

Decision Support System of Performance Appraisal Policy Continuity in the Logistic Staff of Indonesian Armed Force using Discrepancy Evaluation Model and Analytical Hierarchy Process



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Abstract: At present, Indonesian Armed Force (TNI) has a basic policy on evaluating the performance of individual soldiers as stated in the Decree of TNI Commander Number KEP/1081/XII/2015 on December 21, 2015 concerning Technical Guidelines for Individual Performance appraisal. The current condition of the performance appraisal system in TNI is still general, so the system still requires additional criteria when it is carried out for performance appraisal on staff/work units under it. this study aimed to provide an analysis decision making of the program continuity based on the evaluation result's condition of performance appraisal policy implementation in TNI logistic staff in accordance with the Decree of TNI Commander KEP/1081/XII/2015 on December 21, 2015. This study used Discrepancy Evaluation Model (DEM) and Analytical Hierarchy Process (AHP) methods. The DEM method is used to identify policy evaluation criteria. AHP method is used to give weight to the criteria and recommendation of policy outcome decision. Based on the experts' judgement, the policy of performance appraisal program for TNI logistics officers needed to be revised or reviewed. Based on the results of the evaluation analysis, there were several sub-aspects of the criteria which needed to be revised. The results of weighting criteria according to the level of importance of policy decision making found that the terminated performance appraisal policy aspect (H-I) obtained a weight of 0.01165; the revised performance appraisal policy aspect (H-II) obtained weight of 0.3732; the continued performance appraisal policy aspect (H-III) obtained a weight of 0.2644; and disseminated performance appraisal policy aspect (H-IV) obtained a weight of 0.2459. The result of this study can also encourage the professionalism of TNI soldiers by being able to identify the extent to which officers can work.

Keywords: Performance Appraisal, Indonesia Armed Forces, Decision Support System, Discrepancy Evaluation Model, Analytical Hierarchy Process.

I. INTRODUCTION

Sustainable performance appraisal will lead to better and higher quality human resources performance [1].

The Indonesian Armed Force (TNI) as a non-profit organization, has conducted a series of assessments of human resources performance, in this case to the soldiers within the organization [2]. At present, TNI has a basic policy on evaluating the performance of individual soldiers as stated in the Decree of TNI Commander Number KEP/1081/XII/2015 on December 21, 2015 concerning Technical Guidelines for Individual Performance appraisal. The condition of the performance appraisal cannot be used as a reference in determining the level of welfare of soldiers. The current performance appraisal also has no weight in the assessment criteria, so the relationship between criteria still has the same weight.

Based on the problems above mentioned, this study aimed to provide an analysis decision making of the program continuity based on the evaluation result's condition of performance appraisal policy implementation in TNI logistic staff in accordance with the Decree of TNI Commander KEP/1081/XII/2015 on December 21, 2015. This study used Discrepancy Evaluation Model (DEM) and Analytical Hierarchy Process (AHP) methods. The DEM method is used to identify policy evaluation criteria. AHP method is used to give weight to the criteria and recommendation of policy outcome decision.

There are several previous studies in carrying out program or policy evaluations, namely the use of DEM to identify gaps in the website of Mojokerto Regency Government [3]. DEM method used to identify the gap from School Support Plan [4]. The Discrepancy Evaluation Model used to evaluate the standard operational goals of the implementation of Subject Teacher Deliberations [5]. The Discrepancy Evaluation Model used to evaluate the standard operational goals of the implementation of Subject Teacher Deliberations [5]. The Discrepancy Evaluation Model used to evaluate the implementation of performance management in AJB Bumiputera 1912 [6]. The Discrepancy Evaluation Model is used to formulate the acceleration of the ODF program on Community Based Total Sanitation [7]. The Discrepancy Evaluation Model aims to evaluate the 10th-grade mathematics curriculum from the Educational Institution [8]. DEM to determine the gap between the performance of group counseling services in SMA Negeri 6 Malang [9]. A comprehensive explanation of conceptual framework for evaluating Professional Upskilling Of English Language Teachers (Pro-ELT) Programs using the Discrepancy Evaluation Model [10].

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Meanwhile, there are some researches on policy evaluation with the Analytical Hierarchy Process (AHP) which are evaluation studies on traffic congestion control with the AHP approach [11]. The use of the AHP method to develop utility-based evaluation models for management performance in interior environment decoration [12]. AHP method to propose a HLI instructor performance evaluation mechanism [13]. AHP method

as a valid evaluation model on the project proposal [14].

The focus of this study is the Policy of Performance Evaluation of TNI Logistics Staff Officers, as regulated in the Decree of TNI Commander Number KEP/1081/XII/2015 on December 21, 2015. Evaluation of the Performance Appraisal Policy Program in TNI will be resulted in a recommendation for decision making of the implementation of the policy continuity.

The result of this study is expected to provide valuable input for the Ministry of Defense in drafting the General Policy Direction on performance appraisal program for TNI. The result of this study can also encourage the professionalism of TNI soldiers by being able to identify the extent to which officers can work.

This study consisted of several sections. Section 2 explained the theory of evaluation model and AHP as well as the preparation of the concept of performance appraisal policy evaluation research. Section 3 described the result of performance appraisal policy. Section 4 explained the interpretation of the result of the decision making for the continuity of the performance appraisal policy program. While, section 5 focused at the conclusion of policy evaluation research.

II. MATERIAL/METHODS

A. Evaluation.

Evaluation is a process in which educational and training procedures are compared with predetermined goals to know the achievements. Evaluation plays an important role in determining the effectiveness, efficiency, benefits, acceleration and sustainability of a program or policy. Evaluation provides an overview of learning which is focused on an activity or the delivery of an emphasis. Evaluation is sometimes also used to refer to the study of behavior [11].

The performance of the evaluation program is a key part of the government strategy to set the final goal. Operationally, evaluation is the process of describing, obtaining, reporting, and applying descriptive and evaluative information about the benefits of several objects, values, meanings, and honesty to guide decision making, accountability, support, disseminate best practices, and increase the understanding of the involvement of phenomena.

Program evaluation is a process to find out if the objectives of the activity have been realized. In another view, program evaluation is the use of a social research procedure to systematically investigate the effectiveness of social intervention programs such as education and coaching.

Evaluation is done with a purpose. In general view, evaluation has four different objectives, including: (1) Ethical goals, (2) Managerial goals, (3) Decision of the objectives, (4) Educational and motivational goals. Apart from the purpose, there are several advantages in carrying out an evaluation. The evaluation helps answering some

questions about interventions, namely: (1) What is the impact of the intervention, (2) Does the intervention go according to plan, (3) Are there differences in all locations when the intervention is carried out, (4) Who benefits from this intervention.

B. Performance.

Performance is a concept defined in the quality and quantity of business activities, personality factors, skills, and abilities needed to predict or evaluate employee performance. Individual performance is a key indicator of the company and contributes to the company's productivity and competitiveness. Performance is an intrinsic construct in the strategy literature. The concept of performance can be seen in three folds. Performance can be approached as the ultimate goal of management, its own objectives can be highlighted at the level of individual, team, business and company managers. Definition of performance is one measure of the most important criteria in industrial psychology and organizational research.

Performance is essential for the organization and there are interrelationships between employee performance that lead to success and business performance that are important for each individual because completing tasks is a source of satisfaction.

C. Performance Appraisal.

Performance appraisal is a process of evaluating how well employees do their work compared to a set of standards, and then communicate that information to employees. Performance appraisal is also called employee ranking, employee evaluation, work review, performance evaluation, and outcome assessment. There are four main factors that influence how individuals work, namely: (1) Number of products produced, (2) Quality of products produced, (3) Punctuality in producing a product, (4) Attendance at the workplace [1].

According to [12], performance appraisal functions as a management information system for organizations. It provides feedback to employees about its performance so that generally it can be said as a means to evaluate, analyze and effectively utilize the capabilities and knowledge of employees at all levels of the organization. Performance appraisal can be defined as an evaluation process where a manager or leader provides evaluations, compares and provides feedback regarding the performance of his employees.

Performance appraisal enables organizations to look back and evaluate past activities by looking ahead and preparing for future performance. While the objectives at the lower level are giving motivation and compensation. Each individual can evaluate personal performance and provide compensation. At the same time, performance measurement can motivate individuals for the future. In larger and more complex organizations, steps are also expected to roll from the bottom to the top of the organization, down from top to bottom, and to facilitate comparison of performance across organizational and functional units (Meyer, 2002).

D. Performance Appraisal in TNI.

Arrangement of the apparatus human resources management system is one of the bureaucratic reform programs in TNI which is aimed at encouraging improvements in the development of personnel and human resources within the TNI. One measure of this bureaucratic reform is the application of individual performance assessments, so that the performance of each TNI personnel on a regular basis can be assessed, measured and analyzed and evaluated. In order to meet the demands and the desired assessment criteria, a technical guideline on the performance appraisal of individuals has been prepared that is able to describe a more complete and comprehensive individual performance appraisal system for each TNI personnel (especially Staff in the TNI Headquarters). The performance appraisal is regulated in the Decree of the TNI Commander Number KEP/1081/XII/2015 on

December 21, 2015 concerning Technical Guidelines for Individual Performance Appraisal.

The purpose of evaluating individual performance as regulates in the Decree of TNI Commander is to assess and measure the performance of each TNI personnel so that they can determine the level of achievement of individual performance directly related to the performance allowance in accordance with the regulations.

The objectives of individual performance appraisal are: (1) The realization of an objective and comprehensive assessment of individual performance, and fulfilling bureaucratic reform, (2) The realization of performance allowance in accordance with the achievement of personnel performance and competencies, (3) The realization of professional TNI personnel supported by adequate welfare level.

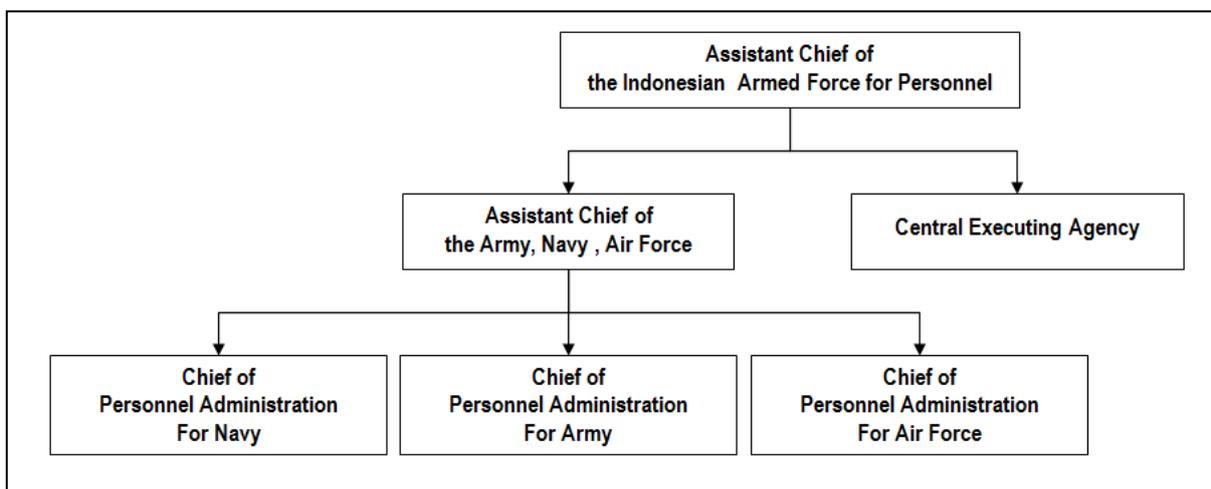


Figure 1. Personnel Organizational Structure of TNI

E. DEM Evaluation Model.

The gap evaluation model was first developed by Malcolm Provus. This evaluation model focuses on comparing evaluation results with predetermined performance standards. Furthermore, the results of the evaluation are used in the framework of policy making regarding the programs that have been implemented. This gap evaluation model consists of 4 stages of activities where the stages are in accordance with the stages of the program to be evaluated, the four stages are among others [4]:

1. Program identification. At this stage, the evaluation focuses on the determination and formulation of objectives.
2. Program preparation. At this stage, the evaluation focuses on the content or substance in the program, ways, methods, and mechanisms for achieving program objectives.
3. Program implementation. At this stage, it is focused on knowing the extent to which the difference between the results achieved with the objectives has been determined.
4. Results of program achievements. At this stage, it is focused on interpreting existing findings and providing reports to policy maker. The policy can be in the form of a program revision or continuation of the activity program.

There are five stages of implementation of the gap evaluation model, which are: design, installation, process, product and the comparison stage with other programs. The explanation of the five stages is described as follows [15]:

1. Design. The first stage of the gap model is the design stage. Activities at this stage are focused on providing program inputs including (1) program objectives, (2) personnel, staff, and other resources that should be provided before the program objectives can be realized, and (3) performance appraisal activities to support the achievement of these objectives.
2. Installation. The second stage of the gap model is the involvement of an effort to see if a program installed is in accordance with the installation plan. Program design built in stage I represents the standards (S) and program performance (P) compared (C) to detect the presence or absence of gaps (D). There are four choices that can be taken for decision makers, namely: terminated, processed, adjusted performance, or adjusted standards.
3. Process. In the third stage of the gap model, evaluators study the question "whether goals or standards can be achieved". Normally the gap model paradigm is to use a comparison between standards and performance with information on the results of the gaps that guide decision makers.

4. Product. The fourth stage of the gap model focuses on the question "does the program have reached the final goal?" The standard (goal) aimed at during stage I is clarified with the performance of the final program to detect gaps. This stage involves activities that can be compared with the final stages of the CIPP model.

5. Comparison Program. The final stage of the gap model is a comparison of programs focused on cost-benefit analysis. At this stage, decision makers are responsible for providing information to the audience about the benefits of the program.

Table 1. Stage of Discrepancy Evaluation.

Stage	Performance	Standard
I	Design of the Program (Dimension of input, process, dan output)	Design Criteria
II	Program Implementation	Design of Program (Input and Process Dimension)
III	Temporary Result of the Program	Design of Program (Process and Result Dimension)
IV	Final Result of the Program	Design of Program (Output Dimension)
V	Benefit of the Program	Benefit for other programs which have the same product

There are 5 (five) evaluation stages in DEM: program design (Stage I), program installation (Stage II), program process (Stage III), program products (Stage IV) and cost-benefit analysis (Stage V). In Stage I, information about program design is collected which later turn into program standards. There are three main criteria for the program in Stage I which consist of input, process, and output. The first comparison between program performance and program standards occurs. Stage II is known as program input.

In evaluating the program using the Discrepancy evaluation model, firstly needed to collect data through interviews, observations and documentation which are validated through Focus Group Discussion (FGD) activities and cover 5 aspects, namely; 1). Design aspects. 2). Installation aspects consist of Organization, Source of Capital, Program, Profit Management, Accounting and Financial Accountability, 3) Process aspects, 4) Result aspects 5), Aspects of Benefits Analysis [17] [4].

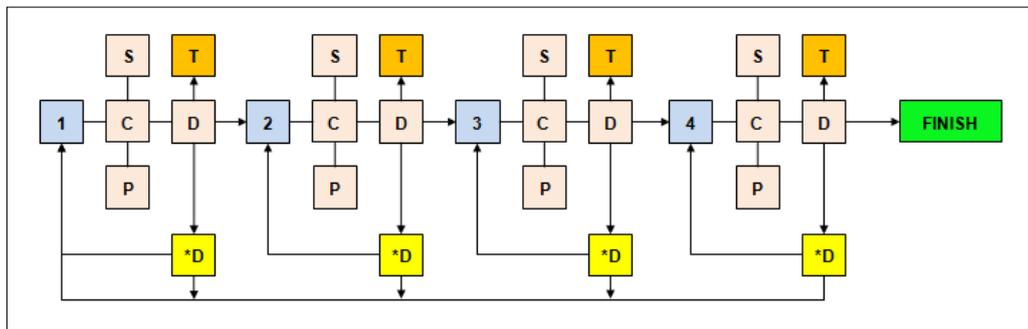


Figure 2. Stages in DEM Evaluation Process.

Table 2. Steps of DEM Evaluation.

Evaluation Stage	Comparison	Discrepancy
1. Design Evaluation	S= Standard	T= Termination of Program
2. Installation Evaluation	P= Performance	
3. Process Evaluation	C= Comparison of S and P	*D= Program Improvement or Standard Change
4. Effect Evaluation	D= Discrepancy	
5. Cost and Benefit		

Source: [6]; [8]; [4]

In this research, DEM method was used to identification of policy evaluation criteria. AHP method was used to give weight in criteria and determination of recommendation for policy decisions.

F. AHP Method.

AHP describes complex multi-factor or multi-criteria problems into a hierarchy. According to Saaty, hierarchy is defined as a representation of a complex problem in a multi-level structure, where the first level is a

goal, followed by factor levels, criteria, sub-criteria and so on down to the last level of alternatives with a hierarchy of complex problems can be described in groups which are then arranged into a hierarchy as the problem will appear to be more systematically structured. One of the main advantages of the AHP that distinguishes it from other models of decision making is that there is no absolute consistency requirement.

Thus, the existing problems can be known and observed, but the completeness of numerical data does not support to model problems quantitatively [18].

There are 7 pillars which are used and must be considered in AHP model [19], such as:

1. Ratio scale is the ratio of two values (a/b) where the values of a and b are of the same type (units). The ratio scale is a set of ratios which are consistent with the same transformation (multiplication with positive constants). A set of values (in the same unit) can be standardized by normalization so that units are no longer needed and these objects can be more easily distinguished from each other.
2. Pairwise comparison. Pairwise comparison is conducted to give relative weights between criteria and/or alternatives, so that priority
3. will be obtained from the criteria and/or alternatives. There are three approaches to sort alternatives or criteria, namely relative, absolute, and benchmarking. The approach is used for critical general criteria. Absolute approach is used at the lower level of the hierarchy where there is usually a detailed description that can be quantified from each criterion. In the guesswork approach, alternatives are compared with known reference alternatives, then the alternatives are sorted according to the results of the comparison.
4. Conditions for sensitivity of eigenvectors. The sensitivity of the eigenvectors to criteria changes limits the number of elements in each set of comparisons. This

requires the homogeneity of the elements related. Change must be by choosing a small element as a unit and asking how much it affects the larger element.

5. Homogeneity and clustering. Clustering is used if the difference between elements is more than one degree, to slowly expand the fundamental scale, which in turn enlarges the scale from 1 to 9 to infinity. This is especially true for relative measurements.
6. Synthesis. Synthesis is applied to the ratio scale to create a unidimensional scale to represent the overall output, using additional weighting.
7. Maintain and reverse the weighting sequence and the order in the hierarchy is influenced by the addition or change of criteria or alternatives. Often a sequence reversal phenomenon occurs, especially in relative measurements. Reversal of sequences is intrinsic to decision making as well as the condition of maintaining sequence.
8. Group consideration. Group consideration must be carefully and mathematically integrated. With AHP, it is possible to consider the experience, knowledge and strength of the individuals involved. Instinctively, humans can estimate simple quantities through their senses. The easiest process is to compare two things with the accuracy of comparisons that can be justified. For this reason, Saaty (2006) set quantitative scales 1 to 9 to assess the comparison of the importance of another element. The comparison scale can be explained as follows:

Table 3. AHP Assessment Scale.

Priority Scale	Definition	Explanation
1	Equally important	Two activities contribute equally strong to the objective
3	Little more important	An activity is a little more important than the other.
5	Important	Activity is more important than the other.
7	Very important	Activity is far more important than the other.
9	Significantly important	An activity is significantly important than the other.
2, 4, 6, 8	Middle value	
Reciprocal	Defining the domination of two alternatives compared to the first alternative.	

In AHP method, there are several steps as follows:

1. Defining the problem and determine the expected solution.
2. Creating a hierarchical structure which starts with the main goal.
3. Making a paired comparison matrix which describes the relative contribution or influence of each element of the goal or criteria that are above it.
4. Defining pairwise comparison, so that the total number of judgments is $n \times [(n-1)/2]$, with n being the number of elements compared. The results of the comparison of each element will be a number from 1 to 9 which shows a comparison of the importance of an element.
5. Calculating eigenvalues and testing their consistency. If it is not consistent, the data retrieval is repeated.
6. Repeating steps 3,4 and 5 for all levels of the hierarchy.
7. Calculating the eigenvector of each paired comparison matrix which is the weight of each element for prioritizing elements at the lowest hierarchy level until it reaches the goal.
8. Checking the hierarchy consistency. This stage measured in AHP is the consistency ratio by

looking at the consistency index. The expected consistency is near perfect so as to produce a near valid decision. The consistency ratio is expected to be less than or equal to 10%.

In this research, AHP method was used to give assessment weight in criteria of policy evaluation. Next, AHP model was also carried out in determining decision making for the recommendation of policy evaluation results.

Method/research Design

Setting of the research defined the location and time of research where and when the researcher evaluated the policy of performance appraisal for TNI headquarter staff as the implementation of Decree of TNI Commander KEP/1081/XII/2015 December 21, 2015. The TNI Main Command Forces (*Kotama*) includes: TNI Commander-in-Chief's logistic staff, TNI Supply Agency, TNI Supply Unit. Every main command force which involves in logistic distribution and was chosen as evaluation subject was limited to 1-4 people, with purposive sampling based on the needs. Those chosen as research subject were closely related to logistic directly.



Table 4. Expert Judgement.

No	Informant	Total	Informant Code (I)
1	TNI Commander-in-Chief Expert Staff	1	I.01
2	TNI Chief of Logistics Staff Division	1	I.02
3	Former Head of TNI Supply Agency	1	I.03
4	Head of TNI Supply Agency	1	I.04

F. Goal

The decision-making process about the continuity of the performance appraisal policy program was carried out by Analytical Hierarchy Process (AHP) method. Data collection was done by conducting a survey to 4 (four) experts who had been chosen.

There was four alternatives of performance appraisal programs continuity, namely 1) terminated policy program (H-I); 2) revised policy program (H-II); 3) continued policy program (H-III); 4) disseminated policy programs (H-IV).

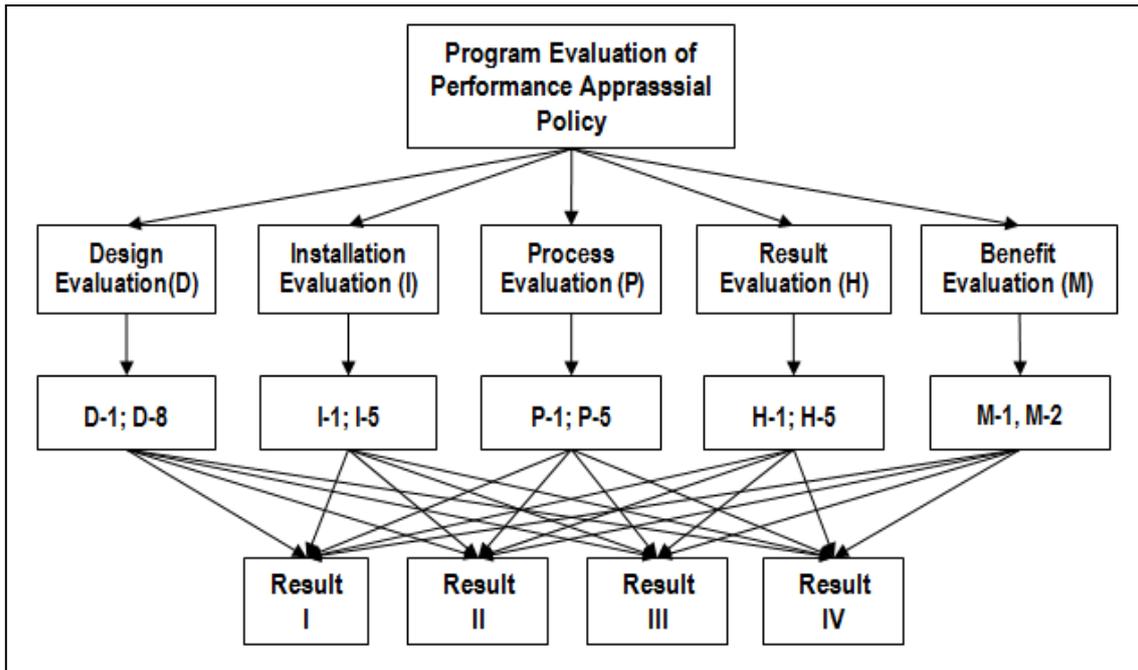


Figure 3. Hierarchy Structure of Personnel Appraisal Policy.

Table 5. Evaluation Criteria of TNI Performance Assessment Policy.

No	Component of Evaluation	Criteria	Reference
1	Design	<ul style="list-style-type: none"> • Objective • Basic Policy and Legal Basis • Involved human resources • Time • Scope • Resources • Finance 	<ul style="list-style-type: none"> • [6] • [10] • [20] • [8] • [3]
2	Installation	<ul style="list-style-type: none"> • Infrastructure • Instrument • Method of assessment • Agenda-making • Guideline, procedure, policy 	<ul style="list-style-type: none"> • [10] • [21] • [20] • [8] • [6] • [4] • [3]

3	Process	<ul style="list-style-type: none"> • Total of face-to-face meeting • Assessment process • Technology • Phase or process • Implemented assessment • Activities of the program 	<ul style="list-style-type: none"> • [10] • [21] • [20] • [8] • [6] • [5]
4	Result	<ul style="list-style-type: none"> • Implementation of the policy/program • Total of achievement • Number of participants • Satisfaction of the stakeholders 	<ul style="list-style-type: none"> • [10] • [22] • [20] • [8] • [6] • [3]
5	Analysis of the benefit (Outcome)	<ul style="list-style-type: none"> • Policy Impact • Continuation of the policy 	<ul style="list-style-type: none"> • [22] • [10] • [20] • [8] • [6] • [3]

III. RESULT AND DISCUSSION

The process of decision making about the continuity of performance appraisal policy program was

using Analytical Hierarchy Process (AHP) method. Data collection was done through survey to 4 (four) experts who had been chosen.

Table 6. Result Value of Weighting Criteria.

Criteria	Sub Criteria	Weight	
		Local	Total
D 0,1455	D-1	0,2192	0,0319
	D-2	0,2192	0,0319
	D-3	0,0713	0,0104
	D-4	0,0806	0,0117
	D-5	0,1334	0,0194
	D-6	0,0713	0,0104
	D-7	0,0713	0,0104
	D-8	0,1334	0,0194
I 0,1020	I-1	0,3806	0,0388
	I-2	0,1194	0,0122
	I-3	0,1542	0,0157
	I-4	0,2264	0,0231
	I-5	0,1194	0,0122
P 0,2271	P-1	0,1455	0,0330
	P-2	0,1020	0,0232
	P-3	0,2271	0,0516
	P-4	0,1638	0,0372
	P-5	0,3616	0,0821
H 0,1638	H-1	0,1315	0,0215
	H-2	0,0981	0,0161
	H-3	0,2647	0,0433
	H-4	0,1926	0,0315
	H-5	0,3132	0,0513

M 0,3616	M-1 0,5000	0,1808
M-2 0,5000	0,1808	Note : Five main elements which affect the continuation of performance appraisal policy.

Table 7. Result of Main Elements Weighting.

Aspect	Weight
Design	0,1455
Installation	0,1020
Process	0,2271
Result	0,1638
Benefit	0,3616

Based on the weight value of the calculation results in the xx table, it showed that the design aspect (D) had a weight of 0.01455; installation aspect (I) had a weight of 0.102; process aspect (P) had a weight of 0.2271; results

aspect (H) had a weight of 0.1638; and benefit aspect (M) had a weight of 0.3616. Based on the opinion of experts, the most influential aspect in making decision on determining the continuity of policy programs is the benefit aspect (M).

Table 8. Alternative Weight Values for Policy Continuation Decisions.

Aspect	Weight	Rank
H-1	0,1165	4
H-2	0,3732	1
H-3	0,2644	2
H-4	0,2459	3

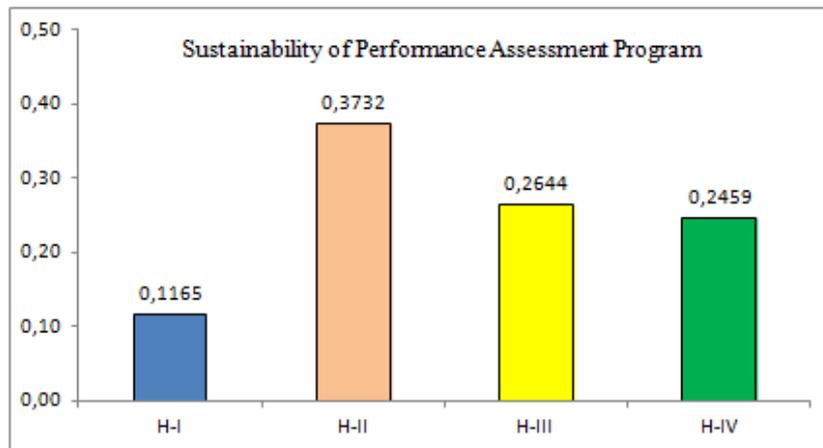


Figure 4. Graph Value of Policy Continuation Decisions.

Based on calculation with the AHP method in Table 8 and Figure 1, the consistency ratio was 0.036 (smaller than 0.1), so that the overall hierarchy model was consistent. The results of weighting criteria according to the level of importance of policy decision making showed that the terminated performance appraisal policy aspect (H-I) obtained a weight of 0.01165; the revised performance appraisal policy aspect (H-II) obtained weight of 0.3732; the continued performance appraisal policy aspect (H-III) obtained a weight of 0.2644; and disseminated performance appraisal policy aspect (H-IV) obtained a weight of 0.2459.

Based on the experts' opinion, the policy of performance appraisal program for TNI logistics officers needed to be revised or reviewed. Based on the results of the evaluation analysis, there were several sub-aspects of the

criteria which needed to be revised. This certainly became TNI logistics officers. Given the importance of the policy program, a revised team of policy programs will be needed to accelerate the subsequent development process. Therefore, it can be reused as an instrument in identifying the capabilities of TNI logistics officers.

IV. CONCLUSION

Based on the experts' judgement, the policy of performance appraisal program for TNI logistics officers needed to be revised or reviewed. Based on the results of the evaluation analysis, there were several sub-aspects of the criteria which needed to be revised.



TNI as a non-profit organization, has conducted a series of assessments of human resources performance, in this case to the soldiers within the organization. At present, TNI has a basic policy on evaluating the performance of individual soldiers as stated in the Decree of TNI Commander Number KEP/1081/XII/2015 on December 21, 2015 concerning Technical Guidelines for Individual Performance Appraisal. Based on the weight value of the calculation results, it showed that the design aspect (D) had a weight of 0.01455; installation aspect (I) had a weight of 0.102; process aspect (P) had a weight of 0.2271; results aspect (H) had a weight of 0.1638; and benefit aspect (M) had a weight of 0.3616. Based on the opinion of experts, the most influential aspect in making decision on determining the continuity of policy programs is the benefit aspect (M).

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