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Program Evaluation of Human Resource Management of Indonesian Navy Supply Officer

Diki Atriana, Billy Tunas, and Tuty Sariwulan

Universitas Negeri Jakarta

Corresponding Author:
Diki Atriana
datriana2002@yahoo.com

1. Background

The ultimate goal of an organization to fulfill its mission depend upon many things such as: human resource, methods, machines, organization development, operational capabilities. One of the significant factors and vital could create added value is human resource management. It not only treats as an asset of an organization, but it also considers as a capital. One of the valuable efforts for an organization to develop its employee is to maintain its capacity, capability and professionalism. The Indonesian navy realize that capable personnel plays a vital role to fulfil its mission. In order to do that, The Indonesian navy has eight branches of division of work and well known as an officer corps; operation, electronics, technician, supply, marine, health, military police and law. According to Thoha (2003), management is a process, result or a statement to be better, in order to change, move forward, enhance, develop, evaluate or any possible thing to happen. So, management is an important success factor to complete its mission.

Wibowo (2012), a superior will manage his staffs to produce an effective and efficient way to do the job done. It is important that a proper human resource management system with professionalism and modern way should be in first place to adapt the fast change of information and technology in this competitive era. Gary Dessler states that there are five function of management: planning, organizing, staffing, leadership and controlling (Dessler, 2013).

The supply corps has been existing since the navy plays as military role in Indonesian administration. Legally, the name of corps has changed since 2001. The previous what so called administration corps. Since that time there was no formal evaluation about how the effective management of supply corps ever done.

There are several critical components of this view of evaluation (Alkin, 2004):

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1. evaluation is social research applied to answering policy-oriented question.

2. The primary aim of evaluation is to aid stakeholder in their decision making on policies and program.

3. Evaluation involves making judgments.

Daniel L. Stufflebeam define that "Evaluation is the process of delineating, obtaining, reporting, and applying descriptive and judgmental information about some object's merit, worth, probity and significance in order to guide decision making, support accountability, disseminate affective practices, and increase understanding of the involved phenomena." (Stufflebeam, 2000).

Time has change so does the military strategy. The navy roles have developed not only using hardware power to destroy enemy but also using soft power and smart power. Due to the facts that in the future the challenges and threats are facing by the Indonesian navy nationally, regionally or globally become more complex than before. The Indonesian navy, Supply corps in specific, considers that applying the best human resource management system is necessary. Even though there are no universal characteristics of human resource management (HRM). Different organizations have different models and practices. Thus, often only corresponding to the conceptual version of HRM in a few respects. But due to task and responsibility of supply chief corps stated in the formal rules and regulations not all the HRM activities covers by the supply HRM. This limitation in order to divide task proportionally through the HRM organization in the navy.

2. Methodology Research

This a qualitative research applied Context Input Process Product (CIPP) Evaluation model develops by Stuffebeam. Guili Zhang, et. al., "the CIPP evaluation program belongs in the improvement/accountability category and is one of the most widely applied evaluation models (Zhang, 2011). The main components of CIPP could be described as shown in figure below.

Context evaluation provides information for the development of and evaluation of mission, vision, values, goals and objectives and priorities. The purposes are to define the characteristics of the environment, to determine general goals and specific objectives and to identify and diagnose the problems or barriers which might inhibit achieving the goals and objectives. The methods applied include conceptual analysis to define limits of population to be served, empirical studies to define unmet needs
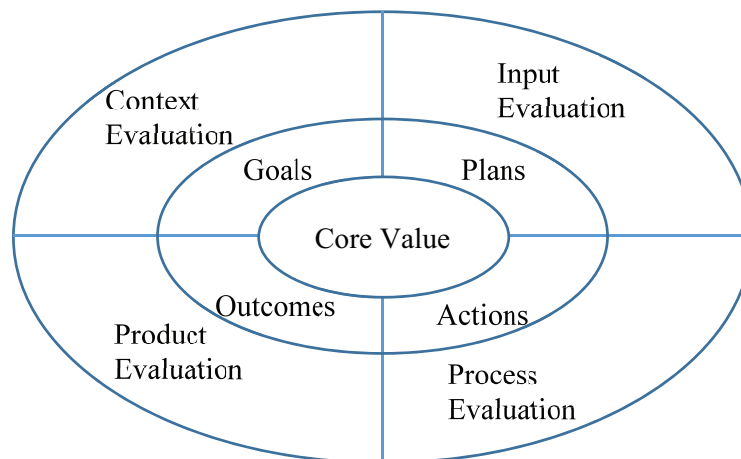
Figure 1: Sumber: Stufflebeam, L. Daniel dan Shinkfield, J. Anthony, Evaluation Theory, Models & Applications (San Francisco: Josey-Bass, 2007. P 333).

and unused opportunities, judgment of experts and clients on barriers and problems and judgment of experts and clients on desired goals and objectives. Input evaluation provides information for the development of program designs through evaluation of data bases, internal and external stakeholders' interests, weaknesses, opportunities, strengths and threats. The purposes are to design a program (intervention) to meet the objectives, to determine the resources needed to deliver the program and to determine whether staff and available resources are adequate to implement the program. Process evaluation develops ongoing evaluation of the implementation of major strategies through various tactical programs to accept, refine, or correct the program design. The purpose is to provide decision makers with information necessary to determine if the program needs to be accepted, amended, or terminated. The methods applied as follow a staff member serves as the evaluator, then this person monitors and keeps data on setting conditions, program elements as they actually occurred. Finally, this person gives feedback on discrepancies and defects to the decision makers. Product evaluation provides evaluation of the outcome of the program to decide to accept, amend or terminate the program, using criteria directly related to the goals and objectives. The purpose is to decide to accept, amend, or terminate the program. The method used is traditional research methods, multiple measures of objectives, and other methods.

The collection information did in many ways such as: specify the source of the information to be collected, specify the instruments and methods for collecting the needed information, specify the sampling procedure to employed and specify the conditions and schedule for collecting the information. Data are collected directly according to goals of research using qualitative methods such as: observation, interviews, focus group

discussions and survey to selected officers. Due to qualitative research characteristics, informan in this research set by purposive sampling (Lincoln and Guba, 1985).

3. Result and Discussion

The result of this research based upon the CIIP model can be explained as follow:

1. Context evaluation provides information for the development of and evaluation of mission, vision, values, goals and objectives and priorities. First, it evaluated the need for evaluation of the program, the policy based behind and the goals of the program. There is a strategic planning set yearly as Indonesian navy strategic planning. Not only it was clear that the mission, vision, value of the supply corps was set and documented, but also it was clearly stated and was reviewed yearly. The Indonesian navy core values, namely as Tri Sila TNI AL, consist of three elements: discipline, hierarchy and military honor. These values should be implying in their day-to-day life and defines as naval organization culture life.

   Supply corps needs qualified officer to fulfill the mission and the job done. In order to do that it must be an identification need assessment of standard competency such as tour of duty, education, rank and mentality and attitude. Based on these standards, then, a program management was set. Simamora stated that the usefulness of program or coaching is to set attitude, loyalty and team work beneficial and meeting the need of human resource management planning (Simamora, 2011).

   According to Schuler, one of organization human resource strategy and development is necessity approach need assessment. Identification and refine gap of skill personnel and it is a reactive approach. From this point of view, it is clear that the need of supply officer with its standard competencies to do the job done has reached its goals. In line with this, Rivai comments that management program or coaching to personnel is a systematic process to change attitude to reach organization goals. The need is in line with requirement job position (Rivai and Sagala, 2009). Policy program was based upon the chief of naval staff strategic planning and policy order, policy and direction. It was documented in many form of documentations. The main goal of the program was to govern and manage human resource of supply officer using common knowledge of modern human resource management method, in order to be able to do the job as required. In general, all aspects of human resource management could not be performed as good as its planned. The main reason was due to the lack of monitoring during the program.

2. Input evaluation provides information for the development of program designs through evaluation of data bases, internal and external stakeholders' interests, weaknesses, opportunities, strengths and threats. There were several aspects that should be taken into consideration such as: implementation of strategic HRM, model of coaching and software related, procedure and mechanic things, organizational structure, staffing, infrastructure and budgeting. The fact that the corps supply did not have a valid information about any evaluation about this program. The involvement of middle manager seemed not significant. Another fact showed that there was no valid data base in the middle manager. All personel data was managed centralized at chief corps level. Not only there was staffing issue where no enough staff to run in organization but also another issue that also contribute to this problem was the organizational structure which was not in line with the current condition. Since 2015, there were 13 regional naval financial organizations. These offices were not only dealt with the financial management of the navy but also acting as a network organization of supply officer. Organization is a tool to reach the goals through management activities. Unfortunately, the supply human resource management software did not accommodate and recognize the function of these offices at all.

Moreover, in terms of software issue, there was an unsynchronized in the implementation of the program. This could be happened since there was a duplication between one software management to another and no policy action had been taken from the higher management. The valid example was the supply profession also claimed by technician corps. Meaning that there was no linked between competencies to reward.

It was a complex problem in term of human resource management. In general, one profession should be belonged to one institution. Historically, supply corps is one of five corps that exist since the Indonesian navy established and in 1970 supply corps has five professions: supply, finance, personnel, law, and clerical. But, since 2001 its only has three professions: supply, finance and clerical. Strictness and clear is a must in order to reduce conflict of interest in the future with correlation of curriculum, job placement, education, motivation for supply officer. This also has the implication to carrier path and carrier planning of supply officer. Jimmy L. Gaol (2014) says carrier planning support by every personnel and support by human resource management manager. On the other hand, the limit of quantity of software produce in this program management indicate that low of communication between middle manager and high manager in organization in the supply issues.

Another issue was very limited of budget allocation to run the human resource management. The budget problem was not only in the supply corps but also in others corps. This condition was due the fact that the budget allocation for the navy overall was limited.

3. Process evaluation develops ongoing evaluation of the implementation of major strategies through various tactical programs to accept, refine, or correct the program design. The process of the middle management was not done as it wished to be. There was lacking of monitoring system on ongoing process. The management rules and regulation written that there was an open management for all officer in order to plan their carrier path. Meaning there should be a two-way communication between an officer with the management. In fact, there was very limited communication which existed only when there was a formal meeting about job positions planning and it was only with those who were in the structure organization. The activity that controlled the process using evaluation post activity. On the other hand, the budget to cover the management activities was very limited.

According to Harris: "evaluation as the use of social research methods to systematically investigate the effectiveness of social intervention programs in ways that are adapted to their political and organizational environments and are designed to inform social action to inform social conditions" (Harris, 2010)

Alkin (2004) points out some important components in evaluation. There are several critical components of this view of evaluation:

(a) evaluation is social research applied to answering policy-oriented question.

(b) The primary aim of evaluation is to aid stakeholder in their decision making on policies and program.

(c) Evaluation involves making judgments.

The latest management software of supply corps was published on December 3, 2014 but unfortunately was not linked and adapted with the latest organization structural change whereas organization naval financial structure as regional coordinator of supply officer was not recognized. It was understandable that monitoring on-going process might be a vital choice. Kunaryo in Priambodo says viewing implementation of program and project on-going, trying to refine a failure so at the end of the program could be done correctly. After that, then, evaluation could be done. Priambodo states evaluation is an activity to measure and comparing output between planning and reality. The navy has established an organization to

performed that specific task, one of them is supply corps. Moreover, Stephen P. Robbin says organization that apply openness management will be supported by personnel due to the fact they felt emotionally and cultural involved.

The facts showed that individual performance competency was not usual business, not only at Supply corps level but also at the level of navy human resource management. Some jobs position in the organization that supposed to be manned by supply officer was manned by other corps, such as technician. It was not in line with the competency of job requirement. According to Spencer, competency is an underlying characteristic of an individual that causally related to criterion referenced effective or superior performance in a job or situation. Michael Armstrong defines technical competencies as what people have to know and be able to do (knowledge and skill) to carry out their roles effectively. In order to gain knowledge and skill, one should have carry out education and training related to the job required. Having said that it could be defined that competency: has underlying characteristic in term of attitude that can be predicted in any situation task performance; causally related in term of caused or used to predict one performance. In other word, when one had high competency one must be has high performance; criterion referenced is used as competency could predict one could work well, measurable, specific or standardized. In short, training should be linked with performance management. Training could not be beneficial for officer if they know that there would be no linked with gaining competency and motivation. After having undergone training, they should be posted at the position that need their skill and knowledge required by the job description. Moreover, there is no regularly evaluation of job analysis for some job exists. Job analysis can be a source of information concerning: why the job exists and in essence, what the job holder is expected to contribute, to whom the job holder reports and who reports the job holder, the nature and scope of the job in term of the tasks and operations to be performed and duties to be carried out, obtain documents such as existing organization, procedure or training manual which give information about job.

4. Product evaluation provides evaluation of the outcome of the program to decide to accept, amend or terminate the program, using criteria directly related to the goals and objectives. The management program considers as a tool of management and decision maker to run, control and evaluate in terms of personnel matters and it becomes regular program. Even though the navy head quarter has the budget allocated for this program but it is not significant and has given to corps level to be managed effectively.

The management program is a must program not only for the supply corps but also for the Indonesian navy. There were some failure take place and still a room to refine part of the program. The impact of the program should be related not only to supply officers but also to the navy. There was inconsistency in applying the rule and regulation linked to competency and job position. Nitisimito defined that management or couching as an activity to refine and develop attitude, behavior, skill and knowledge from the employee in line with the organization need (Netisimito, 2011). Wragg, also defines that in learning process of program management or couching, gaining skill requirement due to the used of infrastructure effectively is the core professional skill (Ted and Richard, 2006).There was a case where a job considered to related to supply corps but manned by other corps. One of consequence of this action was the motivation of the supply officer might be tumble-down and in the long-run if the navy did not take an appropriate action would be disaster for the human resource management in large. Joe Juran considered that management were the cause of most quality-related problems. He cited their failure to identify the needs of customers and not having the right people and processes in place to meet these needs even when they are identified as the source of most quality (James McGart and Bob Bates, 2017). Kusrsriyanto also cited that in order to achieve standard couching or managing, the program should be planned effectively. One of indicator that the good program plan effectively works is material given should be clear cut, in line with the need and supporting technical background (Kussriyanto, 2007). Moreover, in order to achieved the supply officer performance based upon their knowledge and skill through education and training would not be happened and to measure the effectiveness and competency of the trainee of management program, there are several tests and interviews taken. Moreover, the on the job training also part of the method used to clarify whether the trainee be able to apply all theory in real life situation (Nawawi, 2011).

4. Conclution

1. Context

   Context evaluation provides information for the development of and evaluation of mission, vision, values, goals and objectives and priorities. In terms of policy matter, the program management is still valid based on criteria and the need of competence of supply officer to do the job done also has satisfied the criteria. Moreover, the navy has a solid core values namely as Trisila, such as: discipline, hierarchy and military honor that has been imply as organizational culture. In

general, the goal of the program was set and linked to naval strategic planning. Other than that, the supply management human resource program imitates the model of human resource management in common but with limited aspects.

2. Input

Input evaluation provides information for the development of program designs through evaluation of data bases, internal and external stakeholders' interests, weaknesses, opportunities, strengths and threats. Data collection was collected properly managed and in line with rule and regulations only in the corps chief level. Those officers who are eligible and qualified to link with the management program are accordingly chosen. All personel data is managed centralized at chief corps. The staffing is not enough to run the organization and the organization structure was not up-to-date. The budget for this program was very limited due to the fact that the budget allocation for the navy was also very tight.

3. Process

Process evaluation develops ongoing evaluation of the implementation of major strategies through various tactical programs to accept, refine, or correct the program design. In general management process did not run as its wish. There were some of discrepancies arise such as: The individual performance competency was set as a standard criterion but due to the lack of monitoring it did not run as perfect as it created. The job analysis was not performed regularly. The plan program was set early each year but due to the lack of monitoring how the program runs made some difficulties in term of human resource management. On the other hand, limited budget for running the program also related to effectiveness of the result of the program since not all program planned could be done.

4. Product

Product evaluation provides evaluation of the outcome of the program to decide to accept, amend or terminate the program, using criteria directly related to the goals and objectives. Officers whose have taken management program should have adequate ability, professionalism and attitude. The impact of the program should be related not only to supply officers but also to the navy. There was inconsistency in applying the rules and regulations linked to competency and job position. These could have impact in processing and producing quality of work. In short, the management program is a must program not only for the supply corps but also for the Indonesian navy. The navy should increase the budget allocation for this program in the future in order to be more effectively and the organizational

structure should be defined appropriately. There is still a room to refine part of the program.

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