Assistance in Kampuang Galapuang, Ulakan Tapakis Subdistrict

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ABSTRACT

This community service program aims to strengthen the regulatory capacity of the Nagari Government of Kampuang Galapuang, Ulakan Tapakis Subdistrict, Padang Pariaman Regency, through legal assistance in the drafting of a Nagari Regulation on Nagari Revenue Management. This activity is motivated by the absence of regulations that systematically govern revenue management, which has an impact on weak financial governance, program planning, and accountability mechanisms at the nagari level. The approach used is participatory empowerment through socialization, training, Focus Group Discussions (FGDs), and technical assistance in the preparation of the regulatory draft. The results of the activity show an increase in the understanding of nagari officials regarding basic regulatory concepts, principles of good governance, and legal drafting techniques, with the main output being a draft of the Nagari Regulation on Nagari Revenue Management prepared collaboratively by the service team, nagari officials, and the Nagari Consultative Body. The novelty of this activity lies in the application of a legal assistance model based on participatory legal drafting that accommodates the dynamics between customary norms and positive law in the formation of nagari regulations. From a theoretical perspective, this activity contributes to the study of village governance law by emphasizing the importance of participatory processes as an instrument for strengthening regulatory capacity and the legitimacy of local law. This assistance model has the potential to be replicated in other nagari or villages with similar characteristics of customary law communities as a contextual approach to the formulation of accountable and responsive village regulations.

Program pengabdian kepada masyarakat ini bertujuan untuk memperkuat kapasitas regulatif Pemerintah Nagari Kampuang Galapuang, Kecamatan Ulakan Tapakis, Kabupaten Padang Pariaman, melalui pendampingan hukum dalam penyusunan Peraturan Nagari tentang Pengelolaan Pendapatan Nagari. Kegiatan ini dilatarbelakangi oleh belum tersedianya regulasi yang mengatur pengelolaan pendapatan secara sistematis, yang berdampak pada lemahnya tata kelola keuangan, perencanaan program, serta mekanisme akuntabilitas di tingkat nagari. Pendekatan yang digunakan adalah pemberdayaan partisipatif melalui sosialisasi, pelatihan, Focus Group Discussion (FGD), serta pendampingan teknis dalam penyusunan draft peraturan. Hasil kegiatan menunjukkan peningkatan pemahaman aparatur nagari mengenai konsep dasar regulasi, prinsip tata kelola yang baik, serta teknik legal drafting dengan luaran utama berupa draft Peraturan Nagari tentang Pengelolaan Pendapatan Nagari yang disusun secara kolaboratif antara tim pengabdi, perangkat nagari, dan Badan Musyawarah. Kebaruan kegiatan ini terletak pada penerapan model pendampingan hukum berbasis participatory legal drafting yang mengakomodasi dinamika antara norma adat dan hukum positif dalam pembentukan regulasi nagari. Secara teoretis, kegiatan ini memberikan kontribusi terhadap studi hukum



pemerintahan desa dengan menegaskan pentingnya proses partisipatif sebagai instrumen penguatan kapasitas regulatif dan legitimasi hukum lokal. Model pendampingan ini berpotensi direplikasi di nagari atau desa lain yang memiliki karakteristik masyarakat adat serupa sebagai pendekatan kontekstual dalam penyusunan regulasi desa yang akuntabel dan responsif terhadap kebutuhan lokal.

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Introduction

Nagari governance (Customary Village) as a local government unit has the authority to regulate and administer community affairs based on the principles of recognition and subsidiarity as stipulated in Law Number 6 of 2014 on Villages. In the context of regional autonomy, villages or nagari require a clear legal foundation to ensure the effective, transparent, and accountable implementation of governance. Subekti (2021) emphasizes that the effectiveness of local government, including nagari governance, largely depends on the ability to formulate regulations that are responsive to local needs and aligned with higher-level legislation. Therefore, the existence of nagari regulations serves as an essential instrument in ensuring the realization of good governance. West Sumatra is a province that, prior to the implementation of the village and urban ward system under Law Number 5 of 1979 on Villages, had already established a local governance system based on customary law, namely the Nagari Government. The abolition of uniform village governance under subsequent legislation became a momentum for the re-establishment of the Nagari Government. The administration of Nagari governance is regulated through West Sumatra Provincial Regulation Number 9 of 2000 concerning the Basic Principles of Nagari Governance, which was later revised by West Sumatra Provincial Regulation Number 2 of 2007 on Nagari Governance.

Nagari Kampuang Galapuang is one of the nagari located in Ulakan Tapakis Subdistrict, Padang Pariaman Regency, which possesses local potential in managing nagari revenue but continues to face limitations in strengthening its regulatory capacity in nagari governance. As a governmental unit equivalent to a village or urban ward, the nagari holds autonomous authority as regulated under Law Number 6 of 2014 on Villages. This authority grants the nagari government the right to regulate (regelendaad) and administer (bestuursdaad) matters related to the local community. Such authority reflects state recognition of the existence of the nagari as a form of local distinctiveness with a strategic role in the implementation of regional autonomy. One aspect that requires regulation is the management of nagari revenue. Nagari revenue is derived from village funds, the management of assets, community participation, and other lawful sources. In the absence of clear regulations, revenue management is prone to being unstructured, difficult to account for, and unable to support sustainable nagari development. Various studies indicate that villages or nagari without revenue management regulations tend to experience challenges in program planning, financial reporting, and internal supervision, which ultimately weakens public accountability (Elfionita, Darmi & Anwar, 2024).

Although Law Number 6 of 2014 on Villages provides a strong legal foundation for nagari to independently regulate and manage their revenue, in practice not all nagari are able to translate



this authority into operational regulations. One factor contributing to the stagnation in the formulation of nagari regulations is the tension between customary norms that have long governed the management of local resources and revenue and positive legal norms that require legal certainty, administrative procedures, and formal accountability. In many nagari, including Kampuang Galapuang, customary practices related to the utilization of nagari assets and community contributions operate informally and are based on social agreements. As a result, nagari officials face juridical uncertainty in formalizing these practices into written regulations due to concerns about potential inconsistencies with higher-level legislation. This condition indicates the existence of a regulatory capacity gap of a juridical-sociological nature, rather than merely an administrative issue, which contributes to delays in the establishment of nagari revenue management regulations.

The problems currently faced by Nagari Kampuang Galapuang Ulakan include the lack of nagari regulations that support the implementation of such autonomy. One urgent issue is the absence of detailed regulations governing the management of nagari revenue, which is essential to ensure the optimal utilization of local resources and potential. Situation analysis indicates that Nagari Kampuang Galapuang Ulakan has considerable potential but is simultaneously confronted with challenges related to regulatory capacity and governance. This condition reflects a juridical-sociological regulatory capacity gap that contributes to the slow formation of nagari revenue management regulations, as identified through interviews and discussions with nagari officials and members of the Nagari Consultative Body during the community service activities. One of the main priority issues in Nagari Kampuang Galapuang Ulakan is the absence of a nagari regulation governing revenue management. Such regulation is crucial, as nagari revenue constitutes a key element in supporting economic activities, development, and community welfare. Nagari revenue may originate from various sources, including the utilization of natural resources, community participation, and assistance from regional and central governments. Interview findings indicate that without clear regulations, nagari revenue management is prone to being unstructured, lacking transparency, and unsustainable.

In other sectors such as education, health, economy, arts, socio-cultural activities, and tourism, the problems encountered are generally related to inadequate facilities, infrastructure, and supporting regulations. These findings were also obtained from interviews and discussions with nagari stakeholders. All of these sectors require legal regulation and management to ensure that regional potential can be optimally utilized. Therefore, this community service activity is focused on providing legal assistance to the Nagari Government of Kampuang Galapuang in drafting a Nagari Regulation on Revenue Management. The objective of this activity is to enhance the capacity of nagari officials in regulatory drafting, strengthen transparent and accountable financial governance, and ensure conformity of nagari regulations with applicable laws and regulations.

Accordingly, this community service program was conducted with the aim of providing legal assistance to the Nagari Government of Kampuang Galapuang in drafting a Nagari Regulation on Revenue Management. A participatory approach was adopted to ensure that nagari officials not only receive a regulatory draft but also gain adequate understanding of regulatory concepts, the structure of nagari regulations, and legal drafting techniques. This activity is expected to strengthen nagari institutional capacity while supporting the realization of accountable, transparent financial governance in accordance with prevailing legal provisions.



Methods

This community service activity was conducted in the Customary Village (Nagari) of Kampuang Galapuang, Ulakan Tapakis Subdistrict, Padang Pariaman Regency. The implementation of the activity lasted for approximately three months, during the period of [insert month-year according to the actual activity], covering the stages of preparation, implementation of legal assistance, as well as drafting and validation of the Nagari Regulation. The activity took place at the Kampuang Galapuang Nagari Government Office and the nagari meeting hall, which were used for socialization activities, group discussions, and technical assistance sessions. The activity involved several parties who played active roles, namely the service team as facilitators and legal assistants, the Kampuang Galapuang Nagari Government consisting of the wali nagari and nagari officials as the main partners, and the Customary Village Consultative Body (Badan Musyawarah Nagari) as the community representative in the regulatory formulation process. In addition, community leaders and representatives of various nagari elements also participated in discussion activities and the formulation of regulatory substance.

In the implementation of the activity, the service team acted as activity planners, resource persons, and facilitators of legal assistance. The materials delivered included an introduction to customary village governance law, principles of nagari financial governance, and techniques for drafting nagari regulations (legal drafting). The participants consisted of nagari officials, members of the Badan Musyawarah Nagari, and community representatives involved in the management of nagari revenue and assets. The involvement of these stakeholders aimed to ensure that the regulatory drafting process was participatory and reflective of local needs and conditions. This community service program was implemented using a community empowerment approach oriented toward enhancing the capacity of nagari officials in drafting revenue management regulations. This method was selected to ensure that the nagari government not only obtained a regulatory draft but also developed the ability to understand, develop, and implement regulations independently. The empowerment process was carried out through a participatory approach, in which nagari officials and stakeholders were actively involved throughout all stages of the activity.

The activity was conducted through four stages. First, the preparation stage, which included initial coordination with the nagari government, identification of legal needs, and collection of supporting documents related to revenue management. At this stage, discussion instruments and training materials were also prepared and tailored to the needs of the partner. Second, the legal education, training, and Focus Group Discussion (FGD) stage. At this stage, the service team delivered materials on the legal foundations of nagari governance, principles of drafting nagari regulations, legal drafting techniques, and concepts of transparent and accountable revenue governance. These activities were carried out through interactive workshops and FGDs, enabling nagari officials to convey their experiences, problems, and expectations related to nagari revenue management.



The FGD was conducted using a semi-structured discussion guide prepared by the service team based on key issues of nagari revenue management and the regulatory needs of the partner. The FGD instruments included questions regarding existing revenue management practices, juridical obstacles faced by nagari officials, and participants' perceptions of the relationship between customary norms and positive law. Participant involvement was qualitatively assessed based on the level of engagement in discussions, frequency of contributions, and participants' ability to identify problems and propose normative solutions during the drafting process. Third, the technical assistance stage in drafting the regulation, which involved the preparation of the regulatory framework, formulation of articles, and collaborative discussion of substantive provisions between the service team, nagari officials, and the Badan Musyawarah Nagari. The participatory approach allowed each participant to actively contribute to norm formulation and provide input in accordance with local conditions.

The instruments used in this activity included Focus Group Discussion guides, semi-structured interview guidelines, and observation sheets for assistance activities. The FGD guide was used to explore problems, regulatory needs, and participants' aspirations regarding nagari revenue management. Semi-structured interviews were conducted to obtain more in-depth information from nagari officials and members of the Badan Musyawarah Nagari concerning revenue management practices and regulatory constraints. In addition, document analysis was carried out on the draft Nagari Regulation produced during the assistance process to assess the conformity of its substance with applicable laws and regulations.

Fourth, the internal validation and refinement stage, which was conducted through a special meeting with the Badan Musyawarah Nagari and other stakeholders. At this stage, the initial draft was presented and subsequently revised based on feedback, resulting in a more refined formulation suitable for submission to the formal nagari deliberation process. Data validation in this activity was conducted through source and method triangulation by comparing the results of FGDs, observations during the assistance process, and informal interviews with nagari officials and members of the Badan Musyawarah Nagari. This process aimed to ensure consistency of findings and minimize perceptual bias in assessing capacity enhancement and participatory dynamics. In addition, the drafted regulation served as an instrument of substantive validation, as it reflected the extent to which participants' understanding could be translated into written legal norms. Data obtained from the entire series of activities were analyzed descriptively and qualitatively, focusing on changes in the regulatory capacity of nagari officials, stakeholder participation dynamics, and the conformity of the draft regulation's substance with the principles of accountable financial governance. The analysis was conducted by examining FGD records, observation results, and draft regulatory documents as an integrated community service process.



Results

The implementation of legal assistance activities in drafting the Nagari Regulation on Nagari Revenue Management in Nagari Kampus Galapuang demonstrates several important developments, although the activity remains at the draft preparation stage, as well as changes in understanding regarding the principles of accountable financial governance.

1. Enhancement of the Regulatory Capacity of the Nagari Government

The assistance activities indicate an initial improvement in the regulatory capacity of nagari officials in understanding the fundamentals of regulatory drafting. The training provided enabled participants to comprehend the structure of nagari regulations, techniques for formulating legal norms, and the position of nagari regulations within the national legal system. According to Subekti (2021), the effectiveness of local governance is largely determined by officials' understanding of the legal framework and their ability to formulate regulations that respond to community needs. The findings of this activity are consistent with this view: prior to the training, some nagari officials were unable to distinguish between substantive and administrative components of regulations.

However, after participating in the training sessions, participants began to understand the mandatory elements of nagari regulations—particularly the considerations, operational definitions, general provisions, and core norms within the main body of the regulation. Participants were also able to draft simple articles in accordance with legal drafting principles, indicating an improvement in conceptual capacity. This pattern of improvement aligns with the findings of Nurdin, Rahayu, and Afriyeni (2023), who emphasize that technical assistance constitutes a critical foundation for strengthening regulatory capacity at the village or nagari level.

2. Formation of a Draft Nagari Regulation on Revenue Management

One of the significant outputs of this activity is the preparation of an initial draft of the Nagari Regulation on Nagari Revenue Management. The drafting process was carried out through a series of discussions and technical assistance sessions involving nagari officials, the Nagari Consultative Body (Badan Musyawarah Nagari), and the service team. The process was conducted in stages, beginning with the preparation of the regulatory framework, followed by the formulation of substantive content, and the development of articles governing revenue sources, management mechanisms, and financial accountability. Although still at the draft stage, the resulting document already contains the essential elements required for a nagari revenue management regulation. The drafting process employed a participatory legal drafting approach, which emphasizes the active involvement of local stakeholders to ensure that the regulatory formulation corresponds to the needs and conditions of the nagari. This approach facilitated two-way dialogue between the service team and nagari officials, resulting in regulatory substance that is more contextual and acceptable to relevant stakeholders (Elfionita, Darmi, & Anwar, 2024).

The initial draft serves as a foundation for the nagari government to proceed to the discussion and refinement stage together with the Badan Musyawarah Nagari. In the context of nagari regulatory



development, the existence of this draft constitutes a significant initial step, given that Nagari Kampus Galapuang previously lacked a regulation specifically governing revenue management.

3. Sociological Constraints in the Assistance Process

Although the assistance process was conducted in a participatory manner, several sociological constraints emerged that influenced the dynamics of drafting the Nagari Regulation. One of the challenges encountered was the cautious attitude, and even initial resistance, of some customary leaders toward the formalization of existing revenue management practices into written regulations. For certain stakeholders, the long-standing management of assets and community contributions based on customary agreements was perceived as sufficiently flexible and not requiring rigid formal regulation. In addition, synchronizing community aspirations with legal provisions derived from regulations at the regency, provincial, and national levels presented a distinct challenge. During several discussions, proposals emerged that were normatively aligned with local needs but potentially conflicted with accountability principles and financial management mechanisms mandated by higher-level legislation. This situation necessitated dialogue and normative negotiation to ensure that the nagari regulation remained contextual while remaining consistent with the legal framework of village governance.

Legal assistance played a crucial role in bridging these tensions by clarifying the limits of nagari authority and the scope of discretion permitted within nagari regulations. Through this process, nagari officials and stakeholders gradually came to understand that the formalization of customary norms into written regulations is not intended to eliminate local values but rather to strengthen legal legitimacy and accountability in nagari revenue management.

4. Strengthening Understanding of Nagari Financial Governance

The assistance activities also contributed to an improved initial understanding among nagari officials of the principles of good financial governance. In each discussion session, participants demonstrated a clearer understanding of the importance of regulations as the legal basis for nagari revenue management. Nagari officials also became increasingly aware of the risks associated with managing finances without adequate regulatory frameworks, including irregularities in program planning, weak public accountability mechanisms, and the potential for deviations and conflicts of interest. This understanding is critical, as sound financial governance requires a strong legal foundation to regulate planning, implementation, and accountability processes. Villages with clear legal frameworks and financial standard operating procedures tend to exhibit higher budgetary discipline and lower risks of deviation (Putri, Hidayat, & Sunarto, 2021). Furthermore, the findings of this activity align with Safrizal, Taufik, and Basri (2022), who emphasize that the quality of village fund governance improves when officials understand the principles of transparency and accountability. Accordingly, the drafting of this regulation represents a strategic step toward more accountable and sustainable nagari revenue governance.



Although the activity remains at the drafting stage, nagari officials have been able to identify several challenges likely to arise if revenue management is conducted without adequate regulation. Based on interviews with nagari officials, these challenges include irregularities in program determination, weak public accountability mechanisms, and an increased risk of deviation or conflicts of interest. This deeper engagement with the issues indicates that nagari officials are beginning to perceive regulations not merely as administrative documents but as essential instruments for ensuring transparency and accountability in nagari governance. These initial findings are consistent with trends identified in various studies indicating that villages or nagari with strong financial regulations tend to demonstrate greater budgetary discipline and lower risks of deviation. Therefore, the drafting of this regulation constitutes a strategic initial step toward strengthening nagari financial governance in a more accountable and sustainable direction.

5. Increased Participation and Stakeholder Involvement

The assistance activities did not solely focus on the technical aspects of drafting the regulation but also contributed to increased stakeholder involvement in the nagari policymaking process. During several discussion sessions, community leaders, members of the Badan Musyawarah Nagari, and nagari officials actively provided input regarding revenue sources and management mechanisms relevant to local conditions. Such participation is significant, as it enhances the substantive quality of the draft and strengthens its social legitimacy. Stakeholder involvement indicates that the drafting process has created a dialogue space between the nagari government and the community. This interaction serves as an initial foundation for fostering a participatory culture in nagari financial governance. Participation constitutes a key indicator of local democracy. The findings of this activity are consistent with Waworundeng et al. (2025), who demonstrate that community participation in planning and regulatory drafting enhances policy legitimacy and implementation effectiveness. The involvement of the community in drafting this regulation marks a shift from a “top-down” approach toward a deliberative and dialogical model, thereby strengthening social acceptance of the formulated regulation.

6. Analysis of the Achievement of Community Service Objectives

The analysis of achievement indicates that the objectives of the activity have been met at the process and output levels, although outcomes at the impact level require further follow-up. In terms of capacity enhancement, nagari officials have demonstrated progress in understanding the fundamentals of regulatory drafting and norm formulation techniques. This is reflected in participants' ability to draft simple articles and identify key regulatory components, although further capacity development remains necessary. The objective of producing an initial draft of the Nagari Regulation on Revenue Management has also been achieved. The draft was prepared through a participatory process and includes the necessary substantive components, enabling it to serve as a basis for further deliberation with the Badan Musyawarah Nagari and the nagari government.



Meanwhile, the objective of strengthening revenue governance based on transparency and accountability principles cannot yet be definitively measured, as the regulation has not been implemented. However, the assistance process has fostered awareness among nagari officials of the importance of a legal framework in preventing program irregularities, improving accountability mechanisms, and reducing the risk of deviation. Accordingly, this activity has successfully established an initial foundation for strengthening nagari revenue governance, while its long-term impact can only be assessed after the regulation is formally enacted and implemented by the nagari government.

Conclusion

The legal assistance activity for drafting the Nagari Regulation on Nagari Revenue Management in Nagari Kampus Galapuang has produced several significant achievements, although the activity remains at the draft preparation stage. The initial improvement in the capacity of nagari officials to understand regulatory drafting techniques and the structure of nagari regulations indicates that the training and discussion processes were effective in strengthening the officials' foundational legal knowledge.

The preparation of an initial draft of the Nagari Regulation constitutes a concrete output that can be utilized as material for further deliberation at the nagari level. In addition, this activity has fostered awareness among nagari officials of the importance of transparent, accountable, and regulation-based revenue governance. The participatory drafting process has also increased stakeholder involvement and strengthened the social legitimacy of the regulation being formulated. Overall, the activity has fulfilled most of its objectives at the process and output levels. Meanwhile, objectives at the outcome level particularly those related to the implementation and impact of the regulation still require follow-up after the regulation is formally enacted and implemented by the nagari government. Based on the findings of this community service activity, the Padang Pariaman Regency Government should encourage more systematic strengthening of nagari regulatory capacity through sustainable legal assistance programs, particularly in drafting nagari regulations related to financial management and local revenue. Such support may be realized through the provision of legal facilitators, the development of technical legal drafting guidelines that are contextualized to the characteristics of customary-based nagari, and the strengthening of the role of subdistrict governments as coordination and assistance hubs for nagari regulation. These measures are essential to ensure alignment between nagari regulations and regional policies, while also preventing stagnation in the formation of nagari regulations at the local level.

This community service activity has several limitations that should be taken into consideration. First, the results of the activity remain at the draft stage of the Nagari Regulation and have not yet reached the stages of enactment and implementation; therefore, the regulatory impact on nagari revenue governance cannot yet be empirically measured. Second, the assistance process was conducted within a limited time frame, which constrained its ability to fully capture the social and institutional dynamics influencing nagari revenue management. Accordingly, further assistance



activities and follow-up research are necessary to assess the effectiveness of regulatory implementation and its impact on improving accountability and transparency in nagari financial governance.

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