

Developing Performance Metrics for Local Neighborhood Leaders: A Case Study in Cikondang Village, Sukabumi

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ABSTRACT

This study aims to analyze the performance appraisal model of the Local Neighborhood Leader (RW Head) in improving the realization of development in Cikondang Village, Citamiang District, Sukabumi City. This research evaluates the effectiveness of the RW Head's performance in realizing community-based development and identifies key aspects that need improvement for optimal program implementation. The research is expected to enhance administrative management and leadership capacity at the RW or local neighborhood level. This study uses a qualitative method to assess the performance of the Local Neighborhood Leader in Cikondang Village, Sukabumi, with a purposive sampling approach. Primary data was collected through interviews, observations, and documents. Analysis was conducted descriptively and through content analysis to ensure the validity of findings through triangulation. This study developed a performance appraisal model for the Local Neighborhood Leader in Cikondang Village, Sukabumi, with a multi-dimensional and multi-stakeholder approach. The model evaluates quality, quantity, timeliness, cost-effectiveness, independence, and interpersonal impact in leadership. The findings indicate that leadership quality is the dominant factor influencing performance, with recommendations to strengthen competence, digitalize reporting, and improve communication and community participation to enhance development effectiveness at the community level. Additionally, it identifies key factors affecting the performance of the Local Neighborhood Leader in Cikondang, emphasizing leadership quality, resource management, and challenges in reporting and coordination, while providing recommendations for capacity building and digitalization.

Keywords: Performance Measurement Model; Local Neighborhood Leader; Cikondang Village; Sukabumi



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INTRODUCTION

Since the passage of Law No. 6 of 2014, which empowers communities to oversee their own development and local resources, the effectiveness of village governance in Indonesia has improved

significantly. The village infrastructure and local leaders, including RW (Rukun Warga) heads, or Local Neighborhood Leaders, who serve as the main conduit between the community and the government, play a crucial role in this decentralization. Their performance is essential for both administrative stability and the successful implementation of development initiatives at the local level (Firdaus & Almubaraq, 2022; Rahmi et al., 2001; Rowa & Aser, 2019). However, as public sector organizations frequently struggle to align strategic goals with local implementation (Afandi et al., 2018), developing a robust framework to measure this performance remains challenging. According to Denisi & Murphy (2017) and Murphy (2019), traditional performance evaluation systems are often criticized for being unduly subjective and failing to have a significant impact on organizational success. Many companies still rely on formal yearly evaluations, which are frequently seen as useless or even a "sham" activity by both supervisors and employees. This failure is often due to the inability to develop reliable methods for obtaining accurate performance evaluations. As a result, there is an increasing need to move away from solely subjective evaluations and toward models based on objective facts, such as the actual implementation of community development initiatives.

Leaders' success in local government is affected by some internal and external factors, such as organizational support and individual skills. According to research, village officials' output is significantly influenced by their work ethic and discipline (Fajri et al., 2022; Hapsari & Sudaryanti, 2021; Lastri & Abdurrahman, 2021; Taufik et al., 2022). Additionally, the upper village administration plays a critical role as a mediator; for neighborhood-level leaders to translate overarching strategic unit-level goals into practical development plans, supportive regulations and effective oversight are necessary (Abadi et al., 2020; Sofiani & Supriatna, 2023). Even capable leaders could find it difficult to accomplish the intended development results in the absence of this alignment. The modern approach to public sector performance measurement emphasizes "Value for Money," focusing on the economy, efficiency, and effectiveness of programs (Kariyoto, 2018). Evaluating a leader based on development realization involves measuring the inputs, outputs, and outcomes of their activities to determine whether they provide the "Best Value" to the community. Such an outcome-based model reduces the reliance on traditional, often flawed, feedback systems and replaces them with a transparent record of achievement. This method ensures that performance ratings are not just administrative formalities but are instead statements of the actual value a leader adds to their jurisdiction.

However, the pressure to deliver development results must be balanced against the leaders' working conditions. High workloads and the stress of managing community expectations can negatively impact overall performance. This study focuses on Cikondang Village in Sukabumi City as a case study to explore how a performance assessment model based on development realization can be implemented effectively. By analyzing the dynamics between development goals and their actual realization, this research aims to provide a more accurate and motivating benchmark for RW heads, ultimately contributing to more accountable and result-oriented village management.

THEORETICAL FRAMEWORK AND HYPOTHESES

The conceptualization of individual job performance has evolved into a multidimensional construct that encompasses more than task-related outputs. As highlighted by Abbasi et al. (2021), performance is a complex phenomenon that a single metric cannot capture; it requires a comprehensive model that integrates various behaviors and outcomes to reflect the true nature of an individual's contribution. For local leaders, this means that performance assessment must look beyond administrative checklists and move toward a holistic evaluation of how their actions influence community development. This perspective is crucial in ensuring that the metrics used are not only accurate but also representative of the multifaceted responsibilities inherent in grassroots leadership. In pursuit of more effective evaluation, performance management (PM) has evolved

significantly to focus on real value rather than on outdated, ritualistic processes. Pulakos et al. (2019) argue that traditional PM systems often fail because they focus on administrative compliance rather than driving actual behavior change and organizational results. For the neighborhood heads in Sukabumi, this suggests that the metrics for "development realization" must be designed to provide clear value to the governance process, moving away from formalistic annual reviews toward a more dynamic system that encourages continuous improvement and tangible progress in local infrastructure and social programs.

Furthermore, adopting diverse performance-measurement strategies is essential to maintain organizational competitiveness and agility in a changing environment. A systematic review by Vuong & Nguyen (2022) indicates that successful organizations use a blend of quantitative and qualitative strategies to capture the full spectrum of employee contributions. In the context of local leadership, implementing these key strategies means integrating objective data such as project completion rates with qualitative assessments of leadership quality and community engagement. This dual approach helps in mitigating the limitations of any single measurement method and provides a more balanced view of a leader's effectiveness (Lee et al., 2019; Siswadi et al., 2025). The complexity of assessing performance is particularly evident in service-oriented roles, where the boundaries between individual effort and community outcomes are often blurred. Sandall et al. (2022) propose a comprehensive approach to job performance in the service sector, emphasizing the importance of considering the context in which work is performed. Since RW heads operate within a social service framework, their performance is inherently tied to their ability to mobilize community resources and manage interpersonal dynamics. Therefore, performance metrics must account for these contextual factors, recognizing that "realization" is as much about social cohesion and community participation as it is about physical development.

Finally, the integration of advanced analytical tools, such as predictive models and data-driven assessments, offers a promising path for reducing human error and bias in performance evaluation. Olalekan et al. (2021) demonstrate that machine learning and predictive analytical models can enhance the accuracy of status and performance evaluations by identifying patterns that may not be visible through manual observation. While the application of such technology at the village level in Sukabumi may be in its early stages, the principle of using data-driven evidence to determine performance status remains vital. By grounding the assessment of RW heads in the empirical realization of development goals, the system becomes more transparent, objective, and resistant to the cognitive biases that have traditionally plagued public-sector appraisals. The evolution of performance appraisal (PA) has shifted from a mere administrative formality to a strategic tool essential for enhancing organizational productivity and individual growth. According to Sing & Vadivelu (2016), performance appraisal is an organized and objective method for measuring employees' actual performance against established standards, facilitating crucial decisions such as salary increases, promotions, and staff retention. In the context of local leadership, this systematic evaluation is even more vital, as human resources are considered the most significant assets driving organizational performance. Yasoda (2016) emphasizes that the success and sustainability of any organization, including the public sector, depend heavily on the performance of its human capital, necessitating continuous review of workforce to address global and local challenges.

However, the effectiveness of these systems is often undermined by inherent cognitive biases among evaluators. Belle et al. (2017) provide experimental evidence that public sector managers and employees are susceptible to anchoring and halo effects, where a rater's judgment is disproportionately influenced by initial information or a single performance dimension. These biases suggest that traditional, subjective evaluations may not accurately reflect a leader's true contribution. This is further supported by Denisi & Murphy (2017), who highlight that despite a century of progress in refining rating scales and rater training, the fundamental challenge remains: making the appraisal process more objective and better integrated into a broader performance management framework that emphasizes both development and accountability.

To overcome these subjective pitfalls, modern performance modeling suggests focusing on the latent structures underlying work performance. Campbell & Wiernik (2015) argue that individual work-role performance is the most crucial dependent variable in organizational behavior, one that drives the entire economy. They propose that performance should be modeled using specific dimensions that distinguish task-related behaviors from broader contextual contributions. For neighborhood leaders like the RW heads, this means moving beyond general impressions toward specific, observable metrics such as the realization of development projects which provide a more tangible and objective basis for assessment than traditional personality-based ratings. The integration of "Value for Money" principles (Kariyoto, 2018) and the analysis of work-life dynamics (Retnowati & Darma, 2024) further complicate the metrics for local leaders. Evaluating performance based on development realization involves measuring inputs, outputs, and outcomes to ensure that local governance provides the "Best Value" to the community. However, as Setyobakti & Murniati (2018) note, the performance of village apparatus is heavily influenced by work discipline and ethic, which are often mediated by the role and support of the higher village government (Haryadi et al., 2025). This interplay suggests that performance metrics for RW heads must account not only for individual outputs but also for the organizational and regulatory environment in which they operate.

In conclusion, the literature suggests a critical need for performance assessment models that are result-oriented and data-driven to minimize bias and maximize community impact. By focusing on development realization as a primary metric, the assessment moves toward what Denisi & Murphy (2017) describe as an integrated performance management system. This approach aligns the individual goals of local leaders with the region's strategic development targets, ensuring that leadership performance in areas like Cikondang Village is measured by substantive progress in infrastructure and social welfare, rather than by mere administrative compliance or subjective feedback. To bridge the descriptive nature of prior evaluations and establish a robust theoretical foundation, this study proposes an integrated conceptual framework. As synthesized from contemporary performance management and organizational behavior theories, individual work performance in grassroots public service cannot be assessed through isolated metrics; rather, it requires a unified model that balances output dimensions with contextual realities. Grounded in Campbell & Wiernik's (2015) task and contextual performance model alongside Bernardin and Russell's multi-criteria performance framework, our integrated conceptual framework links four core pillars: (1) Task Performance Dimensions (encompassing Quality, Quantity, and Timeliness of administrative and development duties), (2) Cost-Efficiency Constraints (incorporating Value for Money principles under resource limitations), (3) Structural Independence (measuring the necessary level of supervision versus operational autonomy), and (4) Interpersonal Impact (capturing social bonding, communication effectiveness, and conflict resolution). By integrating these elements into a single analytical framework, this framework provides a holistic lens for evaluating how grassroots leaders translate decentralized authority into tangible community development outcomes.

METHODS

This study employs a qualitative approach to gain a comprehensive understanding of the performance of Rukun Warga (RW) Chairs in Cikondang Village, Sukabumi. By focusing on this specific locale as a representative sample of the city's 33 districts, the research explores the intricate leadership roles these community heads play at the grassroots level. This methodology aligns with the theoretical frameworks of Silalahi and Creswell, which posit that qualitative inquiry is essential for uncovering the social meanings and holistic pictures formed through detailed perspectives of informants. The choice of Cikondang Village ensures that the findings reflect the broader dynamics of community leadership in Sukabumi, providing a foundational reference for future capacity-building policies and local governance strategies. The selection of a qualitative framework is further justified by the need to capture the human element of governance, which cannot be adequately measured through statistical data alone. As highlighted by Denzin, Lincoln, and Maxwell, qualitative

research serves as an interpretive activity that situates the researcher within the natural world to understand specific contexts, unanticipated phenomena, and causal processes. In the context of RW leadership, success is defined not only by administrative compliance but also by community perception and the socio-cultural influences that shape leadership effectiveness. Consequently, this approach provides the necessary flexibility to explore how social interactions and local wisdom impact the realization of development programs in a specific urban setting.

Data collection is executed through a strategic combination of in-depth interviews, participant observation, and documentary review to ensure a multi-dimensional analysis of the RW Chairs' performance. In-depth interviews are structured to explore decision-making processes and are informed by Hersey and Blanchard's Situational Leadership Theory. At the same time, passive participant observation allows the researcher to witness daily community service and social interactions in their natural state. Additionally, a systematic review of archival documents such as meeting minutes, activity reports, and demographic data helps validate information gathered from oral and observational sources. This tripartite strategy ensures that the research captures both the formal administrative outputs and the informal leadership nuances inherent in grassroots governance. To maintain high standards of data credibility and validity, the study employs purposive sampling and rigorous triangulation. Informants are selected for their direct involvement in community governance, including RW and RT officials, village administrators, and diverse community members, such as youth and social activists. By employing both source and method triangulation, the researcher compares perspectives across different demographic groups and cross-references interview findings with observational data. Furthermore, member checking and peer debriefing are integrated into the process, allowing informants and academic peers to verify interpretations and minimize researcher bias, thereby ensuring the findings are both authentic and reliable.

Table 1. Research Informant

No	Informant	Criteria and Considerations
1	Incumbent RW Chairs	Primary subjects providing direct information on vision, mission, and work programs; can explain leadership challenges, strategies, and internal decision-making processes.
2	RW Staff (Secretary & Treasurer)	Directly involved in administrative and financial management; provide insight into internal coordination mechanisms and the leader's style from a close-working perspective.
3	RT Chairs	Act as the extension of the RW at the neighborhood level; provide data on the effectiveness of coordination and the responsiveness of the RW Chair to grassroots needs.
4	Village Officials (Cikondang)	Provide an administrative and governmental perspective; assess compliance with regulations and offer a broader context of the RW's role in village-level development.

The final stage of the methodology involves an interactive and continuous data analysis process consisting of data reduction, data display, and conclusion drawing. During data reduction, raw field notes and transcripts are simplified and focused on key performance metrics relevant to local leadership and the realization of development. These findings are then organized into structured descriptive formats to illustrate the relationship between leadership styles and community outcomes. Ultimately, the synthesis of these patterns yields a proposed performance evaluation model. This model aims to provide a standardized, digitized infrastructure for reporting and planning, ensuring that the qualitative insights gained from the field are translated into practical tools to enhance administrative efficiency in RW (Neighborhood) Head Cikondang Village. The research follows a systematic path to ensure that the qualitative findings are converted into actionable data. This is achieved through an interactive analytical model. To ensure the "trustworthiness" of this data, the study employs Triangulation. By comparing information from different sources (Source

Triangulation) and different collection techniques (Method Triangulation), the research minimizes individual bias (Miles et al., 2014). Furthermore, Member Checking returning to the informants to verify the researcher's interpretations ensures that the final report truly reflects the reality of the Cikondang community. To ensure that the data is reliable and unbiased, the research used stringent triangulation techniques, employing both source triangulation (verifying perspectives among the RW heads, RT heads, and subdistrict officials) and method triangulation (comparing interview data with observations and documents). Moreover, member checking was conducted by sending back the interpretation of the collected data to some of the informants to ensure factual accuracy. The collected data were analyzed using the interactive data analysis model proposed by Miles et al. (2014), which consists of three concurrent streams: *data reduction*, *data display*, and *conclusion drawing/verification*. Raw interview transcripts, observation notes, and institutional documents underwent rigorous coding and theme development by categorizing text segments into distinct performance dimensions (Quality, Quantity, Timeliness, Cost-Effectiveness, Supervision Needs, and Interpersonal Impact).

RESULTS AND DISCUSSION

The research results are a collection of events, facts, and data from the field or research location, presented in sentences and interviews, and described in line with the theory used. The following is an analysis of the performance of the RW (Neighborhood Association) Head in Cikondang Village, Citamiang District, Sukabumi City, aimed at improving the implementation of development. Sustainable regional development is a top priority in village-level governance. The successful implementation of development programs depends heavily on the quality of leadership and performance of grassroots policymakers, particularly the RW (Neighborhood Association) Heads, who spearhead development implementation at the community level. In this context, Cikondang Village in Citamiang District, Sukabumi City, faces challenges in effectively implementing planned development. Evaluating the performance of RW Heads is crucial to improving the effectiveness of village development. A comprehensive, structured performance assessment system is needed to identify strengths, weaknesses, and areas for improvement within RW Head leadership. This aligns with the demands of good governance, which require accountability and transparency in government administration. The following section discusses the results of data analysis in building a performance model for the RW head.

Quality: The Foundation of Comprehensive Leadership

The Quality dimension constitutes the fundamental foundation of the performance appraisal model. It carries the highest structural weight of 40 percent, reflecting its position as the primary determinant of Local Neighborhood Leader or RW Head leadership effectiveness. This dimension encompasses four main characteristics: compliance with standards (15 percent), accuracy and precision, consistency, and fulfillment of expectations. The main indicators include the effectiveness of leadership in carrying out main duties and functions (15 percent), service responsiveness and accessibility (10 percent), vertical communication and coordination (8 percent), and openness to community feedback (7 percent). Compliance with standards measures adherence to Sukabumi Mayor Regulation Number 9 of 2019, which includes functions such as assisting the Subdistrict Head in government service delivery, providing population data, conducting routine reporting, and serving as a strategic channel for accommodating community aspirations. Evaluation results reveal a significant dichotomy between positive vertical assessments and horizontal evaluations that identify substantial gaps: vertically oriented standards aligned with hierarchical government structures are largely fulfilled, whereas peer-to-peer horizontal coordination standards remain deficient.

Accuracy and precision face significant challenges due to a pronounced digital divide. Limited digital competencies and inadequate information technology infrastructure at RW offices hinder the

implementation of online reporting systems. These conditions increase the risk of reporting delays and data entry errors, although several RW Heads demonstrate a proactive commitment by submitting reports before established deadlines. Performance consistency shows stability in quarterly reporting but volatility in operational coordination, with role conflict between RW duties and primary employment identified as a structural constraint. Fulfillment of expectations demonstrates multidimensional complexity. Relational and personal expectations tend to be met through humanistic approaches and openness to feedback; however, innovative and developmental expectations remain limited due to reliance on government programs and a lack of local initiatives. Evaluation tools include interviews with the Subdistrict Head, direct performance observation, community satisfaction surveys, and service record analysis. Research by Riyanto & Erman (2017) emphasizes the importance of participatory, democratic, and transparent supervision, while Pramesti (2024) highlights the effectiveness of RW Community Centers in improving service accessibility.

Table 2. Quality Indicator Assessment

Indicator	Description	Rating Scale	Evaluation Tools	Source
Effectiveness of leadership in core duties and carrying out functions in main duties and functions	Ability to perform core duties and functions in accordance with established standards based on accountability and transparency principles	1 (Very Poor) – 5 (Excellent)	Interviews with subdistrict head, performance observation, standard operating checklist	Riyanto & Erman, (2017): Participatory and transparent democratic supervision
Service responsiveness and accessibility	Commitment to 24-hour service and ease of community access through service innovation	1 (Very Poor) – 5 (Excellent)	Community satisfaction survey, service records, response-time log	Pramesti (2024): Effectiveness of RW Community Centers in improving service access
Vertical communication and coordination	Mediation function between government and community through direct and structured communication	1 (Very Poor) – 5 (Excellent)	Communication evaluation, coordination documentation, escalation analysis	Riyanto & Erman, (2017): Supervision through direct communication
Openness to community feedback	Acceptance of suggestions and corrections to improve quality through structured complaint systems	1 (Very Poor) – 5 (Excellent)	Community interviews, complaint mechanisms, suggestion box analysis	Pertiwi et al. (2023): Complaint systems enhance RT responsiveness

Quantity: Volume and Scope of Performance

The Quantity dimension occupies the second most dominant position with a weight of 30 percent, measuring output volume, target achievement, measurable productivity, and production efficiency through objective indicators. This dimension comprises five main indicators: frequency of administrative reporting (8 percent), achievements and performance of P2RW programs (7 percent), implementation of community security programs through neighborhood patrols (siskamling) (5

percent), frequency of deliberation and decision-making (5 percent), and diversification of infrastructure development programs (5 percent).

The frequency of administrative reporting measures the consistency of routine reporting every three months supported by an organized archival management system. Research by Amir & Nailufar (2022) identifies dynamic archive management as an important indicator of administrative productivity and highlights the need to evaluate and improve archival systems. Achievements of P2RW programs show significant variation among RW units, with documentation of more than 30 types of activities across nine RW units during the 2023–2024 period, including drainage construction, bridges, drilled wells, mosque renovations, and other supporting infrastructure. P2RW data indicate diversification of programs that is responsive to the multidimensional needs of the community. Each RW prioritizes differently based on the specific conditions of its area, including transportation infrastructure (concrete roads, paving blocks, bridges), health facilities (integrated health posts and blood testing equipment), security systems (CCTV and street lighting), and religious facilities. The highest achievement is demonstrated by RW units that won first place at the subdistrict and district levels in bridge construction, indicating strong capacity to identify strategic priorities and execute programs that gain formal recognition.

The implementation of community security patrols (siskamling) across all RT units demonstrates a commitment to community safety, as evidenced by activity data and periodic reports. The frequency of deliberation meetings held at least once a month reflects participatory principles in democratic decision-making. However, the findings reveal disparities in output volume among RW units, with some demonstrating strong diversification of programs. In contrast, others remain highly dependent on top-down programs and show limited independent initiative. Evaluation tools include audits of reports, administrative checklists, archival system evaluations, program implementation reports, achievement certificates, security activity data, meeting minutes, attendance lists, and program inventories.

Table 3. Quantity Indicator Assessment

Indicator	Description	Rating Scale	Evaluation Tools	Source
Administrative reporting frequency	Consistency of routine reporting every three months with an organized archival system	1 (Very Poor) – 5 (Excellent)	Report document audit, administrative checklist, archive system evaluation	Amir & Nailufar (2022): Archive management as governance indicator
Program achievements and performance	Successful implementation of P2RW programs and measurable achievements	1 (Very Poor) – 5 (Excellent)	Program realization reports, achievement certificates, outcome evaluation	Lubis & Zubaidah, (2019): Goal achievement as effectiveness measure
Security program implementation	Consistent implementation of community security patrols (siskamling) across all RTs	1 (Very Poor) – 5 (Excellent)	Security activity data, patrol reports, duty schedules	–
Deliberation and decision-making frequency	Routine meetings held at least once a month using participatory democratic principles	1 (Very Poor) – 5 (Excellent)	Meeting minutes, attendance lists, documentation, decision analysis	Riyanto & Erman, (2017): Participatory democratic supervision

Development program diversification	Variety infrastructure programs responsive to community needs	of 1 (Very Poor) – 5 (Excellent)	Program inventory, physical documentation, needs mapping	–
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Timeliness: Discipline and Responsiveness in Task Execution

The Timeliness dimension measures discipline and professionalism in time management through five indicators: reporting discipline, continuity of service systems, problem-resolution escalation systems, flexibility in adapting to time constraints, and situational responsiveness. Data triangulation reveals a paradox between structural tolerance and operational demands, with positive vertical assessments contrasting with horizontal evaluations that identify significant bottlenecks in information flow. Reporting discipline is reflected in timely submissions before deadlines, supported by automated reminder systems. However, observations indicate that many RW reports are still prepared in handwritten form with non-uniform formats, lacking official letterheads, and using report structures that do not meet expected standards. This condition reflects a gap between modern administrative expectations and the realities of technical capacity at the RW level, where limited access to computers and printer forces RW Heads to rely on conventional methods.

Continuity of service systems demonstrates anticipation of absence through delegation systems and service digitalization. The implementation of backup systems ensures that services continue even when RW Heads are unavailable, reflecting an understanding that continuity is not about personal presence but about service sustainability. Tiered problem escalation systems (RT–RW–Subdistrict) provide structured mechanisms to ensure issues are handled at the appropriate level and at optimal speed. Flexibility in time adaptation reflects adjustments of service schedules to residents' availability and dynamic needs, indicating a people-centered leadership approach. Situational responsiveness in dealing with urgent or emergency conditions yields stronger performance than routine responsiveness, indicating clear prioritization in responding to different situations. However, coordination inconsistencies lasting three to six months indicate a lack of a structured system for operational predictability.

The analysis reveals complexity in balancing the need for operational flexibility and administrative consistency. Variations in timeliness performance among RW Heads indicate heterogeneity of capabilities that must be acknowledged in evaluation. Evaluation tools include report timestamps, subdistrict records, track record analysis, delegation procedures, continuity evaluations, digital information systems, handling flowcharts, case studies, escalation logs, service schedules, accessibility feedback, response-time logs, and community testimonials.

Table 4. Timeliness Indicator Assessment

Indicator	Description	Rating Scale	Evaluation Tools	Source
Discipline and professionalism	Timely submission of reports before deadlines using reminder systems	1 (Very Poor) – 5 (Excellent)	Report timestamps, subdistrict records, track-record analysis	Amir & Nailufar, (2022): Timeliness as governance indicator
Continuity and backup of service systems	Anticipation of absence through delegation systems and service digitalization	1 (Very Poor) – 5 (Excellent)	Delegation procedures, continuity evaluation, digital information systems	Pramesti (2024): Digital innovation for service continuity
Problem escalation system	Structured tiered problem-handling mechanism (RT–RW–Subdistrict)	1 (Very Poor) – 5 (Excellent)	Handling flowcharts, case studies, escalation logs	Riyanto & Erman, (2017): Direct communication and effective escalation

Flexibility and time adaptation	Adjustment of service schedules to residents' availability and needs	1 (Very Poor) – 5 (Excellent)	Service schedules, accessibility feedback, needs surveys	–
Situational responsiveness	Speed of response in urgent or emergency situations	1 (Very Poor) – 5 (Excellent)	Response-time logs, community testimonials, emergency case evaluation	–

Cost-Effectiveness: Efficiency in Resource Utilization

The Cost-Effectiveness dimension, with a significant weighting, measures the optimization of resource utilization through five indicators: accountability in P2RW budget management, community-based fundraising, resource optimization through voluntary communal work (*kerja bakti*), budget rotation and equitable allocation among RT units, and alternative funding innovation. This dimension is crucial given the limited resources available at the RW level and the demand to provide optimal services to the community. Accountability in P2RW budget management demonstrates budget realization in accordance with targets and regulations with full transparency. Empirical data validate resource optimization, in which government funds amounting to IDR 25,000,000 were enhanced through community self-help contributions totaling IDR 12,340,000 for various programs, resulting in a total of IDR 37,340,000 or an increase of 49.36 percent. The budget plan (RAB) documentation details the contribution of community participation to each development item, both in cash and in voluntary labor, with careful calculations that distinguish between material and labor costs under the communal work system, thereby reducing wage expenditures.

Community-based fundraising reflects the ability to mobilize local resources through donations and self-help contributions, guided by participatory principles. This approach not only demonstrates cost efficiency but also reflects high levels of trust and community participation. Optimization through communal work and cooperation (*gotong royong*) shows cost efficiency while maintaining traditional social values as important social capital. Participation data, cost-saving calculations, and activity documentation demonstrate significant contributions to reducing financial burdens. Budget rotation and equitable allocation among RT units use a rotational system grounded in principles of distributive justice, ensuring that no area is neglected in development efforts. This strategy optimizes the impact of limited budgets through an equitable approach that is responsive to the specific conditions of each RT. Alternative funding innovations, such as waste banks, demonstrate creativity in seeking non-conventional funding sources while opening opportunities for long-term financial sustainability and addressing environmental issues. Lubis & Zubaidah (2019) identify efficiency as an area for improvement despite strong organizational structures and stakeholder satisfaction, emphasizing the importance of cost-benefit analysis for each program and measurement of community satisfaction regarding budget allocation. Evaluation tools include financial report analysis, budget audits, transparency publications, donation records, self-help documentation, participation analysis, communal work participation data, cost-saving calculations, budget distribution data, beneficiary mapping, equity analysis, innovation documentation, funding outcomes, and sustainability evaluations.

Table 5. Cost-Effectiveness Indicator Assessment

Indicator	Description	Rating Scale	Evaluation Tools	Source
Accountability of P2RW budget management	Budget realization in accordance with targets and regulations with full transparency	1 (Very Poor) – 5 (Excellent)	Financial report analysis, budget audits, transparency publications	Lubis & Zubaidah (2019): Efficiency as an

Community-based fundraising	Mobilization of local resources through participatory and self-help donations	1 (Very Poor) – 5 (Excellent)	– Donation records, self-help documentation, participation analysis	improvement area Lubis & Zubaidah (2019): Tridaya principles and participation
Resource optimization through mutual cooperation	Cost efficiency through collective work (gotong royong)	1 (Very Poor) – 5 (Excellent)	– Participation data, cost-saving calculations, activity documentation	–
Budget rotation and equity	Rotational allocation system across RTs based on distributive justice	1 (Very Poor) – 5 (Excellent)	– Budget distribution data, beneficiary mapping, equity analysis	–
Alternative funding innovation	Creativity in sourcing funds (waste banks, partnerships, etc.)	1 (Very Poor) – 5 (Excellent)	– Innovation documentation, funding outcomes, sustainability evaluation	Pramesti (2024): Innovation and participatory approaches

Need for Supervision: Autonomy and Accountability

The Need for Supervision dimension measures the level of operational independence of RW Heads through five indicators: independence in task implementation, segmented organizational structure and supervision, structured information and reporting systems, integrated multi-level supervision, and direct and personal supervision. This dimension evaluates the ability to work autonomously with a solid organizational structure and minimal dependence on direct supervision, while remaining accountable within a clear governance framework. Operational independence shows significant variation, following a pattern of “guided independence” from a structural perspective. Documentation of RW organizational structures shows a complete management composition consisting of the RW Head, who is in charge; Secretaries I and II, responsible for administration; Treasurers I and II, responsible for financial management; and functional divisions (Development, Security, Cleanliness, and Social Welfare), each with specific duties and responsibilities. Observations indicate that this structure is not merely formal but functions effectively with clear task distribution and a system of mutual control.

Segmented organizational structures with specialization reflect an understanding of modern management principles in community-level public administration. Research by Riyanto & Erman (2017) identifies factors influencing supervisory effectiveness, including resources, regulations from village-level government, and budget allocation. Structured information and reporting systems demonstrate a commitment to transparency and administrative accountability, functioning not only as instruments of external supervision but also as self-monitoring tools for internal evaluation and continuous improvement. Integrated multi-level supervision involves both vertical and horizontal coordination, reflecting an understanding of the complexity of governance within a tiered system. This mechanism ensures the absence of supervisory blind spots while still respecting operational autonomy. Direct supervision using a relational approach demonstrates a balance between professionalism and humanistic values in community leadership.

However, the findings reveal a high degree of heterogeneity in operational independence. Some RW Heads demonstrate genuine independence through well-structured organizational systems and proactive decision-making capabilities. In contrast, others remain excessively dependent on subdistrict directives or even experience micromanagement that constrains RT autonomy. Limitations in technical competencies, particularly in information technology, constitute a universal

constraint affecting the effectiveness of independence in the digital era. Evaluation tools include assessments of work autonomy, dependency levels, self-assessments, organizational charts, job descriptions, standard operating procedures, structural evaluations, information system databases, regularity checks, digital audits, supervision matrices, supervision reports, coordination evaluations, direct observations, and 360-degree feedback.

Table 6. Need for Supervision Indicator Assessment

Indicator	Description	Rating Scale	Evaluation Tools	Source
Independence in task implementation	Ability to work independently with a solid organizational structure and minimal dependency	1 (Very Poor) – 5 (Excellent)	Work autonomy evaluation, dependency level, self-assessment	Riyanto & Erman, (2017): Resource factors in independence
Organizational structure and supervision	Segmented and specialized supervision system with clear regulations	1 (Very Poor) – 5 (Excellent)	Organizational charts, job descriptions, SOPs, structure evaluation	Riyanto & Erman, (2017): Importance of regulation in effective supervision
Information and reporting systems	Structured integrated administrative reporting mechanisms	1 (Very Poor) – 5 (Excellent)	Information systems, databases, regularity checks, digital audits	Amir & Nailufar, (2022): Structured archival and reporting systems
Integrated multi-level supervision	Vertical horizontal supervision coordination through direct communication	1 (Very Poor) – 5 (Excellent)	Supervision matrices, supervision reports, coordination evaluation	Riyanto & Erman, (2017): Democratic and communicative supervision
Direct and personal supervision	Hands-on supervision using relational humanistic approaches	1 (Very Poor) – 5 (Excellent)	Direct observation, 360-degree feedback, relationship evaluation	–

Interpersonal Impact

The Interpersonal Impact dimension measures positive or negative influence through social and professional interactions across six indicators: communication effectiveness in building synergy; leadership and motivation; resilience and professionalism; integrated participatory leadership; social bonding and personal relations; and deliberation and conflict resolution. This dimension is vital because RW Heads' role as intermediaries between the subdistrict government and the grassroots community requires strong interpersonal skills. Communication effectiveness demonstrates significant asymmetry within the leadership structure. Upward vertical communication (RW Subdistrict) shows satisfactory performance and consistency through WhatsApp group systems, which serve as real-time coordination platforms, enabling rapid information exchange on administration, P2RW reporting, development coordination, and the handling of urgent issues. Observations indicate that RW Heads actively respond to and follow up on instructions through this digital platform, creating a responsive and efficient vertical communication mechanism. However, horizontal and downward communication face substantial challenges, with bottlenecks in the flow of information from RW to RT. Some RW Heads implement personal communication strategies through home visits to build emotional closeness, while others face criticism for delays in

disseminating information. Leadership styles vary from transformational leadership with corrective and professional approaches to more passive styles that tend to delegate without direct involvement. Resilience and professionalism in responding to criticism reflect the emotional maturity required in public leadership. Research by Pertiwi et al. (2023) shows that complaint systems and suggestion boxes enhance RTs' ability to respond to direct criticism, indicating the importance of two-way communication and resilience. Participatory leadership embedded in daily community life reflects authenticity and consistency in practice, with Riyanto & Erman (2017) emphasizing that participatory democratic approaches constitute fundamental principles of effective supervision and leadership. Social bonding through personal contact with residents demonstrates a commitment to people-centered leadership. Lubis & Zubaidah (2019) identify community and apparatus satisfaction as a program strength, highlighting the importance of social bonding in building legitimacy and support. The ability to conduct deliberation and conflict resolution using deliberative approaches reflects competence in democratic governance, with tiered escalation systems ensuring that each issue is handled appropriately.

Table 7. Interpersonal Impact Indicator Assessment

Indicator	Description	Rating Scale	Evaluation Tools	Source
Communication effectiveness in building synergy	Quality of working relationships through intensive communication and structured feedback systems	1 (Very Poor) – 5 (Excellent)	Relationship surveys, communication group analysis, feedback evaluation	Pertiwi et al., (2023): Two-way communication improves performance
Leadership and motivation	Corrective yet professional and constructive leadership style	1 (Very Poor) – 5 (Excellent)	Leadership style assessment, subordinate feedback, motivation evaluation	–
Resilience and professionalism	Emotional maturity in handling criticism and pressure constructively	1 (Very Poor) – 5 (Excellent)	Stress tests, situational judgment, case-handling analysis	Pertiwi et al., (2023): Constructive response to criticism
Participatory and integrated leadership	Leadership embedded in daily community life using democratic principles	1 (Very Poor) – 5 (Excellent)	Participatory evaluation, community feedback, participation observation	Lubis & Zubaidah (2019); Riyanto & Erman, (2017)
Social bonding and personal relations	Strategies to build relationships through personal contact and stakeholder satisfaction	1 (Very Poor) – 5 (Excellent)	Social network analysis, relationship mapping, satisfaction surveys	Lubis & Zubaidah (2019): Community and apparatus satisfaction
Deliberation and conflict resolution	Deliberative approach to conflict resolution through direct communication	1 (Very Poor) – 5 (Excellent)	Conflict case studies, mediation effectiveness, deliberation documentation	Riyanto & Erman, (2017): Direct communication in resolution

Triangulation reveals a phenomenon known as a “collaborative paradox,” in which the success of vertical collaboration is not directly proportional to that of horizontal collaboration. This finding indicates the need to develop dual collaborative competencies that maintain harmonious relationships with superiors while facilitating active participation among subordinates. Evaluation tools include relationship surveys, communication group analysis, feedback evaluation, leadership style assessments, subordinate feedback, motivation evaluations, stress tests, situational judgment, case-handling analysis, participatory evaluations, community feedback, participation observations, social network analysis, relationship mapping, satisfaction surveys, conflict case studies, mediation effectiveness assessments, and deliberation documentation. Model Synthesis and Strategic Implications. Comprehensive analysis identifies the Quality dimension as the primary determinant, with a weight of 40 percent and referenced in 58.3 percent of data points, indicating that leadership quality is the fundamental factor directly affecting RW organizational performance and serving as a prerequisite for the effectiveness of other dimensions. The Quantity dimension ranks second with a weight of 30 percent. Although it is relatively easy to measure objectively, it faces a paradox between the measurable quantity and the more meaningful qualitative impact, potentially creating an activity-oriented focus with insufficient attention to substantive outcomes.

The dominance pattern reveals variations in stakeholder perspectives. Subdistrict Heads emphasize Quality and Quantity with a focus on administrative accountability and routine reporting. RW Heads emphasize Quality and Interpersonal Impact with a focus on service delivery and personal relationships. RT Heads emphasize Quality with predominantly negative evaluations and Timeliness, criticizing weak socialization and reporting delays. Subdistrict Secretaries emphasize Quality in relation to information technology capabilities and the Need for Supervision dimension, prioritizing digital adaptation. Critical findings reveal dominance paradoxes, including gaps between the theoretical dominance of Quality (40 percent) and the reality of extreme performance variation, contradictions between easily measured quantitative indicators and more meaningful qualitative impacts, and dilemmas between the importance of personal relationships and the relatively weaker role of formal structures. Impact analysis identifies high-impact indicators (effectiveness of main duties and functions, P2RW budget accountability, and community participation), medium-impact indicators (vertical coordination, supervision systems, and frequency of deliberation), and low-impact indicators (social bonding, resilience, and program diversification).

Strategic recommendations include three priorities: strengthening Quality through competency standardization, intensive training, and mentoring systems; optimizing Quantity through reporting digitalization, the establishment of clear key performance indicators (KPIs), and real-time monitoring dashboards; and transforming Interpersonal Impact through communication training, institutional bonding, and structured community engagement. This model affirms that Quality is the most dominant aspect as the foundational determinant of the entire RW Head performance system in realizing community-level development, with the implication that neglecting Quality will result in cascading failures across other dimensions, a drastic decline in development realization, loss of public and governmental trust, and fragmentation of RW organizational structures.

Bridging Empirical Findings and Theoretical Perspectives

The empirical findings from Cikondang Village reveal a profound tension between formal administrative expectations and grassroots operational realities, offering critical extensions to existing public sector performance literature. Consistent with Belle et al. (2017) and Denisi & Murphy (2017), traditional public sector appraisals often suffer from cognitive biases and an over-reliance on top-down administrative compliance, which fails to capture true leadership value. Our findings demonstrate a similar pattern by identifying a “collaborative paradox”: while vertical communication and reporting compliance with subdistrict authorities score relatively high, horizontal coordination and peer-to-peer engagement with RT units and residents exhibit significant bottlenecks.

Furthermore, when juxtaposed with Campbell & Wiernik (2015) framework on work role performance, our results indicate that leadership quality (weighted at 40%) acts as the indispensable latent prerequisite that drives all other performance dimensions. Unlike industrial or private-sector settings where quantitative output heavily dictates appraisal outcomes, grassroots public leadership in an Indonesian *kampung* relies on contextual performance, social bonding, and trust-building through mechanisms such as *gotong royong* (cooperation) (Rahmi et al., 2001). The data shows that high quantitative achievement in P2RW infrastructure programs does not automatically translate to high community satisfaction if unaccompanied by interpersonal resonance and transparent communication. Thus, this study advances the discourse by demonstrating that performance models in decentralized local governance must move beyond mere checklist auditing toward a multi-stakeholder, balanced scorecard approach that accounts for local socio-cultural dynamics.

Local Neighborhood Performance Assessment Model

The performance assessment model for local neighborhood leaders in Cikondang Village, Citamiang District, Sukabumi City, was developed as a comprehensive evaluation instrument to measure grassroots leadership effectiveness. This model adopts the theoretical framework of Bernardin and Russell (Wanusmawatie et al., 2015), which comprises six main dimensions, and employs a multidimensional, multi-stakeholder approach. This assessment framework is specifically designed to accommodate the unique characteristics of community leadership, which requires a different approach from that of traditional formal organizations. This model integrates administrative, social, managerial, and leadership aspects that are central to an RW head's accountability. The assessment mechanism involves four assessors: the village head or sub-district head, who focuses on administrative aspects and vertical coordination; the neighborhood association head, who emphasizes horizontal coordination and program implementation; the community through a service satisfaction survey; and the RW head's self-assessment for reflection and professional development. This multi-stakeholder approach is designed to reduce bias and increase the validity and reliability of the assessment by triangulating different perspectives.

The strength of this model lies in its holistic and contextual nature, measuring not only administrative output but also the processes, social impacts, and relational qualities that characterize community leadership in Indonesia. This model recognizes local values such as cooperation (*gotong royong*) and deliberation (*musyawarah*), demonstrating the integration of a modern management framework with local wisdom. Each dimension is weighted differently based on its importance and impact on leadership effectiveness and development outcomes at the community level. In this study, current performance management theories (e.g., Denisi & Murphy, 2017; Pulakos et al., 2019) are enriched with an understanding of multidimensional performance management frameworks in the context of grassroots community-based public administration in developing countries.

The proposed conceptual framework demonstrates that conventional measures of public servants' performance must be reconciled with local socio-cultural approaches (*gotong royong* and *musyawarah*) to be accurate. For local government officials and subdistrict administrators, the suggested multi-stakeholder evaluation model represents an out-of-the-box approach that can be applied immediately to evaluate the performance of RW heads objectively, rather than relying on ritualized or subjective evaluations. The study identifies practical weaknesses related to the digital gap and coordination problems between the RW and RT levels of administration that require managerial attention. From a municipal policy perspective, the results of this study strongly recommend implementing systematic capacity-building programs, a digital reporting system, and competency guidelines for RW heads to ensure that the decentralization provisions stipulated in Law No. 6 of 2014 yield maximum public benefits.

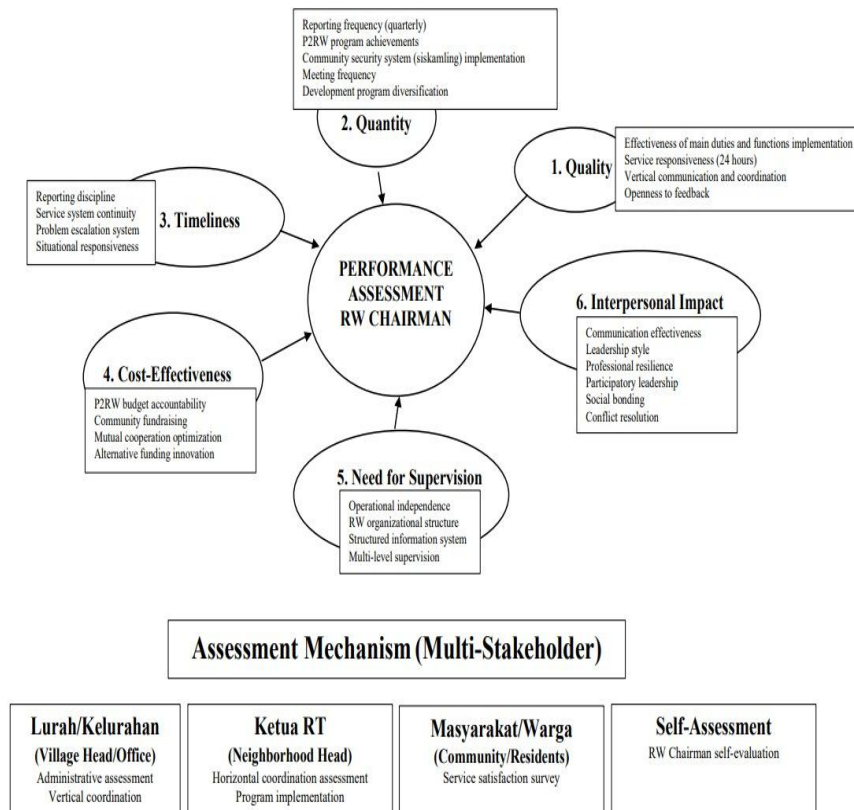


Figure 1. Performance Assessment Model

Implications

This study successfully identifies several key factors influencing the performance of RW Heads in Cikondang Subdistrict, Citamiang District, Sukabumi City. The main findings indicate that leadership quality is the most dominant dimension affecting the effectiveness of RW Heads' performance. This quality dimension encompasses compliance with standards, accuracy, consistency, and fulfillment of expectations. However, the findings also reveal a gap between vertical and horizontal assessments, indicating differences in perceptions of performance evaluation, particularly regarding coordination among stakeholders. Limitations in digital competencies and inadequate infrastructure constitute major obstacles in reporting and data management. Furthermore, although there have been positive efforts to implement P2RW programs and diversify development initiatives, several RW units still face challenges in implementing programs promptly and aligning them with community needs. On the other hand, the Quantity and Timeliness dimensions also play important roles, but their impact on producing substantive outcomes remains limited.

This finding indicates that although many programs are implemented, program quality and their impact on the community have not yet been fully optimized. The Cost-Effectiveness dimension also demonstrates more efficient resource management through communal work and community self-help initiatives, although challenges remain in developing more sustainable community-based fundraising mechanisms. Recommendations derived from these findings include strengthening the competencies and capacities of RW Heads through training programs, clear competency standards, and mentoring systems to enhance leadership quality. The digitalization of reporting systems and increased utilization of technology are also considered necessary to reduce gaps in data management and administrative processes. In addition, to ensure the sustainability of development programs, strengthening communication and collaboration among stakeholders is crucial.

CONCLUSION

This study concludes that evaluating the performance of Local Neighborhood Leaders (RW Heads) requires a comprehensive, multidimensional framework that transcends traditional administrative formalities. Empirical findings in Cikondang Village identify leadership quality as the most dominant determinant (accounting for 40% of performance weight), driven by compliance with standards, service consistency, and fulfillment of expectations. However, a significant gap exists between vertical compliance (satisfying subdistrict administrative demands) and horizontal effectiveness (coordinating smoothly with RT units and managing community expectations), compounded by structural constraints such as limited digital competencies and IT infrastructure.

While quantitative output (e.g., P2RW physical development realization) and cost-effectiveness (optimized through community self-help and *gotong royong*) demonstrate strong resource efficiency, substantive community impact relies heavily on the leader's interpersonal capabilities and operational autonomy. Practical implications from this study urge local governments to implement digital reporting dashboards, provide regular competency mentoring, and conduct structured multi-stakeholder evaluations involving subdistrict leaders, RT heads, and residents. Finally, future research should expand this investigation through comparative multi-city studies or quantitative structural equation modeling (SEM) to test the generalizability of the proposed performance measurement model across broader urban and rural governance contexts in Indonesia.

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