

## EVALUATION OF SIMULTANEOUS VILLAGE HEAD ELECTIONS IN KAMPAR DISTRICT, RIAU PROVINCE IN 2021

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### ABSTRACT

One form of reform in village government in Indonesia is the implementation of simultaneous village head elections following the mandate of Article 31 of Law Number 6 of 2014 concerning villages, which states that village head elections are held simultaneously in all districts/cities. The Regency/City Regional Government stipulates a policy for implementing Village Head elections simultaneously with Regency/City Regional Regulations. One of the regencies in Riau Province that held village head elections simultaneously was Kampar Regency, which issued Kampar Regent Regulation Number 54 of 2019 concerning Simultaneous Village Head Elections. This study aims to determine the results of the simultaneous election of village heads in Kampar Regency in 2021. This research uses qualitative methods according to the research problem—data collection techniques using interview techniques, observation, and documentation. The results of the study state that there was a dispute over the election of the village head; the cost of implementing simultaneous village head elections was quite significant, and this election made it difficult for the government to carry out supervision.

**Keywords:** Evaluation; Selection of Village Heads; Kampar Regency.

### BACKGROUND

The village is always synonymous with underdevelopment, poverty, ignorance, and underdevelopment. This condition causes the village to always receive serious and special attention from various components of society, so various components of society feel the need to carry out reforms regarding village governance (Mikulecký et al., 2023). Before the existence or formation of the Unitary State of the Republic of Indonesia, villages or communities known by other names already

existed. As proof of the village's existence, Article 18 of the 1945 Constitution explains that there are approximately 250 "*Zelfbesturende landschappen*," including villages in Java and Bali, Nagari in Minangkabau, hamlets and marga in Palembang, and others (Santoso, 2021).

Law Number 6 of 2014 seeks to regulate better, manage, and answer various problems and needs in a village government. It is hoped that this will be able to accelerate the progress and development of a village with all the developments and

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dynamics of the village itself, as stated in point (b) of the preamble of Law Number 6 of 2014, namely; "that in the course of the constitutional administration of the Republic of Indonesia, villages have developed in various forms so that they need to be protected and empowered so that they become stronger, advanced, independent and more democratic to create a strong foundation in carrying out governance and village development towards a just and prosperous society" (Faoziyah & Salim, 2020).

The issuance of Law Number 6 of 2014 concerning Villages has provided fresh air for village administration with various updates made to the Law concerning villages. One form of reform is the simultaneous implementation of village head elections (Atkinson & Alibašić, 2023).

One of the regencies in Riau Province that held village head elections simultaneously was Kampar Regency, which issued Regent Regulation 54 of 2019 concerning the Implementation of Simultaneous Wavy Village Head Elections. However, in practice, there are several phenomena, such as village head election disputes at the State Administrative High Court, the high cost of implementing simultaneous village head elections, the difficulty of supervising and coordinating the implementation of simultaneous village head elections, the high political temperature at the village level, and Another phenomenon that occurred in the implementation of simultaneous village head elections. So, it is necessary to evaluate the implementation of simultaneous village head elections in Kampar Regency, which will be held in 2021. The election for Village

Heads in Kampar in the 3rd batch was attended by 100 villages from 224 Villages in Kampar Regency, which was held in November 2021. Based on the phenomenon above, this research was conducted with the title: "Evaluation of the Implementation of Simultaneous Village Head Elections in Kampar District, Riau Province."

In terms of language, Echols and Shadly argue that "the word evaluation means judgment or assessment." According to the definition of the term, Thoha says that "evaluation is a planned activity to determine the state of an object by using instruments and the results are compared with benchmarks to obtain conclusions" (Dini, 2022).

Cross argues that "evaluation is a process that determines the conditions where a goal has been achieved." This is reiterated by Sukardi, who explains that evaluation is the process of obtaining information, comprehending it, and communicating its results to decision-makers. Following Wirawan, who argues that one of the purposes of evaluation is to collect information, measure performance, and evaluate the benefits of the evaluation object with its indicators, goals, or standards, this is true (Debie et al., 2022).

From the various opinions above, it can be concluded that evaluation is a planned activity to find out the state of an object by using instruments related to the indicators, objectives, and benefits of the evaluation object or even communicating information about the evaluation object with stakeholders (Johnsson et al., 2020).

Programs are activities or activities designed to carry out policies that are carried out for an unlimited time. A program is also

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defined as a unit or unit of activity that is the realization or implementation of a policy in a continuous process that involves a group of people and occurs within an organization (Kye et al., 2021).

Evaluation of a program is defined as an effort to convey information to decision-makers. In the meantime, the following opinion defines program evaluation as a method for systematically accumulating, analyzing and using data to answer fundamental questions about the program. Program evaluation is a systematic activity to acquire, process, analyze, and present data as input for decision-making, concurring with Wirawan. Other opinions emphasize that program evaluation is the systematic collection of data or information regarding the program's operation, its potential effects, or answering pertinent questions (Alamoodi et al., 2021).

Program evaluation is the process of describing and assessing a program according to a set of criteria to aid in formulating improved decisions and policies. The consideration is intended to aid the evaluator in describing and evaluating the assessed components and whether or not they comply with the provisions (Tirkolae et al., 2020).

Evaluation can have two uses: the formative function and the summative function. Evaluation is used to enhance and develop ongoing activities (programs, people, products, etc.) as part of its formative function. This function is utilized for accountability, explication, selection, and continuation. Evaluation should assist with development, implementation, program requirements, program improvement, accountability, selection, and

motivation, and increase the parties' knowledge and support (Ahmad, 2021).

Michael Scriven stated that, in general, the function of evaluation research can be divided into two, namely:

1. Formative Evaluation serves as data collection while the program is in progress. This evaluation's findings can be applied to formulating and modifying program activities. If it is known what aspects are harmful during the activity and if the decision-makers can determine their attitude toward the ongoing activity, it is possible to prevent waste (Leighton, 2019).
2. Summative Evaluation is carried out if the activity program has been implemented. The purpose of summative evaluation is to determine the extent to which a program has value, particularly in comparison to the implementation of other programs. Summative assessments benefit educators who adopt programs whose outcomes, programs, and procedures are evaluated (Arrogante et al., 2021).

Etymologically, the word village comes from Sanskrit, *deca*, which means homeland, land of origin, or birthplace. According to the Big Indonesian Dictionary (KBBI), a village is a territorial unit inhabited by several families with a government system headed by a village head. A village is an ancient form of living together of several thousand people, almost all of whom know each other, most subsisting on farming, fishing, and others (Kan & Chen, 2021).

Additionally, the village is defined as a legal community with an original structure based on unique original rights.

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Diversity, participation, genuine autonomy, democracy, and community empowerment are the fundamental concepts of village governance. The village can also be viewed as an indigenous institution with the authority to administer its household by customary law. The village results from geographical, social, political, and cultural manifestations that exist in a region and have a reciprocal relationship with other regions, as determined by a geographical review (Azwar et al., 2020).

A village, as defined by Law No. 6 of 2014, is a legal community unit with territorial boundaries that is authorized to regulate and manage government affairs, local community interests based on community initiatives, and origin rights that are recognized in the government system of the Unitary State of the Republic of Indonesia (Abdullah et al., 2020).

From the various definitions of village provided above, it can be concluded that the village is a self-community or a community that governs itself. With the understanding that the village has the authority to regulate and manage the interests of its community following local conditions and socio-culture, the position of a village with genuine autonomy is highly strategic, necessitating a balanced approach to the implementation of regional autonomy, as village autonomy will impact the realization of regional autonomy (Faull & Petterson, 2019).

Village administration is the implementation of government affairs and local community interests within the governmental structure of the Unitary State of the Republic of Indonesia. As a component of village administration, the

village government consists of the village chief or an entity with a different name, aided by village officials. A rural area is dominated by agricultural activities, including managing natural resources, and is arranged to serve as a location for rural settlements, government services, social services, and economic activities (Aprillia et al., 2023).

As mentioned above, the village is generally a place for community gatherings. When viewed in the territorial administrative structure of the Indonesian state, the village is the smallest unit in the governance structure. The village area is managed by the village government, which functions as the government organizer in the village area (Priatmoko et al., 2021). The existence of a village government is essential. In addition to aiming to organize village development and realize the welfare of village communities. In other aspects, village governance functions to provide population administration services for village communities (Nordberg et al., 2020).

In each village area consisting of hamlets or other names, the higher the population in a village area, the village administration will undoubtedly work harder to meet the needs of the village community from village administration such as population administration matters (Yurui et al., 2020).

Village authority is explained in article 18, which reads: "Village authority includes authority in the field of administering Village Government, implementing Village Development, Village community development, and Village community empowerment based on

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community initiatives, origin rights, and Village customs" (Tantoh et al., 2021).

Then article 19 explains the authority of the village includes:

1. Authority based on origin rights;
2. Village-scale local authority;
3. Authority assigned by the Government, Provincial Regional Government, or Regency/City Regional Government;
4. Other authorities are assigned by the Government, Provincial Regional Government, or Regency/City Regional Government following the provisions of laws and regulations (Kridasaktia et al., 2022).

From the quotations of articles 18 and 19 above, it can be concluded that the village administration has several powers and duties, so it is essential to pay attention to the availability of adequate human resources in village government offices (Landa et al., 2021).

## **METHOD**

This study used qualitative research methods following the problem of this research, namely wanting to explain and analyze the implementation of simultaneous village head elections in Kampar Regency, Riau Province. This research was conducted at the village government in Kampar District. Research informants according to the format of qualitative research, this research uses informants as a source of research information. Informants present facts through words and actions pro, video data, and know and understand issues related to the research focus. The data analysis technique used is a qualitative data analysis technique, according to the nature of the problem and the phenomenon of the

research. Before conducting field research, researchers conducted data analysis related to data from preliminary studies and secondary data. Furthermore, in data analysis while in the field, the researchers used the Spradley model: domain analysis, taxonomic analysis, component analysis, and cultural theme analysis (Kusumastuti & Khoiron, 2019).

## **RESULT AND DISCUSSION**

### **Election System in Indonesia**

A democratically elected government will enjoy widespread legitimacy among the populace. The purpose of holding elections is to realize the Pancasila- and 1945 Constitution-mandated governance of the state, the principles of the 17 August 1945 Declaration of Independence and the development of law. Legal development is an integral component of national development that must be distinct from the development of other disciplines. In a legal state based on Pancasila and the 1945 Constitution, the development of law is an endeavour to uphold justice and truth, protect society, and ensure public order.

General elections aim to elect people's representatives to sit in deliberative and people's representative institutions, establish a government, continue the fight for independence, and preserve the unity of the Unitary State of the Republic of Indonesia (henceforth NKRI). According to the 1945 Constitution's Preamble, democratic general elections uphold the people's sovereignty and achieve state objectives. Because elections are a system for determining the central and regional representatives chosen by the people, they

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must not cause harm to the foundations of social, national, and state life.

The history of the electoral system in Indonesia has changed in line with changes to the provisions of the 1945 Constitution, which were carried out in stages in 1999, 2000, 2001, and 2002. In the third amendment to the 1945 Constitution, Chapter VIIB General Elections, Article 22E states:

1. Paragraph (1) "General elections are held directly, publicly, freely, confidentially, honestly and fairly every five years".
2. Paragraph (2) "General elections are held to elect members of the People's Legislative Council, the Regional Representatives Council, the President, and Vice President, and the Regional People's Representative Council".
3. Paragraph (3) "Contestants in the general election to elect members of the People's Legislative Assembly and members of the Regional People's Representative Council are political parties."
4. Paragraph (4) "Participants in the general election to elect members of the Regional Representatives Council are individuals".
5. Paragraph (5): "General elections are held by a national, permanent, and independent election commission".

These election provisions are different from the provisions in the 1945 Constitution before the amendment. The provisions in the 1945 Constitution before the amendment only emphasized that "The People's Consultative Assembly consists of

members of the People's Representative Council, plus delegates from the regions and groups, according to the rules stipulated by law". Then, related to the composition of the members of the DPR, it was emphasized that "The composition of the DPR is determined by law".

Based on Law Number 7 of 1953 concerning the Election of Constituent Members and Members of the People's Representative Council, the 1955 Election was held to elect members of Parliament (DPR) and Constituent Assembly (Institutions that have the duty and authority to make changes to the Constitution). The system used in the 1955 election was a proportional representation system. Based on this system, the territory of the Republic of Indonesia is divided into several electoral districts. This system started the first election system in Indonesia.

### **Results of Simultaneous Village Head Elections in Kampar District**

Kampar Regency has carried out simultaneous village head elections based on Regent Regulation Number 54 of 2019 concerning the Implementation of Simultaneous Wavy Village Head Elections. However, in practice, several problems need to be overcome. First, the emergence of village head election disputes at the State Administrative High Court created tensions and hindered the legal village head decision process. Second, the high cost of holding village head elections simultaneously burdens the regional government budget. Concrete steps are needed to manage and allocate the budget wisely to ensure the smooth implementation of village head elections in the future.

In addition, the implementation of simultaneous village head elections also encountered obstacles regarding supervision and coordination. It is difficult to conduct effective oversight by involving many villages simultaneously, thus increasing the potential for lawlessness and fraud. The high political temperature at the village level is also a challenge in maintaining stability and peace during the village head election process. Other phenomena that arose during the simultaneous village head elections also need to be examined to identify potential problems and seek appropriate solutions. The regional government needs to thoroughly evaluate the process for selecting the third batch of village heads, which will be participated by 100 villages in November 2021, to increase the efficiency and effectiveness of implementing village head elections in the future.

The results of the simultaneous Village Head elections in Kampar District show several things that need to be considered for future improvements:

1. First, there is still a dispute over the election of the Village Head, which is resolved at the State Administrative High Court. This indicates dissatisfaction or disagreement with the election results, which can affect political stability at the village level. Steps are needed to minimize potential disputes and ensure fairness in the village head election process.
2. Second, the cost of implementing village head elections is relatively simultaneously funded through the fiscal year, causing problems disbursing funds for implementing activities.

Delays in the disbursement of funds can hamper the smooth running of the election process and interfere with the planning and preparation of the village head election committee. The government must find efficient ways to allocate and manage the budget for smooth village head elections.

3. Third, from an oversight perspective, the large number of villages holding village head elections made it difficult for the Kampar Regency government through the Community and Village Empowerment Service to oversee effectively. Improving a more structured monitoring and coordination system is essential so that village head elections are transparent and accountable.
4. Fourth, it still needs to be easier to coordinate with the village head election committee, which is quite a lot, especially with limited human resources and supporting facilities such as operational vehicles. Good coordination between the district government and the village head selection committee is essential for successful and orderly implementation.
5. Finally, the high political temperature at the village level requires many security forces to maintain security during the simultaneous implementation of village head elections. The government needs to ensure the readiness and coordination of security forces so that the election process can run safely and avoid security disturbances.

By identifying and improving these matters, implementing simultaneous village

head elections in Kampar Regency can run more smoothly and efficiently.

### **Advantages and Disadvantages of Simultaneous Election of Village Heads**

The implementation of village head elections simultaneously and in waves in Kampar Regency has several advantages, including:

1. First, from a planning perspective, implementing simultaneous village head elections is included in just one budget year. This facilitates budget management and allocation so local governments can more efficiently manage funds for village head elections.
2. Second, from a control standpoint, by holding village head elections simultaneously, the Kampar Regency government can focus more on controlling and securing during the election process. Security and monitoring can be more carefully planned and implemented centrally to reduce potential disruptions and security problems.
3. Third, the high political temperature at the village level in the Kampar Regency government only occurs once in six years or is not repeated yearly. Thus, the intensity of political tension in the election of village heads becomes more controlled, and the government can focus more on development programs between election periods.

Nonetheless, the simultaneous implementation of village head elections in Kampar District also has weaknesses or deficiencies, including:

1. First, the costs of implementing simultaneous village head elections are

enormous because they must be included in one budget year. The amount of money needed to hold elections in many villages at once can burden local government budgets.

2. Second, the large number of villages holding village head elections can make it difficult for the Kampar District government to oversee effectively. Inefficient supervision can increase the potential for violations and fraud in village head elections.
3. Third, with so many villages holding village head elections simultaneously, coordination with village head election committees becomes more complex. Limited human resources and a lack of supporting facilities at the Kampar Regency Community and Village Empowerment Service could complicate practical coordination efforts with the village head election committee in each of the villages involved.

To overcome these weaknesses, the Kampar Regency government needs to conduct a thorough evaluation and find the right solution to increase efficiency, supervision, and coordination in implementing simultaneous village head elections in the future.

### **The Ideal Village Head Selection Model According to Local Wisdom**

The proposed formulation of the ideal model for village head election, namely the implementation of village head elections by deliberation and consensus by the Village Consultative Body, Village Customary Institutions, Village Community Institutions, and other community leaders as



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formal leaders, is an exciting approach to consider in the context of Kampar Regency. This model has several potential advantages and disadvantages:

1. First, by prioritizing deliberation and consensus, the village head election process will be more participatory and involve various parties with an essential role in the village community. Decisions will reflect shared aspirations and agreements to increase community acceptance and support for the elected village head.
2. Second, involving the Village Consultative Body, Village Customary Institution, Village Community Organization, and other community leaders as formal leaders will provide diversity and plurality in decision-making. This can represent the various interests and views in the village community, making the resulting decisions more comprehensive and fairer.
3. Third, this approach follows the local wisdom of the Kampar Regency community, which tends to prioritize deliberation and consensus in the decision-making process. Thus, this model can be more deeply rooted in local culture and traditions so that the community can more readily accept and implement it.
4. Fourth, implementing village head elections by deliberation and consensus can also reduce the potential for division among village communities due to simultaneous village head elections. Decisions taken together through deliberation and consensus can create

harmony and better community cooperation.

5. Fifth, this model has the potential to reduce the costs of implementing village head elections because it does not require an extensive and centralized election process as in simultaneous elections. Thus, the budget previously allocated for simultaneous elections can be used for development activities and empowerment of village communities.

However, to implement this model, it is necessary to conduct in-depth studies and consultations with various related parties, including the village community. It takes mutual understanding and commitment from all parties to implement this village head election model properly and sustainably. In addition, it is necessary to identify and overcome potential challenges and obstacles in the implementation of this model so that it can provide maximum benefits for the people of Kampar Regency.

## CONCLUSION

Implementation of the Results of the Election of Simultaneous Village Heads in Kampar Regency had a dispute over the election of the Village Head, which was resolved at the State Administrative High Court in the end. Then, the cost of implementing simultaneous village head elections is relatively high and must be financed through the fiscal year, creating problems in disbursing funds. The large number of villages that held simultaneous village head elections also resulted in difficulties for the Kampar Regency government in carrying out supervision. This led to difficulties in coordinating with

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the village head election committee, which had a considerable number, while human

resources and supporting facilities needed to be improved.

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