

## **The Role Of Village Companions Towards Weakness Community Participation In Village Planning And Development**

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### **Abstract**

*The lack of community participation in village planning and development is caused by the limited understanding of existing laws and regulations, as well as the low level of trust that the community has in the less transparent and accountable performance of the Village Government. Village facilitators, as professional support personnel, must be able to fulfill their roles in order to encourage and enhance community participation in village planning and development. This research employs an empirical juridical and empirical sociological approach, which involves studying a phenomenon and facts related to community behavior occurring in the field, and subsequently connecting them with legal regulations relevant to the research issues. To stimulate community participation, Village Facilitators provide guidance and reinforcement on the importance of community involvement in every stage of village development.*

**Keywords:** Role; Village Facilitators; Society Participation;

### **INTRODUCTION**

Government management in Indonesia adheres to a regional autonomy system, where each region is given the authority to manage its own region, which is called Regional Autonomy. Etymologically, regional autonomy comes from the words "Autonomy and Region". In Greek, "autonomy" comes from the words autos, meaning "self" and nomos, meaning rules and laws.<sup>1</sup> Thus, autonomy means the authority to regulate and manage one's own area or the authority to make rules to

<sup>1</sup> Ida Bagus Prayoga, "Kewenangan Pemerintah Provinsi Bali Dalam Pemungutan Pajak Progresif", *Jurnal Magister Hukum Udayana*, (2016): hlm. 510.

manage one's own household. Meanwhile, regions are legal community units that have territorial boundaries.<sup>2</sup>

With this autonomy, villages are given the opportunity and authority to manage their own governance, plan their own development and carry out development with the ultimate goal of improving the welfare of the village community. Law Number 6 of 2014 concerning Villages or often known as the Village Law (UU Desa) has regulated that development and empowerment of village communities must be realized in the form of village community participation starting from development planning to development implementation which can be achieved through community assistance efforts.

Community assistance is an important step that must be taken to realize community independence and prosperity. Community independence and prosperity can be realized through efforts to increase knowledge, skills, behavior, attitude, ability, awareness and utilize existing resources in accordance with the essence of the problem and priorities. needs of the community in the village. District/city regional work units technically carry out community assistance and can be assisted by professional assistance staff, village community empowerment cadres, and/or third parties<sup>3</sup>

All accompanying staff are tasked with carrying out village assistance as an effort to empower village communities, this is regulated in Article 112 paragraph (4) of the Village Law and Article 127 of Government Regulation of the Republic of Indonesia Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages that This form of village community empowerment is implemented by encouraging community participation in village planning and development as well as encouraging community participation in policy formulation carried out through village deliberation forums.<sup>4</sup>

Professional Assistants according to Article 129 Paragraph (1) of Government Regulation Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages consist of: (a) Village Local Assistance (PLD); (b) Village Assistant (PD); (c) Technical Assistant (PT); and (d) Community Empowerment Expert (TAPM).<sup>5</sup> The PLD work area is in villages consisting of 1 to 4

<sup>2</sup> Suharizal, Muslim Chaniago, *Hukum Pemerintahan Daerah Setelah Perubahan UUD 1945*, (Yogyakarta: Thafa Media, 2017), hlm. 52.

<sup>3</sup> Sekretariat Negara Republik Indonesia, "Peraturan Pemerintah Nomor 43 Tahun 2014 tentang Peraturan Pelaksana Undang Undang Nomor 6 Tahun 2014 Tentang Desa" (2014), Lihat Pasal 128.

<sup>4</sup> *Ibid.*, Lihat Pasal 112.

<sup>5</sup> *Ibid.*, Lihat Pasal 129.

villages for one person. Meanwhile, PD/PT and TAPM are located in sub-district and district areas.<sup>6</sup>

The functions of professional assistants as stated in Article 17 of the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number 18 of 2019 concerning General Guidelines for Assistance to Village Communities include facilitation, education, mediation and advocacy. Meanwhile, the task of the Village Assistant is to accompany the village in the implementation of village government, village cooperation, development of Village-Owned Enterprises (BUM Desa), and development at a local village scale.<sup>7</sup> Apart from these duties, Village Facilitators must also be able to encourage and increase community participation in all stages of development in the village which are regulated in detail in the Decree of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number 40 of 2021 concerning Technical Guidelines for Village Community Facilitation.

Previous research was conducted by Komaruddin, entitled *The Role of Village Assistants in Community Empowerment in Pekon Paku, Kelumbayan District, Tanggamus Regency in 2018*. The research focused on the role, supporting and inhibiting factors for village assistants in empowering village communities. According to this research, the role of village assistants in the form of community assistance and empowerment has been achieved. Even though the mentoring and empowerment process has been implemented, research results show that the empowerment carried out in Pekon Paku, Kelumbayan District has not been optimal.<sup>8</sup>

Another research was conducted by Maria Christina, a student at the University of Lampung (UNILA) with the title "Performance of Local Village Facilitators in Improving Village Development in Kalirejo District, Central Lampung Regency" in 2017. The focus of the problem discussed in this research is how the Village Facilitators perform in encouraging and increase development in the village. This research concludes that Village Facilitators in Kalirejo District Village, Central Lampung Regency do not meet the standard criteria for Village Facilitators so that the performance of mentoring is still not optimal. As a professional assistant, you should have competence and professionalism according to the standard criteria

<sup>6</sup> Sekretariat Negara Republik Indonesia, "Peraturan Menteri Desa, Pembangunan Daerah Tertinggal dan Transmigrasi Nomor 18 Tahun 2019 Tentang Tentang Pedoman Umum Pedampingan Masyarakat Desa" (2019), Lihat Pasal 18.

<sup>7</sup> Sekretariat Negara Republik Indonesia, "Peraturan Menteri Desa, Pembangunan Daerah Tertinggal dan Transmigrasi Nomor 18 Tahun 2019 Tentang Tentang Pedoman Umum Pedampingan Masyarakat Desa" (2019), Lihat Pasal 17.

<sup>8</sup> Komarudin, "*Peran Pendamping desa Dalam Pemberdayaan Masyarakat* (Studi di Pekon Paku Kecamatan Kelumbayan Kabupaten Tanggamus)" (Skripsi, Fakultas Ushuluddin, UIN Raden Intan Lampung, 2018), hlm. 83.

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determined by the government so that your duties and roles can be carried out optimally.<sup>9</sup>

From several previous studies that discussed the role of professional assistants, no one has examined the role of Village Assistants in encouraging community participation in village development, while the problem that often occurs in the field is the low level of community participation and awareness to participate in all stages of village development. . In fact, community participation is very necessary to achieve the goals of participatory development as intended in Article 1 Paragraph (12) of PDPTT Village Ministerial Regulation Number 19 of 2020 concerning Amendments to PDPTT Village Ministerial Regulation Number 18 of 2019 concerning General Guidelines for Assistance to Village Communities.

Based on the above, through this research the researcher wants to explain the role of Village Assistants in the weak community participation in village planning and development, as well as what factors support and hinder them in carrying out their role. To discuss the study and analysis, the researcher chose a research location in Tebas Kuala Village, Teabs District, Sambas Regency with the research subject being the Village Assistant who served in the village.

## RESEARCH METHODS

This type of research is included in qualitative research which is descriptive in nature with the approach used being an empirical juridical and empirical sociological approach, namely the study of a phenomenon and facts regarding people's behavior that occurs in the field which will then be connected to statutory regulations related to the research problem. The main data sources in this research are the results of observations, interviews and statutory regulations regarding the duties and functions of Village Assistants as professional assistants.

## DISCUSSION

### A. The Role of Village Facilitators Against Weak Community Participation in Village Planning and Development

Village Assistants as professional assistants formed and recruited by the government must be able to carry out their duties and functions in order to oversee the implementation of the Village Law. The role of professional assistant staff at all levels is very necessary so that the goals of village empowerment, progress and independence can be achieved as the objectives of the Village Law were issued. A professional assistant staff must be able to color the implementation of village government, where many of the dynamics that have been running so far have not been in accordance with the objectives of Law no.

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<sup>9</sup> Maria Christina, "Kinerja Pendamping Lokal Desa dalam Meningkatkan Pembangunan Desa di Kecamatan Kalirejo Kabupaten Lampung Tengah", (Skripsi, Universitas Lampung, 2017), hlm. 77.

6 of 2014 concerning Villages, one of which is accelerating the achievement of Village SDGs. Village SDGs are Sustainable Development Goals, namely sustainable village development goals. One of the keys to success in accelerating the achievement of Village SDGs is the implementation of quality village community assistance activities.

In relation to development in villages, the stages of village development start from development planning, development implementation, and supervision of village development. All of these stages cannot be separated from the participation and active participation of the community in the village as a form of participatory development. The active involvement of the community in the development process and stages starting from planning, implementation and supervision is very important to ensure the quality and accountability of village government administration as according to Suryono's opinion the concept of participation is the participation of the community in development, taking part in development activities and taking part in utilizing and enjoying the results. - development results.<sup>10</sup> Apart from that, all elements of society can be involved and contribute in jointly formulating the needs for planning village development.

To realize this, the role of Village Facilitators as a form of village community assistance is very necessary to maximize community involvement in village development and provide opportunities for the community to provide ideas, suggestions and opinions both in the preparation of policies and village development planning programs before the results. deliberation decisions are determined as stated in Article 127 PP Number 43 of 2014. These assistance efforts are carried out in the context of implementing community empowerment as mandated by Law No. 6 of 2014 concerning Villages.<sup>11</sup>

Technically, assistance to village communities is carried out by Professional Assistance Personnel at all levels starting from the central, provincial, district, sub-district to village level. According to Article 112 paragraph (4) in the Village Law, it is stated that assistance efforts are carried out in the context of implementing community empowerment. Thus, Village Assistants who are part of the Professional Assistance Staff must be able to carry out community empowerment. In research conducted by Komarudin, there are many programs that can be carried out by professional assistants in an effort to empower the community.

The duties and functions of Village Assistants as part of the professional assistance staff in village community assistance activities are technically

<sup>10</sup> Agus Suryono, *Teori dan Isi Pembangunan*. (Malang: Universitas Negeri Malang. UM Press, 2001), hlm. 124.

<sup>11</sup> Sekretariat Negara Republik Indonesia, "Undang-Undang Nomor 6 Tahun 2014 tentang Desa" (2014), Lihat Pasal 112 Ayat (4).

regulated in the Decree of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number 40 of 2021 concerning Technical Instructions for Village Community Assistance. One of the duties of the Village Assistant is to increase community participation in village development as evidenced by increased community involvement in planning, implementing and supervising village development.<sup>12</sup> There are several forms of implementing the duties and roles of Village Facilitators in encouraging community participation, including:

**1. Facilitate and provide assistance to data collection, planning, implementation and supervision of village development activities**

Based on the explanation from one of the Village Facilitators when interviewed, the mentoring strategy used in facilitating and assisting was:<sup>13</sup>

- a. Position yourself to truly support the village by being available when needed, but not intervening so that it is easily accepted by the community.
- b. Always remind and direct the Village Government and BPD about their responsibilities.
- c. Develop friendly and familial relationships with village officials to establish emotional bonds between Village Assistants and the Village Government.
- d. Directing the Village Government to involve the community in planning and development in the village, not only certain parties are always involved in planning and development in the village.
- e. Disseminate information to the village community at every opportunity about development in the village and invite the community to participate in planning and development in the village.
- f. Provide opportunities for the community to provide ideas, suggestions and input regarding development activities through community representatives in the village.
- g. Provide direction and understanding to the Village Head, village officials and BPD through internal meetings to carry out development planning in a participatory manner by involving the community, not only involving the RT/RW or LKD in the village.

<sup>12</sup> Sekretariat Negara Republik Indonesia, “Keputusan Menteri Desa Pembangunan Daerah Tertinggal dan Transmigrasi Republik Indonesia Nomor 40 Tahun 2021 Tentang Petunjuk Teknis Pendampingan Masyarakat Desa” (2021), Lihat Penjelasan, BAB III, hlm. 66.

<sup>13</sup> Wawancara, Lestari Evi Kadarsih sebagai Pendamping Desa Tebas Kuala, tanggal 3 Januari, 2022.

- h. Providing understanding to the community through informal forums about the importance of participating in village development planning.

## **2. Encouraging Community Participation in Village Planning and Development**

Indicators of the success of Village Facilitators in carrying out village facilitation and assistance are proven by the availability of village planning documents, community involvement in development implementation, and supervision of village development carried out by the community as indicators of the Village Facilitator's job description as outlined in Chapter III, Decree of the Minister of Villages, Development of Left Behind Blood and Transmigration Number 40 of 2021 concerning Technical Instructions for Assistance to Village Communities.<sup>14</sup>

Village development is carried out through several stages, namely planning, implementation and supervision of development. In the planning stage, the Village Assistant provides assistance to the Village Government and BPD in the village in preparing the Village Government Work Plan (RKP Desa) and Village Revenue and Expenditure Budget (APB Desa) so that timeliness in completing these documents until they are determined through Village Regulations can be achieved. . The preparation of the planning document begins with a village meeting held by the BPD with the presence of all village government officials, several representatives from elements of society in the village.

In the implementation stages of village development, the Village Assistant provides assistance in the form of directing the Village Government to conduct pre-implementation before development work begins. Pre-implementation deliberation activities are intended to finalize preparations for both physical and non-physical development activities so that all possibilities that occur can be anticipated in advance.

The parties presented in this pre-implementation deliberation were the Village Government, BPD, representatives of RT or LKD heads, Village Facilitators and prospective activity implementers. The agenda discussed is the activity implementation schedule, appointment of activity executors, labor procurement and wage agreements as well as materials and material providers.<sup>15</sup>

To maximize community participation in implementing development, the Village Assistant also provides direction to the Village Government

<sup>14</sup> Keputusan Menteri Desa Pembangunan Daerah Tertinggal dan Transmigrasi Republik Indonesia Nomor 40 Tahun 2021 Tentang Petunjuk Teknis Pendampingan Masyarakat Desa, Lihat Penjelasan, BAB III, hlm. 66.

<sup>15</sup> Wawancara. Hamdan sebagai Penjabat (Pj.) Kepala Desa Tebas Kuala, tanggal 30 Desember, 2021.

regarding the mechanism for implementing activities that must be implemented using the Village Cash Work Intensive (PKTD) pattern, namely by involving the community in the village, especially for community members in the unemployed or underemployed category. , female heads of families and residents who have family members who are chronically ill and malnourished, so that the benefits of Village Funds can be felt.

Next is the stage of development supervision carried out by the community which is a form of participation in development. The community's rights and authority in carrying out supervision are regulated in Article 23 of the Minister of Home Affairs Regulation Number 73 of 2020 concerning Supervision of Village Financial Management. The form of supervision carried out by the village community is in the form of monitoring village financial management through involvement in deliberations to respond to reports on development implementation and village financial management.

According to the researcher's analysis of the results of observations during the accountability report deliberation, the participation of the Village community was still less active in responding to the presentation delivered by the Village Head. This is caused by the community's weak understanding of their role and involvement in village deliberations. According to the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number 21 of 2020 concerning General Guidelines for Village Development and Village Community Empowerment, village communities participate in responding to reports on the implementation of Village development by providing input to the Village Head regarding the report.<sup>16</sup>

Then another causal factor is that the Village Government and BPD as organizers of the deliberation did not provide copies of reports or reading materials to the participants present, so they only listened to the presentation from the village head.<sup>17</sup> In an effort to improve this, the Village Assistant provides direction and explanations to the community regarding their role in village deliberations. Furthermore, the Village Head and BPD should prepare a copy of the report as reading material for deliberation participants. Because according to Nasution's opinion quoted by Indria Septian Kusnaeni regarding participation systems and mechanisms, they are divided into 4 (four) types, yaitu: a) *participation in decision making*; b)

<sup>16</sup> Sekretariat Negara Republik Indonesia, "Peraturan Menteri Desa Pembangunan Daerah Tertinggal dan Transmigrasi Nomor 21 Tahun 2020 tentang Pedoman Umum Pembangunan Desa dan Pemberdayaan Masyarakat Desa", Lihat Pasal 74, Ayat (4).

<sup>17</sup> Wawancara. Jamhari sebagai Kepala Dusun Kalimbawan Desa Tebas Kuala, tanggal 30 Desember, 2021.



*participation in implementation; c) participation in benefits; and d) participation in evaluation.*<sup>18</sup>

Based on this opinion, it can be concluded that community participation is measured by community involvement in making deliberative decisions, community involvement in implementing development and community involvement in evaluating development results that have been implemented by the Village Government through village deliberation forums in accountability reports.

Based on the research results and information that researchers obtained through observations, interviews and reviewing regulations, researchers found that there were factors that caused weak community participation in planning and implementing village development, namely a lack of understanding of existing regulations due to a lack of resources. Therefore, the importance of the existence of Village Facilitators is to be able to provide strengthening and assistance as an effort to implement community empowerment in order to achieve the objectives of the birth of the Village Law.

Then, in carrying out their duties and functions as a Village Assistant, there are things that support and hinder the implementation of their role. One of the supporting factors for Village Facilitators is openness from the village government and BPD as well as a positive response from Village community members to the presence of companions so that there is good cooperation between Village Facilitators and the village government, both village heads and village officials, BPD, village institutions. and community members and simplify the mentoring process. Apart from that, the Village Assistant is a local resident and lives in the local village, so there is an emotional bond and closeness between the Village Assistant and the Village Government and Village community.<sup>19</sup>

Another supporting factor is that the level of human resources from the Village Government and BPD is very good so it is easy to absorb the information conveyed even though there are still a small number who still need more intensive education. Then there is full support and guidance from the supervisor above him to the Village Assistant regarding the implementation of his duties and functions in the village.

Meanwhile, the inhibiting factor is the lack of community human resources in understanding existing regulations, making it quite difficult to convey information related to existing regulations. Then, most of the

<sup>18</sup> Kusnaeni, "Hubungan Partisipasi Masyarakat Dengan Pembangunan Politik Di desa Rancajawat Kecamatan Tukdana Kabupaten Indramayu," hlm. 22.

<sup>19</sup> Wawancara, Lestari Evi Kadarsih sebagai Pendamping Desa Tebas Kuala, tanggal 3 Januari, 2022.

community seemed apathetic towards the administration of village government, so they considered village meetings to be just a ceremonial formality. Village Facilitators must be truly active and intensive in providing assistance. Another factor is the role of the Village Government which is too dominant in village development which sometimes overrides the role of the community. This was proven when the researcher took part in one of the village deliberation activities, it was very apparent that the village government dominated. This of course affects community participation because it does not provide the opportunity to be actively involved in deliberations.<sup>20</sup>

## **CONCLUSION**

Community participation in planning and development in villages is still very weak and dominated by the Village Government and BPD. One of the things researchers found was in the process of holding village meetings where it was seen that the community was only a listener. Then the position of the Village government and BPD looks so dominating that it seems to ignore the rights of the community to be actively involved. In fact, according to the Regulation of the Minister of Villages for Development of Disadvantaged Regions and Transmigration Number 21 of 2020 concerning General Guidelines for Village Development and Empowerment of Village Communities, it is stated that the active role of the community in all stages of planning and development in villages is very necessary for participatory development planning to be implemented.

In an effort to encourage and increase village community participation as a form of carrying out their duties as professional assistance workers, village assistants use several strategies and approaches to provide understanding and encouragement to the community so that they participate in the process of planning and implementing development stages in the village as regulated in statutory regulations. -invitation. The strategy and approach taken is to truly position oneself to accompany the village, always be there when needed, not to intervene in the village, so that it is easily accepted by the village and community.

Then the Village Assistant provides reinforcement to the village community at every opportunity, both formal and non-formal meetings regarding the stages of the planning and development process in the village and invites the community to actively participate in providing input, suggestions and ideas in every deliberation activity related to village planning and development.

There are several factors that support and hinder Village Facilitators in carrying out their role. Supporting factors include openness and recognition from the Village Government and community regarding the presence of Village Facilitators so that good relationships are established in the village mentoring

<sup>20</sup> Wawancara, Ali sebagai warga masyarakat Desa Tebas Kuala, 4 Januari, 2022.

process. This closeness is also influenced by the presence of Village Assistants who are local residents so that there is an emotional relationship and bond with the Village Government, BPD and the community in the Village. Apart from that, there is support from supervisors above who always provide direction and guidance regarding the implementation of their duties. Meanwhile, the inhibiting factor is the lack of community resources in understanding existing regulations, making it rather difficult to convey information to the public. Village Facilitators must provide intensive assistance and provide reinforcement at every opportunity so that it is easily understood by the community according to their duties and functions as Professional Facilitators, namely empowering village communities. Then another factor is that the majority of the community seems apathetic towards the implementation of village government and therefore considers deliberations in the village to be just a ceremonial formality.

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