

Normative Leadership And Work Discipline Of Public Officials: Key Determinants Of Successful Urban Village Development In The Era Of Regional Autonomy

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Abstract

The success of development at the urban village level is largely determined by the quality of local governance, particularly leadership styles and employee discipline. This study aims to analyze the implementation of normative leadership patterns and work discipline among apparatus members, as well as their contribution to development in Kraksaan Wetan Urban Village, Probolinggo Regency. A qualitative descriptive approach was employed in this research. Data collection techniques included in-depth interviews, field observations, and document studies. The informants consisted of the village head, division heads, village staff, and community leaders. The findings reveal that normative leadership, which emphasizes role modeling, rule enforcement, and fairness, significantly improves work discipline among the apparatus. Supporting factors for work discipline include a consistent supervision system, transparent reward and punishment mechanisms, and a professional work culture. The synergy between normative leadership and high work discipline accelerates the implementation of both physical development and community empowerment programs. This study confirms that simultaneously strengthening leadership and work discipline serves as a key strategy for achieving effective, accountable, and sustainable development at the urban village level.

Keywords: Normative Leadership, Regional Autonomy; Urban Village Development; Work Discipline

Abstrak

Keberhasilan pembangunan di tingkat kelurahan sangat ditentukan oleh kualitas tata kelola pemerintahan, khususnya pola kepemimpinan dan disiplin kerja aparatur. Penelitian ini bertujuan untuk menganalisis penerapan pola kepemimpinan normatif dan disiplin kerja aparatur serta kontribusinya terhadap pembangunan di Kelurahan Kraksaan Wetan, Kabupaten Probolinggo. Penelitian menggunakan pendekatan kualitatif deskriptif dengan teknik pengumpulan data melalui wawancara mendalam, observasi lapangan, dan studi dokumentasi. Informan penelitian terdiri atas lurah, kepala seksi, staf kelurahan, serta tokoh masyarakat. Hasil penelitian menunjukkan bahwa kepemimpinan normatif yang menekankan pada keteladanan, penegakan aturan, dan keadilan terbukti mampu meningkatkan disiplin kerja aparatur secara signifikan. Faktor-faktor pendukung disiplin kerja meliputi sistem pengawasan yang konsisten, pemberian reward dan sanksi yang transparan, serta budaya kerja yang profesional. Sinergi antara kepemimpinan normatif dan disiplin kerja yang tinggi mempercepat pelaksanaan pembangunan fisik maupun pemberdayaan masyarakat. Penelitian ini menegaskan bahwa penguatan kepemimpinan dan disiplin kerja secara simultan merupakan strategi kunci dalam mewujudkan pembangunan kelurahan yang efektif, akuntabel, dan berkelanjutan.

Kata Kunci: kepemimpinan normatif, disiplin kerja, pembangunan kelurahan, otonomi daerah

INTRODUCTION

Development at the urban village level occupies a highly strategic position within Indonesia's regional governance system. As the administrative unit closest to the community, the urban village functions as the frontline of public service delivery while simultaneously implementing various development

programs that directly address residents' needs. Kraksaan Wetan Urban Village, located in Kraksaan District, Probolinggo Regency, is one of the urban villages characterized by relatively complex socio-economic dynamics. This urban village covers an area of 164.735 hectares and has clearly defined administrative boundaries: to the east it borders Kebunagung Village, to the west Sidomukti Urban Village, to the north Sidopekso Village, and to the south Rangkang Village. Geographically, the urban village is situated in the center of Kraksaan City, making its role in promoting local development particularly crucial.

Based on the profile data of Kraksaan Wetan Urban Village, the area of rice fields reaches 77.100 hectares, while residential yards and housing occupy 62.380 hectares, and dry agricultural land covers 6.465 hectares. The urban village administrative apparatus consists of one village head, one village secretary, three section heads, and three administrative staff members. The educational qualifications of the personnel are relatively adequate, ranging from senior secondary school graduates to postgraduate degree holders. Nevertheless, despite the availability of reasonably qualified human resources, various challenges remain evident in the implementation of development programs, including inconsistency in enforcing regulations, suboptimal supervision, and the absence of a strong culture of discipline within the urban village workplace.

The phenomenon briefly described above highlights the urgency of this study, particularly the need for a deeper understanding of how leadership patterns and the work discipline of administrative personnel contribute to the success of development at the urban village level. As widely recognized, successful development is determined not only by the availability of budgetary resources or infrastructure, but also by the quality of day-to-day governmental management. In the context of regional autonomy, urban villages are required to manage local resources independently, transparently, and accountably. Therefore, effective leadership and a high level of work discipline constitute two fundamental pillars that are inseparable in efforts to achieve sustainable development.

Previous studies have extensively examined the relationship between leadership and the performance of village governance. Mogi et al. (2024) found that transformational leadership had a significant effect on work commitment and the performance of village fund managers. This finding indicates that a leadership style capable of inspiring and generating positive change is highly necessary in managing development at the local level. Meanwhile, Simangunsong et al. (2020) emphasized that the development of effective regional governance management depends substantially on strengthening leadership capacity and the work culture of public officials. Another study by Taufik et al. (2024) revealed that professionalism and employee work discipline significantly contribute to improving the quality of public services at the village level. In addition, Salang et al. (2025) argued that village government strategies to enhance development in the era of village autonomy are largely determined by visionary leadership and strong administrative discipline. Fadhila (2023) also demonstrated that the effective utilization of village funds is strongly influenced by good governance, which is closely associated with the role of leadership and the discipline of implementing officials. Islamy & Andriani, (2022), in their study on transformational leadership models in the tourism sector, further asserted that adaptive leaders who are capable of empowering communities constitute a key factor in the success of regional development.

Nevertheless, despite the range of studies previously discussed, several research gaps remain evident. First, most existing studies tend to examine leadership and work discipline separately, while relatively few have investigated both variables comprehensively within the context of urban village development. Second, the primary focus of prior research has been directed toward villages with predominantly rural characteristics, whereas urban villages as administrative areas with more urban-oriented features have received limited scholarly attention. Third, in-depth and comprehensive research on the influence of leadership patterns and work discipline on physical and social development outcomes at the urban village level, particularly in Kraksaan Wetan Urban Village, has not yet been undertaken.

The novelty of this study lies in the integration of two principal variables, namely leadership patterns and work discipline, within a single analytical framework specifically designed for the context of urban village development. This study not only examines the partial effect of each variable, but also analyzes how the synergy between normative leadership, which emphasizes exemplary conduct and rule enforcement, and the high work discipline of administrative personnel can accelerate the achievement of development targets. In addition, the selection of Kraksaan Wetan Urban Village as the

research site, with its distinctive socio-economic characteristics, provides added value compared with previous studies that were generally conducted in rural village settings. Theoretically, this study is expected to enrich the body of knowledge in public governance management, particularly in relation to normative leadership and work discipline within the context of local development.

Practically, the findings of this study may serve as valuable input for the Government of Probolinggo Regency, Kraksaan District, and Kraksaan Wetan Urban Village in formulating policies related to personnel development, strengthening supervisory systems, and fostering leadership patterns that are more effective and adaptive to community needs. Furthermore, this study is expected to provide a tangible contribution to efforts aimed at accelerating urban village development that is equitable, transparent, and sustainable.

METHOD

This study employed a qualitative approach with a case study design. The qualitative approach was selected because the researcher sought to obtain an in-depth understanding of the implementation of leadership patterns and the work discipline of administrative personnel within the context of development in Kraksaan Wetan Urban Village. As explained by Creswell & Poth (2024), qualitative research is rooted in the interpretive tradition that emphasizes understanding the meanings assigned by individuals or groups to a social phenomenon. The selection of a case study design was based on the consideration that this research focuses on a bounded system, namely Kraksaan Wetan Urban Village, with specific temporal and spatial boundaries. Yin (2017) defines a case study as an empirical investigation that examines a contemporary phenomenon within its real-life context, particularly when the boundaries between the phenomenon and the context are not clearly evident.

The study was conducted in Kraksaan Wetan Urban Village, Kraksaan District, Probolinggo Regency. The selection of the research site was made intentionally and deliberately. This is in line with Palinkas et al. (2013), who stated that purposive sampling is the most commonly used strategy in qualitative research to select informants who possess substantial knowledge of the phenomenon being studied. Furthermore, Plisiecki & Kwiatkowska, (2024) introduced the purposive semantic sampling approach, which employs natural language processing to facilitate a more systematic sample selection process in qualitative research. Although participant selection in this study was carried out manually based on predetermined criteria, the choice of this location was also based on the consideration that the urban village plays a strategic role in local development and public service delivery, and possesses contextual complexities that make it an appropriate setting for examining leadership patterns and work discipline.

Informants in this study were selected through purposive sampling based on the following criteria: (a) urban village officials directly involved in development planning and implementation; (b) having a minimum of two years of service to ensure sufficient understanding of the dynamics of urban village governance; and (c) willingness to participate voluntarily as informants. Based on these criteria, the research informants consisted of the Head of Kraksaan Wetan Urban Village, the Urban Village Secretary, the Head of the Peace and Public Order Section, the Head of the Economic and Development Section, the Head of the Governance and Social Welfare Section, and three administrative staff members. In addition, to enrich the data, the researcher also interviewed two community leaders who were actively involved in development activities within the urban village. In total, this study involved nine informants, a number considered adequate to reach the point of saturation in qualitative research. As explained by Guest et al. (2005), data saturation in qualitative studies is often achieved by the twelfth interview, with major themes emerging within the first six interviews. Hennink & Kaiser (2022) also confirmed that qualitative studies employing a focused case study design may achieve saturation with between 9 and 17 participants.

Three data collection techniques were employed in this study, namely in-depth interviews, field observation, and document analysis. In-depth interviews were conducted using a semi-structured interview guide. The selection of semi-structured interviews was based on the recommendation of Kallio et al. (2016), who outlined a systematic process for developing semi-structured interview guides in qualitative research. This approach enabled the researcher to explore topics in depth while maintaining the flexibility to follow new directions that emerged during the interviews. Each interview lasted between 45 and 90 minutes and was conducted either at the urban village office or at the

informants' homes, depending on their availability. All interviews were audio-recorded with the consent of the informants and subsequently transcribed verbatim to facilitate analysis.

Field observation was conducted for approximately three months, from June to September 2025. The observation focused on office administrative activities, coordination meetings among administrative personnel, and the implementation of development programs in the field. The researcher assumed the role of a complete observer and therefore did not intervene in the activities being observed. This approach was adopted to maintain the objectivity of the data collected. As explained by DeWalt & DeWalt (2011), observation enables researchers to understand the context in which interactions occur and to capture behaviors that may not be disclosed by informants during interviews.

Document analysis was conducted by collecting various official documents relevant to the study. These documents included the profile of Kraksaan Wetan Urban Village, the organizational structure, personnel attendance records, reports on the implementation of development programs for 2024–2025, and development planning documents such as the urban village development planning forum (Musrenbangkel). The use of documents as a data source in qualitative research has been comprehensively discussed by Morgan (2024), who emphasized that documents serve not only as supplementary sources of data but also as a means of understanding the historical and policy context of the phenomenon under investigation.

Data analysis in this study followed the model developed by Miles et al. (2014). This model consists of three simultaneous stages of activity, namely data condensation, data display, and conclusion drawing and verification. During the data condensation stage, the researcher selected, simplified, abstracted, and transformed the raw data obtained from interview transcripts, field notes, and documents. Saldana (2021) recommended the use of dual-cycle coding to enhance the depth of analysis, involving descriptive coding followed by pattern coding.

During the data display stage, the researcher organized the condensed information into the form of narrative text, matrices, and charts. Saldana (2021) emphasized that presenting data in matrices and charts enables researchers to identify patterns or relationships among emerging themes in a more systematic manner. The final stage involved conclusion drawing and verification. Preliminary conclusions remained provisional and were continuously verified throughout the research process.

To ensure data validity, this study employed the trustworthiness criteria developed by Lincoln & Guba (1985), which consist of four dimensions: credibility, transferability, dependability, and confirmability. Enworo (2023) demonstrated the application of these parallel criteria of Guba and Lincoln in the context of contemporary qualitative research, showing that they remain relevant for ensuring the quality of qualitative studies. Credibility was established through source triangulation and methodological triangulation. As explained by Morgan (2024), triangulation may be defined as the use of multiple data sources, researchers, theories, or methods to confirm findings and reduce bias. Furthermore, Flick (2022) distinguished triangulation into four types: data triangulation, investigator triangulation, theory triangulation, and methodological triangulation.

In this study, source triangulation was carried out by comparing information obtained from the urban village head, section heads, staff members, and community leaders. Whenever discrepancies emerged among informants, further inquiry was undertaken until consistent data were obtained. Methodological triangulation was conducted by comparing data derived from interviews, observations, and documentation. Data from these three sources were cross-confirmed to ensure that the conclusions drawn were genuinely based on robust and unbiased evidence. Transferability was pursued through thick description of the research context, enabling readers to assess the extent to which the findings may be transferred to other settings. Dependability and confirmability were achieved through a well-documented audit trail, which included raw recordings, analytical notes, and all methodological decisions made throughout the research process.

This study also paid careful attention to ethical considerations. As recommended by Israel (2022), the researcher submitted a formal research permit to the relevant institutions, safeguarded the confidentiality of participants' identities, and ensured that participation was entirely voluntary and free from coercion. All informants were provided with an information sheet explaining the study and were asked to sign an informed consent form prior to the interviews.

RESULT AND DISCUSSION

Kraksaan Wetan Urban Village is one of the urban villages located within Kraksaan District, Probolinggo Regency. It is situated in the central area of Kraksaan City, approximately 0.5 kilometers from both the district administrative center and the city center. Administratively, the urban village has the following territorial boundaries: to the east it borders Kebunagung Village, to the west Sidomukti Urban Village, to the north Sidopekso Village, and to the south Rangkang Village.

Based on the urban village profile data, the total area of Kraksaan Wetan Urban Village reaches 164.735 hectares. Land use is dominated by rice fields covering 77.100 hectares, followed by residential yards and settlements occupying 62.380 hectares, and dry agricultural land covering 6.465 hectares. Available public facilities include the urban village office with an area of 0.058 hectares and a cemetery area of 3.500 hectares. Land ownership status in this area consists of village treasury land covering 5.546 hectares, certified land covering 19.175 hectares, uncertified land covering 127.115 hectares, and waqf land covering 0.085 hectares. The territory of Kraksaan Wetan Urban Village is divided into 22 Neighborhood Associations (RT) and 7 Community Associations (RW) distributed throughout the area. All RT and RW units have management structures established through the Decree of the Head of Kraksaan Wetan Urban Village for the 2024 to 2027 term of office. Community institutions such as the Family Welfare Empowerment Organization (PKK) also play an active role in supporting various development and community empowerment programs.



Figure 1: Map of Kraksaan Village
Source: Kraksaan Village, 2026

Based on data obtained from the urban village administrative documents, the personnel of Kraksaan Wetan Urban Village consist of eight individuals with the following positions: one urban village head, one urban village secretary, three section heads, and three administrative staff members. In terms of educational background, all personnel possess adequate qualifications. The urban village head holds a Bachelor's degree (S1), the urban village secretary holds a Master's degree (S2), the three section heads each hold Bachelor's degrees, and the three administrative staff members are senior secondary school graduates. The organizational structure of the urban village demonstrates a clear chain of command, with the urban village head serving as the highest authority, followed by the urban village secretary who supervises the section heads, while the administrative staff are accountable to their respective section heads. This hierarchical pattern constitutes an important foundation for the execution of daily duties and responsibilities.

Based on the results of in-depth interviews with key informants, it was found that the leadership pattern implemented in Kraksaan Wetan Urban Village tends to emphasize collaboration and synergy between the urban village government and various stakeholders, including the community and the private sector. The local urban village head explained that the administration has actively established a strategic partnership with PT HM Sampoerna Tbk in the development of sanitation facilities and the renovation of waste disposal sites. This finding reflects a visionary and participatory leadership approach.

The principal values underpinning leadership in this urban village include integrity, transparency, and a strong sense of responsibility. Normative leadership is implemented through exemplary conduct, rule enforcement, and the creation of a conducive working environment. As conveyed by the Head of the Peace and Public Order Section, a leader who provides clear direction and fair treatment to all personnel constitutes the primary key to establishing sound work discipline. He explained that when leaders are able to communicate vision and duties firmly while upholding the principle of fairness, officials feel valued and become motivated to perform at their best. Leadership that is open to input and encourages two-way communication also strengthens solidarity and collective responsibility. Thus, discipline is not merely a matter of compliance with rules, but is also cultivated through a harmonious working atmosphere within the urban village administration.

This study identified four principal factors influencing the work discipline of personnel in Kraksaan Wetan Urban Village. The first factor is firm and fair leadership. As explained by the local urban village head, consistent guidance and supervision, the delegation of trust to personnel to carry out tasks independently, and the implementation of a balanced system of rewards and sanctions have proven effective in improving discipline. The methods applied include attendance monitoring, exemplary leadership, and internal training on the importance of discipline and work ethics.

The second factor is work culture and commitment. The Head of the Economic and Development Section emphasized that an organizational culture that prioritizes discipline and work commitment constitutes the primary foundation for creating a conducive and productive working environment. The implementation of disciplinary values encourages each staff member to perform duties responsibly and in a timely manner. A high level of work commitment also promotes consistency in achieving targets and maintaining the quality of public services delivered to the community.

The third factor is the system of supervision and evaluation. The Head of the Governance and Social Welfare Section explained that periodic supervision mechanisms and transparent performance evaluations are highly effective in promoting staff discipline. Routine monitoring and evaluation function not only as instruments of control, but also as means of constructive feedback. Transparency in the evaluation process creates clear accountability, thereby strengthening the professionalism and work commitment of administrative personnel.

The fourth factor is supportive policy in the form of rewards and sanctions. Based on Regent Regulation Number 55 of 2022 concerning the Enforcement of Work Discipline for Civil Servants, a firm legal framework exists for the implementation of personnel discipline. The provision of rewards to employees who demonstrate high performance and strong discipline offers additional motivation to work more effectively. This policy creates a work culture that is grounded not only in obligation, but also in appreciation for achievement.

The findings of the study indicate that a high level of work discipline among the personnel of Kraksaan Wetan Urban Village has a direct impact on the smooth implementation of development processes. The affected aspects include more comprehensive planning, timely program execution, and efficient utilization of resources. Such discipline also minimizes errors, delays, and irregularities in the performance of duties. The most visible development outcomes for the community include greater efficiency in the time and cost of public services, improvements in physical infrastructure such as paved roads and drainage systems, rehabilitation of uninhabitable houses, as well as skills training programs and community economic empowerment initiatives. Community members are also actively involved in planning through the Urban Village Development Planning Forum (Musrenbangkel), which is conducted regularly. The synergy between normative leadership and high work discipline accelerates both physical development and community empowerment initiatives. Leadership patterns that are capable of fostering a culture of discipline produce professional and responsible personnel, thereby enabling development processes to proceed effectively and efficiently.

The findings of this study reinforce the results of the previous study conducted by Mogi et al. (2024), which found that transformational leadership that integrates concern for work culture and work commitment can significantly improve the performance of village officials. In Kraksaan Wetan Urban Village, a leadership pattern that prioritizes work discipline has generated positive effects in the form of improved effectiveness in task implementation, resource management, and public service delivery.

These findings are also consistent with the argument of Simangunsong et al. (2020), who stated that the success of regional development is strongly influenced by effective leadership management patterns that are capable of fostering structured work discipline. Leadership that prioritizes work discipline encourages personnel to be responsible, comply with regulations, and remain focused on sustainable development goals.

This study also confirms the findings of Salang et al. (2025), which indicated that professionalism and employee work discipline make a significant contribution to improving the quality of public services. In Kraksaan Wetan Urban Village, a high level of work discipline ensures that each development program can be implemented according to plan, completed on time, and carried out in accordance with the established quality standards.

This study produced an important finding, namely that synergy between normative leadership, which emphasizes exemplary conduct and rule enforcement, and a high level of work discipline among administrative personnel is highly necessary. This synergy has been proven to accelerate the achievement of development targets more effectively than relying on only one of these factors alone. This constitutes an original contribution of the present study to the advancement of knowledge in local public governance management.

CONCLUSION

Based on the research findings and discussion presented earlier, the researcher draws several important conclusions regarding the implementation of leadership patterns and work discipline in relation to development in Kraksaan Wetan Urban Village, Kraksaan District, Probolinggo Regency, as follows:

First, the normative leadership pattern implemented in Kraksaan Wetan Urban Village has functioned relatively well. Leadership in this urban village is focused on governance that is aligned with regulations and the ethical values of bureaucracy. The urban village head serves as a role model in enforcing work discipline through exemplary conduct, consistent rule enforcement, and the creation of a conducive working environment. The principal values underpinning this leadership pattern include integrity, transparency, and a strong sense of responsibility. Such a leadership pattern has proven capable of encouraging personnel to be responsible and compliant with prevailing regulations. Observable positive impacts include improved effectiveness in task implementation, more optimal resource management, and enhanced quality of public services delivered to the community.

Second, there are four principal factors influencing the work discipline of administrative personnel in supporting development within this urban village. The first factor is firm and fair leadership. Leaders who provide clear direction and equitable treatment to all personnel constitute the primary key to establishing sound work discipline. The second factor is a strong work culture and commitment. An organizational culture that emphasizes discipline and work commitment creates a conducive and productive working environment. The third factor is a transparent system of supervision and performance evaluation. Periodic supervision mechanisms and open evaluation processes encourage personnel to continuously improve their performance. The fourth factor is supportive policy in the form of rewards for high-performing personnel and sanctions for those who violate regulations. This policy provides additional motivation while also creating the necessary deterrent effect.

Third, the synergy between normative leadership patterns and a high level of work discipline has been proven to complement one another in accelerating development in Kraksaan Wetan Urban Village. Leadership patterns that are capable of cultivating a culture of discipline produce professional and responsible personnel. Leadership that is consistent in enforcing regulations and providing clear direction creates a conducive working environment in which personnel are motivated to improve both the quality and quantity of their performance. Strong work discipline ensures that every stage of development is implemented in accordance with the established timeline, budget, and standards. This synergy encourages innovation and collaboration among work units and the community, which ultimately strengthens the effectiveness of sustainable development.

Fourth, the success of development in the urban village is not determined solely by the availability of resources or large budget allocations, but rather by the quality of implementation supported by sound leadership patterns and a high level of work discipline. Physical development programs, such as road infrastructure improvement, drainage enhancement, and the rehabilitation of uninhabitable houses, have been implemented smoothly. Community empowerment programs and improvements in the quality of public services have also produced encouraging outcomes. Community participation in the planning process through the Urban Village Development Planning Forum (Musrenbangkel) has further strengthened the legitimacy and sustainability of the development programs implemented.

Based on the conclusions presented above, the researcher proposes several recommendations addressed to the relevant stakeholders as follows:

For the Government of Kraksaan Wetan Urban Village, it is recommended that leadership training and development programs continue to be strengthened so that normative leadership patterns can be implemented more optimally. Such training should not be limited to technical managerial aspects, but should also address character development, effective communication, and conflict resolution skills. In addition, mechanisms for supervision and performance evaluation need to be enhanced on a regular basis. Supervision should not be incidental in nature, but must be scheduled and properly documented. Policies concerning the provision of incentives and the enforcement of sanctions should also be developed in a fairer and more transparent manner. A clear reward and punishment system will motivate personnel to continuously improve their discipline and performance.

For the personnel of Kraksaan Wetan Urban Village, it is recommended that they continuously strengthen their sense of responsibility and commitment in carrying out their daily duties. Each staff member should understand that work discipline is not merely compliance with regulations, but also a reflection of professionalism and respect for the profession as public servants. A professional work culture characterized by mutual respect and results orientation should be continuously developed and maintained. Collaboration among divisions, as well as open communication with the community, should also become practices that are consistently cultivated.

For the Government of Kraksaan District and the Government of Probolinggo Regency, the findings of this study may serve as valuable evaluation material and input in formulating policies for the development of urban village personnel. The normative leadership model proven effective in Kraksaan Wetan Urban Village may be used as a reference for other urban villages within Probolinggo Regency. Policy support from the district and regency levels is highly necessary, for example through the provision of regular training programs, the strengthening of supervisory systems, and the provision of adequate facilities and infrastructure to support personnel work discipline.

For future researchers interested in similar topics, it is recommended that further studies be conducted using a more rigorous quantitative approach or a mixed methods design. Research involving larger samples and broader geographical coverage would provide stronger generalizability. Other variables, such as technological innovation, community participation, the influence of organizational culture, and external environmental factors, are also worthy of further investigation. Comparative studies among urban villages in different regions may likewise enrich the body of knowledge concerning leadership and work discipline within the context of local governance.

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