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An Evaluation Research Model for the Special Forces Qualification Education Program at the Paskhas Education and Training Center, Sulaiman Airbase, Bandung, Indonesia

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Abstract:
The overall goal of this reasearch is to evaluate the relevance, effectiveness, and efficiency, of the Special Force Qualification Education and Training program or Commando Training (Program Dikkualsus Komando) held by Paskhas Education and Training Center. Paskhas is the Special Air Operation Command of the Indonesian Air Force, responsible for developing capability to conduct conventional and unconventional warfare.
This research uses the Program Evaluation Model, introduced by Daniel Stufflebeam and known as the CIPP Model, which contains 4 components: Context, Input, Process, and Product. The locus of the research is in Education and Training Center of Paskhas in Bandung, however, the informans are taken purposively from Airforce HQ, A/F Curriculum Center, and Paskhas entities ranging from the Paskhas Command Center, Operational Wings, Battalions, and Detachments.
The data collection uses techniques of semi-structured interviews, documentation, and observation. The data analysis process is conducted by comparing the formulated criteria with the data collected. The result is displayed on a table score in each componen of CIPP. The scoring system uses 4, 3, 2, 1 grading system which describes the quality level of excellent, sufficient, insufficient, and poor.
Having lower scores of 2 and 3 in some aspects of all components, the research concludes that the Paskhas Commando Training Program can be continued with some improvement on those aspects having lower scores. To improve the program , the research also provides two action-plan models which should be executed consecutively: short term planning followed by medium term planning.

Keywords: Evaluation, program evaluation, commando training program, conventional and unconventional warfare

1. Introduction

1.1. Background

The threat development in national security always relate with the development in science and technology. The technology causes information moves very fast to the entire globe in real time. The thraets being the priority of the Indonesian government in next 5 years is unconventional threats, include terorism, separatism, and radicalism. This doesnot indicate that the potential conventional threats like open armed conflicts among states have come to end. Therefore government consistantly procure the weapon system for Indonesian armed forces like fighting aircrafts, radars, missiles, warships, and the like.

The Indonesian Airforce special force qualification education program (Dikkualsus Komando) under the command of special force center (Korpaskhas or Paskhas), is one of special training programs in the education and training center of Paskhas (Pusdiklat Paskhas) situated in Sulaiman Airbase, Bandung, West Java. The goal of Dikkualsus Komando is to provide knowledge and skills of special operations using commando technics, tactics and procedures. The outcome of the program is expected to be able to conduct special air operations in conjuction with overcoming the unconvenstional threats that threatening the Republic of Indonesia. The Dikkualsus Komando program is expected to encounter types of security threats such as but not limited to terrorism, separatism, and radicalism.

The Dikkualsus Komando program has been running for decades at Pusdiklat Paskhas, starting from the beginning time during the war for independence, the era of separatism and terorrism and still continue up to the present time. The threats might be coming from inside, outside or combination of the two supported by state or nonstate actors. At that time the weapon system owned by the state of Indonesia were very limited in quantity and quality, therefore the unconventional tactics, technics and procedures were presumed to be the most viable to leverage the shortage of weapon system. The problem raised therefore is the existing Dikkualsus Komando program still valid with the changing of the unconventional threats benefitting from the development of science and technology?

For that reason, the Dikkualsus Komando program needs to be evaluated thoroughly to meet the threats. As the matter of fact, there are many types of evaluation models, thus, the research has to select the right model that is most likely suitable to evaluate the military education and training program.

1.2. Focus of Research

Based on the above background, the main focus in this reasearch is the effectiveness of the Dikkualsus Komando program in Pusdiklat Paskhas, and the subfocuses to evaluate are:

- The Need Assessment, Mission&Vision, Goal, Objectives, legal bases, the relevance of the program with the government defence and security policy.
- The Planning and preparation program which include the the recruitment and selection procedures, educational leadership, curriculum, working procedures or SOP, organizational structures, human resource support, budget, facilities, monitoring and controlling, and coordination mechanism.
- The execution of the program which includes the implementation of the planning pertinent to the students and trainers selection mechanism, coordination plan, work readiness, emergency procedures, the implementation of teaching process, the execution of monitoring and controling, and the teaching quality assesment.
- The Output and outcomes of the program. This indicates the result and the merits of the Dikkualsus Komando program in term of the students' performance, the users' satisfaction, to meet with national security as determined by the government.

1.3. Research Questions

Based on the above focus, the research questions are as follow:

- How is the process to determine the needs, Vision & Mission, goal, objectives, dan legal bases of the program?
- How is the plan and preparation of the program includes educational management and leadership, curriculum, work procedures, organizational structures, human resource, budgeting, facility supports, monitoring and controlling, and coordination mechanisms?
- How is the execution process of the program includes the recruitment and selection of students and trainers, conducting coordinations, work readiness, emergency anticipation policy, the execution of teaching process, the implementation of monitoring and controlling, and the assessment of the program result on the ex-students, and trainers.
- How is the output and the outcome of the program?
- How is the relevance of the capability resulted by the program related with the current threats to the national insecurity?

2. Theoritical Frameworks

2.1. The Concept of Evaluation

Joint Committee 1994 in Stufflebeam dan Coryn (2014: p.8) state that :

The systematic assessment or the worth or merit of an object...evaluation was commonly associated with assessing achievement against clearly defined objectives, or (in schools and universities) conducting norms-reference testing, or (in such fields as agriculture and experimental psychology) conducting controlled experiments.

US Publication in National Science Foundation (US NSF-02-057 2002, P. 3-4) writes : "Evaluation provides information to help improve the project. Information on whether goals are being met and on how different aspects of a project are working are essential to a continuous improvement process. In addition, and equally important, evaluation frequently provides new insights or new information that was not anticipated... second, evaluation provides information for communicating to a variety of stakeholders. It allows projects to better tell their story and prove their worth. It also gives managers the data they need to report "up the line," to inform senior decisionmakers about the outcomes of their investments."

Mary Thorpe in Ellington, H, Percival, F, and Race (1993:6) claims that:

"Evaluation is the collection of, analysis and interpretation of information about any aspect of a programme of education or training as part of a recognised process of judging its effectiveness, its efficiency and any other outcomes it may have." Naomi Goldstein (2010:1) also says that Without an evaluation, you are providing services with little or no evidence that they actually work!"

2.2. The Concept of Program

Jhon M. Owen (2006:11-12) writes that:

" In practice, criteria for judging the worth of whom a program could be drawn from: the program objectives, the need of program clients, those for whom the program is intended; the objective of a policy within which the program is nested; the preferences of one more stakeholder groups; or efficiency measures, such as return on investment." Kathryn e. Newcomer (hatry and wholey 2015: 7) also states that program is set of resources and activities directed toward one or more common goals, typically under the direction of single manager or management team.

2.3. The Concept of Program Evaluation

Kathryn E Newcomer (2010:5-6) writes that: Program evaluation is the application of systematic methods to address questions about program operation's results. It may include ongoing monitoring of a program as well as one-shot studies of program process or program impact".

Renata Phelps (2011:3) summarizes that:

"There are three very good reasons for program evaluation, namely: Capacity Building (to build individual and organizational skills and abilities); Accountabilitiy (to document outcomes and impacts of programs primarily for external stakeholders); Program Improvement (to enhance delivery and effectiveness of the program)."

2.4. Program Evaluation Models

2.4.1. Kirkpatrick's Four Levels Model

Helena P. Lipka writes that Kirkpatrick's 4-level evaluation model, of evaluation are: "reactions, learning, transfer and results. According to this model, evaluation should always begin with reactions (level 1), and move sequentially through learning (level 2), transfer (level 3), and results (level 4)."

2.4.2. Kaufman's Five Levels Model

Kaufman (1991:14, 47–48). tersebut adalah sebagai berikut:

- level 1:Input (Resources and processes)
- level 2:Acquisition/Mastery and Competence (Micro)
- level 3:Application (Micro)
- level 4:Contribution or Payoff (Macro)
- level 5:Societal responsiveness (Mega)

2.4.3. Michel Scriven's Goal Free Model

Youker in the Jurnal The Foundation Review: Vol. 5 Article 7. (2014) writes:

Goal-free evaluation (GFE) is any evaluation in which the evaluator conducts the evaluation without particular knowledge of or reference to stated or predetermined goals and objectives… the official or stated program goals and objectives are withheld or screened from the evaluator."

2.4.4. Model Evaluasi CSE-UCLA

Fernandes in Arikunto (2004) sets up CSE-UCLA into 4 phases i.e (1) needs assessment, (2) program planning, (3) formative evaluation, dan (4) summative evaluation.

2.5. Countenance Evaluation Model

Originally this Model was developped by Robert Stake but Fernandes in Arikunto (2004), and Tayibnapis (2008: 21) observe that Stake's model focuses on two aspects i.e. (1) *description*, and (2) *judgments*. Later Stake writes 3 phases in program evaluation namely (1*) antecedents*, (2) *transaction*, dan (3) *output/outcomes*.

2.6. Evaluasi CIPP Model

Stufflebeam (2014:310) explains that program evaluation:

"is based on learning by doing—that is, an on-going effort to identify and correct mistakes made in evaluation practice, to invent and test needed new procedures, and to retain and incorporate especially effective practices. CIPP is derived from initial letters of Context, Input, Process, dan Product."

Context covers Goal formulation, need and problem identification, perumusan tujuan, identifikasi kebutuhan, discovering strength and opportunity. Input, CIPP covers the plan for managing the resorurces, and implementation plan. Process, includes monitoring, documentation, assumption and budget utility. Product concerns with the sustainability, modification, or discontinuity of a program. The activities in this phase is assessment of the output and outcomes or impact of the program in short term, mid term, and long term. In short the overall coverage of CIPP is the whole system which means implementing the system approach in program evaluation. Therefore, this research evaluation uses the CIPP model. Below is the visualization of interconnection among components in CIPP Model.

Core values tersebut yang mendasari untuk dilaksanakan suatu evaluasi. Core values dalam penelitian ini adalah Hakikat Pendidikan Pasukan Khusus atau pasukan komando. Lingkungan sekitar core values tersebut terbagi dalam 4 bidang terdiri dari Tujuan, Rencana, Kegiatan, dan Hasil. Keempat bidang tersebut yang akan dievaluasi melalui Contect, Input, Process, dan Product. Panah berujung dua diartikan sebagai hubungan timbal balik antara fokus dan komponen evaluasi.
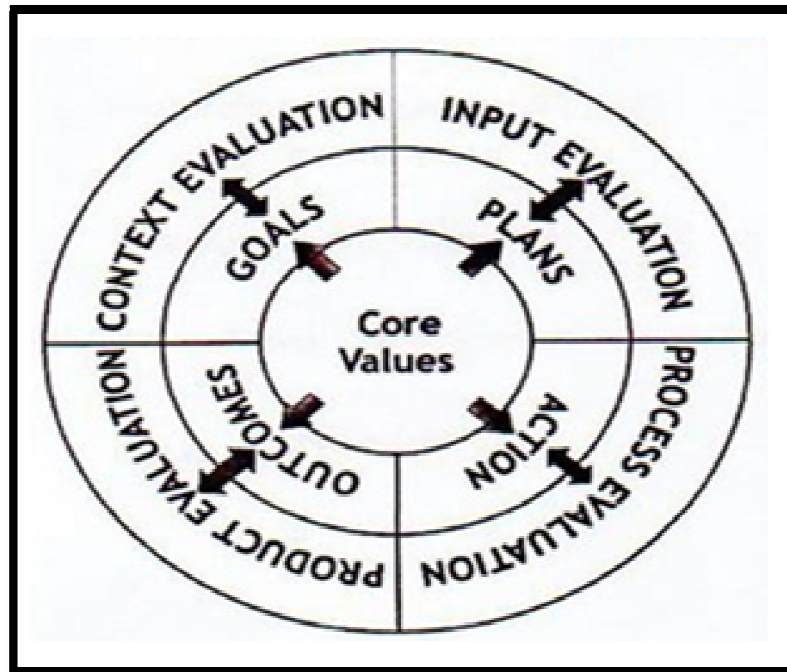

Figure 1

2.6.1. Special Operation Coverage

Linda Robinson (2013) describes that the special operation covers the following:

- Saizure of Assets (Penyelamatan Assets)
- Assasinations (Pembunuhan)
- Distructions/Sabotage (Penghancuran/Sabotase)
- Rescue (Penyelamatan)
- Barricade/Hostage (Penyanderaan)
- Kidnapping (Penculikan)
- Terrorism (Teror)
- Coup (Kudeta)

Bruce Hoffman (1985:19) outlines that special operation includes at least 12 types of mission:

"counterinsurgency, counterterrorism, counterproliferation of weapons of mass destruction, foreign internal defense, security force assistance, unconventional warfare, direct action, special reconnaissance, information operations, military information support operations, and civil affairs operations."
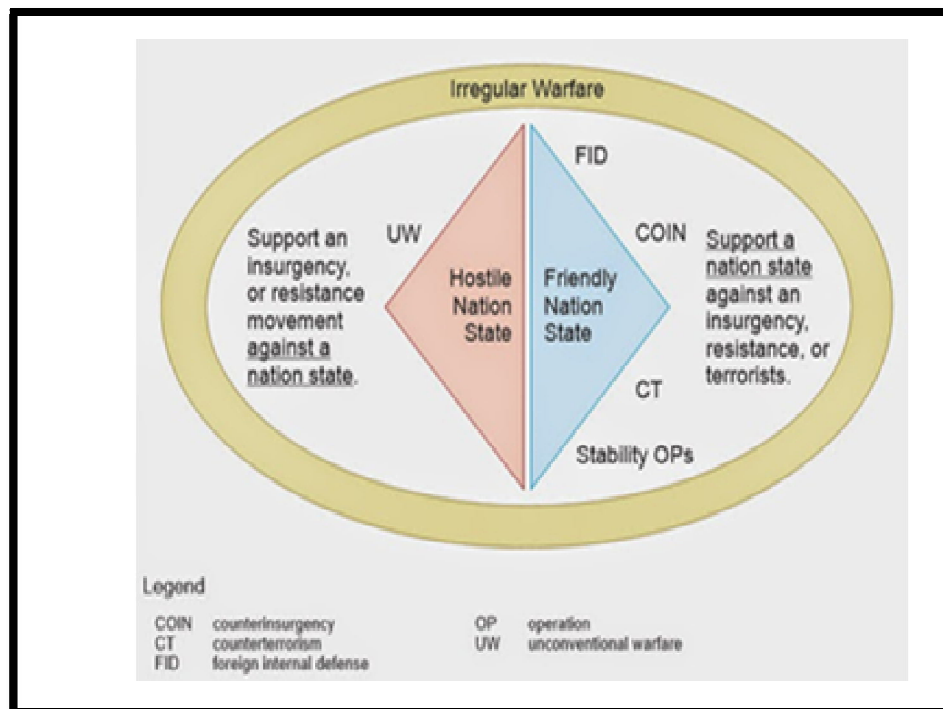
Figure 2

2.6.2. SOF Organization

Sites of goarmy describes that: "Special Forces Soldiers rely on stealth to complete their missions. Special Forces teams are generally organized into small, versatile groups. contains 12 team members, each with his own specialty: Weapons Sergeants, Communications Sergeants, Medical Sergeants and Engineering Sergeants. A Commander, Assistant Commander (Warrant Officer), Operations/Intelligence Sergeant and Non-Commissioned Officer in Charge (NCOIC) complete the team. These teams can change according to the type of mission."

2.6.3. Selection Process and Prerequisites

Indonesian Army SOF or Kopassus only admits the candidates for Commando qualification course that have assessment scores above everage. The candidates are screened from all devisions within the Army. The hight should be between 168-170 cm. The selection covers the fields of health, physical fitness, psychologics, and body posture. The selected candidates are called to join program named Pra-Latko (Introduction to Commando training) before starting the the core program of Commando. In Batujajar. The Commando training consists of three phases i.e. basic phase, tahap jungle and montaineous phase, and swamp, river and sea phase.

Robert Pleban (1988:1) writes "Basic qualifications for all SF Military Occupational Specialties (MOS) requires that the SF soldier possess above average mental and physical abilities in addition to being proficient across a wide range of military skills. candidates must possess effective oral communication skills, analytical ability, ability to recall detailed instructions, number facility, and a high degree of emotional stability to facilitate quick thought and action in rapidly changing situations involving personal hazard. Physically, the SF candidate must possess the stamina, agility, and endurance for the performance of strenuous tasks for prolonged periods of time. Also knowledge about chemical and other contaminants, principles of first aid and field sanitation, map and aerial photo reading, land navigation, airborne operations, and infiltration/exfiltration techniques and procedures, finally, all candidates must be airborne qualifie)."

2.6.4. The Fundamental of Commando Training (Dikkualsus Komando)

The Command training of Paskhas known as Dikkualsus Komando program basically is a program to train the Air Force soldiers in order to be qualified for special operation cross geographic platforms, air, land and sea. However since the air mobilty is the fastest and having specific characteristics the Paskhas Commando training should aquire more capabilities associated with air operations and Air Force area of responsibility. sehingga hasil lulusannya adalah para prajurit yang berpredikat prajurit Komando. Therefore the graduates of this program labelled as Commandos or Special Force. The Curriculum of Commando program, according to the Air Force Chief of Staff regulation No.Kep/673/IX/2014, the goal of program is to enable particiapants to accomplish special operations.

2.7. Related Researches
- Disertasi Abel Jacobus Esterhuyse, berjudul Professional Military Education In The South African National Defence Force (SANDF): The Role Of The Military Academy, pada Universitas Stellenbosch, South Africa , 2007. The research found that program evaluation is essential for the officers to modernize the army.
- William H. McRaven from NPS Monterey, California (1983). The research develops a theory that explains why special operations succeed. The theory is important because successful special operations defy conventional wisdom. Special operations forces are usually numerically inferior to the enemy and generally these forces are attacking strategic positions. In essence, special operation forces gain advantage when they have a simple plan, carefully concealed, realistically rehearsed and executed with surprise, speed and purposive.
- Research by Robert J. Pleban, Thomas J. Thompson, et.al dari U.S. Army Research Institute/ARI (1988) the research choose the topic of Selection and Assessment of Special Forces Interim Report Qualification Course Candidates. The U.S. Army Research Institute-Fort Benning Field Unit (ARI-Benning) was tasked by the John F. Kennedy Special Warfare Center (JFKSWC) to provide a preliminary assessment of current screening procedures and recomendations for implementing a camprehensive selection program for screening candidates for entry into the SFQC (Special Forces Qualification Courses. The research founds that factors contribute to the failure of candidates are caused by two factors i.e. land navigation and lack of knowledge about the final goal of the special force training program. Another factor also contributes significantly is the failure of psycho test which was assumed failed in identifying the talents and capacity of the candidates for special force qualification course.
- a Research by Daniel G. Burwell (1999) entitled Special Force Assessment and Selection Program for Force XXI, Eastern Michigan University, Ypsilanti, Michigan. The research question being: is the Army using the right tools to recruit, assess, and select the special force soldier to meet the future need of Force XXI? The research found that it is necessary that the selection of Special Forces should embody the Army value system and live the Army ethic. Also, a re-engineering of the Special Forces Assessment and Selection board and evaluation process is necessary to grow the quality needed for Force XXI.

3. Research Methodology

3.1. The Purpose of Research

The goal. The overall purpose of the research is to assess the relevance, effectiveness, and efficiencies of the the program.

The objectives.
- To evaluate the need assessment formulation process, goal formulation, objectives, mission and vission, and legal bases of the program.
- To evaluate the management and leadership, curriculum, work procedures, organization structures, resources availability, monitoring and controlling mechanism, coordination procedures with the users.
- To evaluate the selection procedures, program execution, implementation of monitoring, controlling and coordination.
- To evaluate the output and the outcome of the program in relation with the security threats respons based on the government policy.

3.2. Place and Time of the Research
- Places: Air Force HQ in Jakarta, and 5 dislocations of Paskhas in Indonesia, namely: Paskhas Command Center in Bandung (Makorpaskhas), Pusdiklat Paskhas in Bandung, Wing Paskhas No.I in Jakarta, Wing Paskhas No.II in Makassar, dan Wing Paskhas No. III in Medan.
- Time. The research was conducted for 6 months, from Juni-November 2017.

3.3. Reasearch Metodology and Data Collecting Instrument

The type of research is a program evaluation and the model used is CIPP by Stufflebeam. The components of CIPP are Context, Input, Process, and Product. The name of program to be evaluated is Dikkualsus Komando Paskhas. Before collecting data, the first step is to determine the criteria of the components respectively. The social setting of the research is the Airforce Organization in general, Paskhas Command center, operational wings of Paskhas, Pusdiklat Paskhas being the main locus of the program. The informans of the research is determined by purposive technique, therefore they are selected from Airforce HQ (Operation Assistent, Head of Curriculum center), Paskhas Command center (Vice Commander, head of Inspectorate), Pusdiklat Paskhas (the Commander, head of the Land Battle school), Wings Paskhas and subordinates (Commanding Officer of Wing No.I Paskhas, Vice Commander, Batallion Commanders, and Detachments Commanders), the Commander of Bravo'90/anti terror unit (The Vice Commander). Data collecting techniques use the semi structured interview as the main instrument, documentation, and observation as the complementary. The assessment of four components uses the grading system starting from 4-3-2-1 (Excellent, Sufficient, Insufficient, and Poor) The visualization of the CIPP model design is shown below:
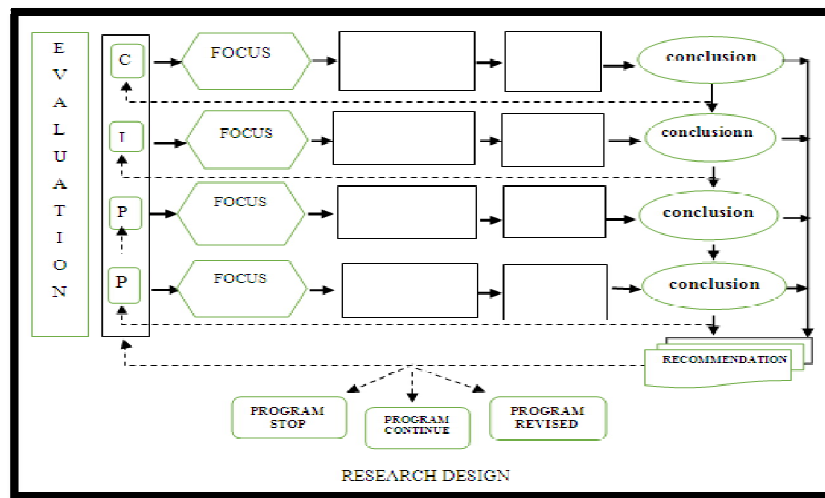
Figure 3

3.4. The Program Evaluation Scoring System

Score Interval	Category	Description of Achievement in Prosentage
4 (3,81- 4,00)	Excellent	The criteria achieved ≥ 87,5% or equal to or more than 21 aspects achieved.
3 (2,81-3,80)	Sufficient	The criteria achieved ≥ 58% ≤ 87% , or between 14-20 aspects achieved.
2 (1,81-2,80)	Insufficient	Aspek evaluasi terpenuhi ≥ 26% ≤ 57%, between 7-13 aspects achieved.
1 (0,00-1,80)	Poor	Kriteria evaluasi terpenuhi ≤ 25%, between 1-6 aspects achieved.

Table 1

4. Result and Analysis

4.1. Context Component
The Context Ccmponent consists of 5 aspects i.e. need assessment, vision and mission, goal, objectives, and legal bases.

4.1.1. Need Assessment
The criteria for this aspect is the program relevant with the actual threat to the state security (separatism, terrorism, radicalism). Dikkualsus komando program meets with the actual threats mentioned because the threats are nontraditional thus need unconventional tactics technics and procedures (TTPs). The Dikkualsus Komando program provides the TTPs. The need assessment aspect in this research gets the score 4 means Excellent.

4.2. Vision and Mission
The criteria of Vision are future oriented, precise, clear, focus, realistic, interesting, and memorizable. The criteria of Mission are the product or services, targets, competitive quality, and valuable in the future. The vision of Paskhas is to become professional military, uphold morale values, and national outlook. Being professional means well-educated, well-trained, well-equipped, and effective-efficience oriented. Being moralized means good attitude, good actions, and good utterances. Being national outlook means having knowledges in many aspects and fulfilling the job in accordance with national interests. The Mission of Paskhas are conducting the military operations especially dealing with the Air force Mission. To implement the mission, Paskhas has to preserve the strength, capabilities, and mission readiness, which include human resource, facilities and weapon system, forward air bases, to air base control, combat management, and combat SAR, includ conducting operation under the policy of Commander in Chief of Indonesian military.

Seeing the correlation between vision and mission above, it is clear that not all aspects in vision are put in the mission formulation. All the above tasks only deal with the element of professionalism, while aspect of moral values and nationalism are not yet written. Therefore the score for this aspect is 2 meaning insufficient.

4.3. The Goal
The criteria for formulating the goal uses a theory with acroname SMART (Specific, Measurable, Achievable, Realistic, and Time-bound). The goal formulation in Dikkualsus Komando program is written as "to be able to conduct special

operation". This formulation does not indicate the specific type of special operations suitable with the Airforce Mission. Also this wide statement will cause problem in designing the teaching materials for the Commando training. By that reason, this aspect gets the score 2 means insufficient.

4.4. The Objectives
The criteria for formulating the objective is to possess academic, personality, physical fitness, relevant to special force standards. According to the annual report made by Pusdiklat Paskhas the test results are always satisfactorily. Nevertherless, since the goal formulation is not made properly, it causes the objective formulation also bias. By that reason the evaluation on this aspect is scored 3, means only sufficient.

4.5. The Legal Bases
The criteria used to assess the legal bases should be relevant with the Comanndo training as a training for conducting unconventional warfare. The existing legal bases used in the program only those derived from Air Force authorities which do not show the priority of the threats. The threat prioritization only exists in the documents produced by the Ministry of Defence known as the Defence White papers and the state Law for defence. Due to the absence of the two documents as the legal bases in the program, this aspect only get score 2 or insufficient.

4.6. Input Component
Input component consists of 10 aspects i.e. Educational Leadership, Program Plan of Action, Curriculum, Working Procedures, Organization structure, Human Resources, Eqipment and facility, Budget support, Monitoring and Controlling Procedures, and Coordination Mechanism.

4.6.1. Educational Leadership
The criteria to assess leadership in Pusdiklat is visionary thinking and ability to influnce, to motivate, co coordinate, and involve people in decision making to achive the instructional goal. The Pusdiklat commander made decision to swap the order between Commando training program and advance shooting course, was a strategic decision to help the students success in commando training. The students had completed three program before joining the commando training course, namely basic military training, Paskhas Corps education program, and static-line training course. Then they join Commando training course, and Advance shooting course. The first three courses are sufficiently energy consuming, if the students contnue for another 5 months to the commando training cource they would be extremely exhausted and that is very dangerous in commando training program. Meanwhile the advance shooting course is more relax, therefore the students would have cooling down time in the entire course. The Pusdiklat Commander swap the order, so the commando training is put after the Advance Shooting Course. This the obvious strategy in an obvious educational management and leadership. Therefore the score in this aspect is 4 to denotes the excellence.

4.6.2. Program Plan of Action
The criteria used to evaluate this aspect is to include all the education components, goal and objectives, competences, phases, and time alocated. Unfortunately, the description of knowledges and skills derived from the previous trainings of the students were not written in the plan as an entry poin to start the program. The entry point known as the entry behaviors is very important to decide the teaching materials and being the standard criteria for the learning achievement. The absence of the entry behaviors in the program planning would effect the validity of the product of the problem as a whole. Therefore in this evaluation the aspect of program planning gets score 2 or insufficient.

4.6.3. Curriculum
The criteria used to evaluate this aspect is a curriculum has to cover components of goal, contents, methods, and being coherent with the national defence and security strategy. Basically the Commando curriculum has those components, but since the goal was not made specific and very broad has caused the teaching materials or contents irrelevant to the characteristics of Commando operation. By that reason all the components in the curriculum become bias, and the score given to this aspect is 2 or insufficient.

4.6.4. Working Procedures
The criteria used to evaluate this aspect is the school provides books, SOPs, and Instructions that regulate the people in the workplace. Pusdiklat has those documents very complete and that brings very minor incidence during the teaching learning process. Therefore this aspect gets a score 4 or excellence.

4.6.5. Organization Structure
The organization structure in this research is The criteria flow of supports given by external organizations to Pusdiklat used to evaluate this aspect is the smooth relation among A/F HQ, Paskhas Command Center, Pusdiklat, and operational units

during the process of program execution. Up to present time, the Commando training program has been running smoothly without having significant problem. For this reason the aspect is given a score 4 which indicates **excellence**.

4.6.6. Human Resources

The Human Resources (HR) here refers to the Instructors and trainers in Commando Training Program. The criteria used to evaluate the program is the availability of instructurors and trainers filled with operational and educational experiences. Due to shortage of instructors and trainers meet this criteria, the assessment only gives score 2 to this aspect which indicates insufficiency.

4.6.7. Eqipment and Facility

The criteria used to evaluate this aspect is the availability of the instructional facilities and equipments. Pusdiklat Paskhas has very good supply of facilities and equipment from government like Wind Tunnel, Close Quarter Battle, and other personal equipments. The standard facilities and equipments for commando training in Paskhas have met the operational requierements. The only remark for this aspect is for some equipments are worn out, need replacement or reparation. In general the assessment in this aspect gets score 3.6 but still fall into category excellent.

4.7. Budget Support

The criteria used to assess the budget support is the program continuosly running without any problem with budget support. According to observation and interview, Pusdiklat Paskhas always has full budget support. The presence of modern facilities and equipments at Pusdiklat indicate the comitment from the authorities to support the required budget. Based on this condition, the assessment for this aspects get a score 4 which means excellent.

4.8. Monitoring and Controlling

Monitoring and controlling are used to keep the pace of the program in the right track and to overcome situational problem. The criteria used to assess this aspect is Pusdiklat has mechanism to monitor and control the execution of teaching learning process by external and internal authorities. For internal monitoring and controlling Pusdiklat uses the book called internal affairs regulation (in Bahasa called Peraturan Urusan Dinas Dalam/PUDD). For the external monitoring and controlling upon the program Paskhas uses the inspectorate office in Paskhas command Center together with A/F Inspectorate General Office. This monitoring and controlling process is made 4 times per year. In short the monitoring and controlling has been made very effective by both internal and external authorities. Therefore the assessment in this aspect get score 4, indicating excellency.

4.9. Coordination Mechanism

Coordination mechanism is meant the method used by Pusdiklat Paskhas to do the self-assessment by collecting information from informans such as ex-students, instructor, trainers, and operational units. The criteria, therefore, is Pusdiklat possesses procedures to communicate with those informans. The mechanism usually uses by Pusdiklat for this purpose is questionnaire. The remark in this aspect is that Pusdiklat could not rely on only one mechanism to draw conclusion. It should be more than one mechanism applied in order to get a valid and truthful assessment. The more mechanism the better result achieved. Thefore based on this remark this aspect only gets score 2 or insufficient.

4.10. Process Component

Process component consists of 7 aspects i.e. Recruitment and Selection, Coordination, Work readiness, Emergency preparedness, Program implementation, Implementation of monitoring and controlling, and Production and distribution of Coordination Instrument.

4.10.1. Recruitment and Selection

Recruitment and selection imply for both students and instructors or trainers. The criteria used to assess this aspect is the procedures relevant with the need for special operations. From the research documentation, the remark for this aspect is lack of instructors and trainers having sufficient operational experiences. Commando training needs both theoritical and practical knowledges and skills. Due to this shortage the assessment get score 2 meaning insufficient.

4.10.2. Coordination

This aspect has connection with the previous phase in input componen -organization structure. Therefore The criteria used to assess this aspect is the comitment and communication effectiveness to support program operationalization. Data observation at Pusdiklat Paskhas shows that facilities and equipments are available sufficiently for conducting commando training, thus, the program could take place as expected. Therefore the evaluation score is 4 implying the excellence.

4.10.3. Work Readiness

This aspect covers all educational components, therefore the criteria to assess this aspect is all instructors, trainers, students, facilities, teaching materials, should be ready to operate. As the matter of fact that those components are always ready due to the program has been continuosly operating without having major problem, therefore the assessment gives score 4 to this aspect or excellent.

4.10.4. Emergency

Emergency in this research refers to the preparation of Pusdiklat Paskhas to respond to the situational emergency due to natural factors or unsafe acts or unsafe conditions. The criteria to assess this aspect is the functioning of medical personnels, tools, mode of transportation, and medications. Basically the preparation for emergency is almost perfect, there is only one remark that makes the preparation get lower score. The remark due to certain medical kits in mobile unit still use the other office facility. That condition causes this aspect get score 3 or only sufficient.

4.10.5. Program Implementation

The criteria to assess this aspect is to drive people, to make use of facilities and equipments, to control the use of time allocated and to choose relevant teaching methods. This aspect is basically in harmony with the level of work readiness above but due to the shortage of field-experienced instructors and trainers because of retirement, the program is facing serious problems in term of quality of the program result. This condition cause the assessment on this aspect only reaches score 3 or sufficient.

4.10.6. Implementation of Monitoring and Controlling

The criteria to assess this aspect is whether the authorities implement the activity of monitoring and controlling the execution of the program and make a report in regular bases. The research data show that monitoring and controlling have been conducted through internal mechanism and external mechanism not only toward the Comamando training course but to all courses run by Pusdiklat Paskhas. Therefore the assessment for this aspect get score 4 or excellent.

4.10.7. Production and Distribution of Coordination Instrument

The criteria to assess this aspect is the activity to gain feedback from ex-instructors, trainers, and students. Pusdiklat has done this approach regularly through questionnaire. The data from the questionnaire is used to make decision about the quality of the program. Unfortunately, the decision is based on single instrumen only, without any other additional instruments. Using only one instrument, the decision will not be achieved accurately. Therefore, Pusdiklat Paskhas has to apply more instruments to supplement the questionnaire. At this time, the assessment on the aspect only get score 3 or sufficient.

4.11. Product Component

The Product component according to Daniel Stufflebeam consists of two aspects i.e. aspek Result or output and impact or outcomes.

4.11.1. Output

The criteria to assess this aspect is the quantity of graduates per batch, and the quality of academic achievement. According to research documentation the graduates on batch 2016 and 2017 from the Commando Training program reached more than 85% and the academic achivement of the graduates exceeded the passing grade. The remark for this aspect is since there are problems with the goal formulation, shortage of qualified instructors and trainers, the bias in questionares assumption would likely lead to the bias of summative evaluation result at the end of the program. Because the result of summative evaluation is closely associated with the goal formulation, the assessment only gives a score 2 for this aspect which indicates insufficiency.

4.11.2. Outcomes

The criteria to assess this aspect is the impact of the program to the operational units, to the Air Force, and to the Military Head Quarter in general. The essence of this aspect is the operational performances as the result of achievement during the education process and training system in the operational units. The education background of the individual soldiers should support the mission of the unit where they get posted after completing the education and training at Pusdiklat Paskhas. Lots of finansial and physical supports given by authorities to Pusdiklat Paskhas, appreciation from society in social media indicate the satisfactions upon the job performance of Paskhas in doing its task and responsibility. However, through this research after scrutinizing the program, found that starting from context, input, and process components within the CIPP evaluation model, there were a number of weaknesses that culminated in the product. In short, if all the components in the CIPP contain weaknesses it will result in insufficiency in the product components (output and outcome). Therefore the assessment score for this aspect is 2 indicating insuficiency. Below is the data tabulation of the research result.

Components	No	Aspects (N)	Level	Score (X)	$\overline{X} = \frac{\Sigma X}{n}$	
Context	1	Needs Assessment	Excellent	4	$\overline{x}$	= 13:5 = 2,6
	2	Vision dan Mission	Insufficient	2		
	3	Goal	Insufficient	2		
	4	Objective	Sufficient	3		
	5	Legal Bases	Insufficient	2		
Input	6	Educational Leadership	Excellent	4	$\overline{x}$	= 31,6:10 = 3,2
	7	Program Plan of action	Insufficient	2		
	8	Curriculum	Insufficient	2		
	9	Work Readiness	Excellent	4		
	10	Organization structure	Excellent	4		
	11	Human Resource	Insufficient	2		
	12	Facility and Equipment	Excellent	3,6		
	13	Budget Support	Excellent	4		
	14	Monitoring and Controling	Excellent	4		
	15	Coordination Mechanism	Insufficient	2		
Process	16	Recruitment and Secection	Insufficient	2	$\overline{x}$	= 23 : 7 = 3,3
	17	Coordination	Excellent	4		
	18	Work Readiness	Excellent	4		
	19	Emergency Preparedness	Sufficient	3		
	20	Program Implementation	Sufficient	3		
	21	Implementation of Monitoring and Controlling	Excellent	4		
	22	Production and distribution of coordination Instrument	Sufficient	3		
Product	23	Result (Output)	Insufficient	2	X = 4 : 2 = 2	
	24	Impact (Outcomes).	Insufficient	2		
Σ = $\frac{2,6 + 3,2 + 3,3 + 2}{4}$ = $\frac{11,3}{4}$ = 2,8						

Table 2: The Program Evaluation Result

5. Conclusion, Recommendation, and Action Plan

5.1. Conclusion

Referring to the research questions, result and analyses previously, the research concludes that the program meet with the defence and security Policy but needs revision in some aspects in all four components of CIPP. The total assessment score 2.8 from the ideal score 4 indicates a serious managerial problem. With that score indicates that the Dikkualsus Komando Paskhas program has problems in the relevance, effectiveness, and efficiency, and the problems need a comprehensive managerial solution. Over all assessment is the Dikkualsus Komando Program has low validity in some contents of the program.

5.2. Recommendation

Based on the remarks in some aspects the research offers recommendations in three forms namely Policy recommendation, implementation strategy, and coordination. The recommendation is to be handled by the stakeholders within the Indonesian Airforce organization including A/F HQ especially the Curiculum Center, Education office, Special air Operation command center (Makorpaskhas), and Pusdiklat Paskhas (Paskhas education and training center).

5.2.1. Policy Recommendation
4 out of 5 aspects in the context component of CIPP need revising, starting from Vision and mission, goal formulation, objectives, and legal bases. To revise those aspects, the following stakeholder need to be addressed:

5.2.1.1. Makorpaskhas
Makorpaskhas together with Pusdiklat formulate the Vision and Mission of Pusdiklat, goal, objectives, and legal bases based on the defense and security policy outlined by DoD. The threat prioritization have been clearly described in the white papers and defense doctrine produced by DoD. Nowadays, Pusdiklat and the schools under its structure do not have vision and mission, and the goal of Commando training is so broad.

5.2.1.2. Pusdiklat Paskhas
Pusdiklat guides the formulation of vision of each school based on the mission given. Each organization which has mission it should have vision for itself.

5.2.3. Implementation Strategy
The aim of this implementation strategy is to put the policy above into practice. The strategy includes: curriculum validation, determining the hierarchy of the education in Paskhas, and validating the teaching materials, especially for the Commando Training.

5.2.3.1. Curriculum Validation
The curriculum validation covers goal formulation, determining the objectives or the expected competences and performances, and the selection of teaching materials suitable to empower the special operations within the Air Force Platform. The above aspects of curriculum validation has to be addressed collectively by Labinkur, Pusdiklat, and Makorpaskhas.

5.2.3.2. Constructing the Qualification Courses in Paskhas
Makorpaskhas is the supreme authority that responsible for preserving the strength and capability of Pakhas as a whole. The needs for certain qualification courses which are aligning with the mission of Paskhas should be proposed to the Air Force HQ so that to be put in the right sequence or order. To do that Makorpaskhas also need to discuss with other corps within the Air Force. Certain qualification cources also available in other corps such as Air Traffic Controller cource, Radar introductional course, Infantery school etc. Therefore Makorpaskhas, Pusdiklat Paskhas, Operational Wings of Paskhas, and Labinkur have to work together with other relevant corps in reorganizing the existing Paskhas qualification courses including to evaluate the existing curricula.

5.3. Coordination
To multiply the result of Dikkualsus Komando Paskhas, coordination among stakeholders has to be designed properly and proportionally. All of components in Paskhas education and training Center especially Commando Qualification Course need strong coordination envoluing A/F HQ, Makorpaskhas, TNI combatant commands, Paskhas Operational Wings, and Pusdiklat Paskhas. Below are the recommendation to the institutions mentioned:

5.3.1. A/F HQ
This institution is the highest institution in preserving the strength and capability through out the Air Force organization. By this capacity the A/F HQ is expected to monitor more deliberately the development of all education process in the Air Force especially the Commando Training. The educations in the Air Force should be in harmony with the operational requirement of A/F and the strategic policy given by the DoD. The Commando training could not set up its owm goal without aquiring sufficient input from other institutions within the organization of A/F.

5.3.2. Makorpaskhas
Makorpaskhas is responsible for all the ground and special operations of the Airforce such as Air base defense, anti air hijacking, combat SAR, and special operations. Being aware the importance of Commando training in protecting the asset of A/F, Makorpaskhas is expected to assist Pusdiklat through consultation, monitoring, and coordinating with relevant stakeholders especially at the time of on-going process of the program. A program like an introduction to Commando, a phase before entering the Commando training which has not been used anymore to these days Makorpaskhas might come to A/F HQ to ask for a reactivation of the program.

5.3.3. Operational Wings
These wings are the main users of the product from Pusdiklat Paskhas. The role intended from the wings is to continuously deliver constructive feedbacks to Pusdiklat Paskhas pertinent to the relevance and quality of the soldiers sent

from Commando Training at Pusdiklat. Through the feedbacks Pusdiklat can make some improvements to meet with the operational needs. Coordination can be establish through multiple instruments such as questionaire, seminars, or situational meetings.

5.3.4. TNI Combatant Commands

Beside the Operational Wings, TNI (Indonesia national Armed Forces) has combatant commands authorized to use the armed components in respons to any possible threats. The combatant command is the upliner of the operational wings in term of operations. All TNI combatan commands of the three servises can use Paskhas to do certain tasks. For that feason the Paskhas Commando qualification will have wider users and the types of duty will increase accordingly. To fulfill this professional responsibility Paskhas is obliged by the law to prepare the capability to accomplish any given military missions. Pusdiklat Paskhas then has to keep all the educations under its authority in the right track. The CIPP program evaluation model is worth applying to evaluate edu program in order to meet with the rapid changing of strategic environment. Paskhas and Pusdiklat Paskhas have to establish proper coordination with other services to keep the Dikkulasus Komando Paskhas relevant with the current operational needs of the combatan commands.

5.4. Action Plan

Based on the recommendation above, in order to meet all the criteria, the research put forward a brief action plan. The action plan consist of 2 steps; firstly, Short term Planning covering the activities of Prioritization of Improvement plan, Event organization, and organizing seminars for Special operation. Secondly, is the Mid term Planning that starts right after the short term planning has completely finished and the Commando training has used the revised program at least one periode.

5.4.1. The Short Term Program Improvement Plan

No	Components and Unfulfilled Aspects	Priority Scale		
		Weekly schedule		
		1st	2nd	3rd
1	Context • Vision dan Mission • Goal • Objectives • Legal Bases	1. Organizing seminar of SOF 2. Forming the Working group 3. Formulation of Vision & Mission of Commando Training 4. Determining types of A/F Special Operations 5. Review the Defense white paper to find the threat priorization	Phase 1	
2	Input • Work Plan • Curriculum • Human Resource • Equipment&Facility • Coordination Mechanism	1.Reorganizing the Work plan 2.Curriculum Evaluation 3.Revising criteria to recruit and select Instructor and trainers 4.Producing reference for special operation, equipments, and facility	Phase 2	
3	Process • Recruitmen dan Silection student &Instructors • Emergency Preparedness • Program Implementation • Producing and distrbuting the coordination intstruments.	5.Standardizing the coordination mechanism to get feedbacks. 6.Updating of emergency procedures and medical kits 7.Formulating SOP for upgrading knowledge and skill of the Instructors/trainers 9. Updating the implementation of program 10.Hosting a coordinative meeting with stakeholders on the topic performance of Commando training graduates.		
4	Product Output/Result aspect Outcome/Impact aspect	• Validating the Evaluation materials with refer to the revised goal, objectives, and teaching materials • Establishing regulation to send the instructors and trainers to the operation area	Phase 3	

Table 3: Short Term Improvement Plan

5.4.2. Event Organization

No	Agenda	Coordinator	Organizer	Products	Time
1	1. SOF Seminar 2. Working Group 3. Vision& Mission formulation 4. SO Goals and objective validation 5. Defense White Paper and Doctrine Review 6. Establishing Criteria for Recruiting and selecting Instructors/Trainers of Commando Training.	Assistant Ops Paskhas/ Commdr Pusdiklat	Makorpaskhas/ Pusdiklat	• Reference books of Special Operation for Paskhas/Air Force • Reference books for Commando Trainers qualifications	4 days
2	7. The creation of SO References and special Equipments, for the program. 8. Establishing mechanism of coordination to compile feedback from users of Commando training graduates	Commdr Pusdiklat	Makorpaskhas/ Pusdiklat	Reference books for special equipments, facility and coordination mechanism	2 days
2	9. Establishing Criteria for Recruiting and selecting students of Commando Training. 10. Creating the criteria of instructor/trainers to join special operation instructors course abroad. 11. curriculum vadidation to meet the needs of operational users	Assist personnel Paskhas/ Commdr Pusdiklat	Makorpaskhas/ Pusdiklat	Refrence books for selecting students of Commando training and candidate for SO instructor qualification course abroad Standardized Curriculum of Commando Training	5 days
3	12. review of all products	Commdr Pusdiklat	Makorpaskhas/ Pusdiklat		1 day

Table 4: Matrix Organization Plan for Program Improvement

5.4.3. Seminar on the Special Operation Froces

Day-1		
Time	**Agenda**	**Speaker/Coordinator**
09.00 – 09.30	Registration, Welcome Speech	Chief Of Staff of A/F/ CinC of Paskhas. Or Vice
09.30 – 12.00	History, Definition, Capability, Education, profesiency preservation, and SO experiences. (15 " presentation, QA 20" each)	Speakers: 1. USSOCOM Rep 2. BRITISH SAS Rep 3. RUSSIA, Spetsnaz Rep (each SOF has 2 representatives)
12.00 – 13.00	Time Break	
13.00 – 15.00	The working groups meeting in different rooms with each second speakers of the guess SOF. The events attended by Paskhas officers	Second speaker of each SOF guest .Each room has a designated Paskhas Officer as a coordinator.
Day-2		
09.30 – 12.00	History, Definition, Capability, Education, profesiency preservation, and SO experiences. (15 " presentation, QA 20" each)	1. KOPASSUS/ARMY 2. KOPASKA/NAVY 3. DENSUS 88/POLICE
12.00 – 13.00	Time Break	
13.00 – 15.00	The working groups meeting in different rooms with each second speakers of the guess SOF. The events attended by Paskhas officers	Second speaker of each SOF guest .Each room has a designated Paskhas Officer as a coordinator.
15.00 – 15.30	Time Break	
15.30 – 16.30 Selesai	End of seminar: • Closing Speech • Cendera mata • Photo bersama	(A/F CoS)/ CinC Of Paskhas/Vice

Table 5: International Special Operation Forces Seminar

5.4.4. Mid Term Program Improvement Plan

As mentioned earlier that the Mid Term Program Improvement Plan should begin right after the process in Short Term Program Improvement Plan completed. Besides, the short term plan has been applied at least once and has produced one batch of students. This will become an empirical evidence that the improvement plan really work properly. If the result of short term improvement plan meet with the expectation then the Mid term Plan may start accordingly. By nature the Mid Term Plan is to empower and consolidate the process of program improvement in a certain period of time. In the event that a certain startegic policy of state authority come into play and need to be applied accordingly, the program has only to adopt specific teaching materials to accomodate the content of the policy. The recent policy for example is a concept of the International Maritim Axe introduced by the President in a way to strenthening the Indonesia's role within the global architecture, this policy will bring consequence that the teaching materials in Dikkualsus Komando program has to include the use of new platform of landing zone for the sky diving exercises i.e on the floating platform such as on the ship or in deep water landing zone. This is surely a big change in the curriculum of the program. It needs rigorous exercises, sophisticated plan, facility, and special equipments. The other components of the program need to adust accordingly, such as the trainers, the flying hours of the aircraft, both the transport and rotary wing aircraft, includes also the preparedness of Search and Resque mobile packets. In short, the Mid Term Improvement Plan is basically very flexible to the operational needs but the change is on the level of tactical and practical aspects of military mission. Pusdiklat Paskhas has to establish more intense coordination with the relevant stakeholders. Below is the description of the Mid Term Improvement Plan.

No	Strategic Targets	Key Performance Indicators		Target Achivement				
		Processes	Main strategy	Year-1 1	Year-2-2	Year-3	Year-4	Year-5
1.	To possess joint exercises and allocated flying hours needed.	Establishing Scheduled exercises with flying skadron	Coordination with A/F HQ and Curriculum center	Scheduled exercises approve	Innitial orientation in Flying Wings No-1 and join the maritime surveillance Patrols.	Short courses for the weather observation on the sea while on the air patrol	Fixing the air exercises and calculating the flying hours for the program	Program evaluation
2.	Special equipments procurement	the procurement Planning	Meetings and making proposal to A/F HQ	Participating in the committee for procurement in HQ	Establishing the committee for recieiving the procured equipments	Try out of the equipments	Full use of the equipments in exercise and maintenance	Evaluation of the equipments compatibility
3.	the program training for trainers and statrs train the sstudents	Formulation of exercise syllabus	Working group with Combatant commds and curriculum center	Selection of trainers and orientations	Orientation at Wing no-1 and join the maritime patrols	Train and supervicing the students having exercise in Wing-1	Full exercise son ship and on the water free fall jumping	Program evaluation
4.	Selection system for advanced training and field practicum	Selection tests for candidates of advanced training	Formation the admission committee	Theoritical exercise at base	Orientation at Wing-1/ maritime surveilace	Field practicum for maritime patrols and beach landing zone for freefall	Sea and ship landing zones for freecall	Procedural evaluation
5.	Establishing joint exercises with SOF from friendly states	Training for the trainers abroad	Pafrtnerships and MOU	In county education	Education and training abroad	Ready to accept foreign students	Cooperation reinforcement	Program evaluation

Table 6: A Mid Term Trategic Program Improvement Plan of the Commando Qualification Education Program

5.5. Novalty

Based on the program evaluation model of CIPP on the Dikkualsus Komando Program, the novalty of the research results in 2 forms which contribute to the improvement of the Program. *First*, is the Improvement of the program by applying a wholistic approach of evaluation called CIPP, and second is a specific refutation of the existing understanding the nature of a Commando qualification.

5.5.1. Improvement

Undertaking a program evaluation of Dikkualsus Komando by using the CIPP Model, leads to empowering the Pusdiklat Paskhas in conducting a comprehensive program evaluation in all types of education designated to Pusdiklat Paskhas. So far the evaluations conducted by Pusdiklat Paskhas are to measure the achievement of the formulated goal written in Curriculum, which might be called as an internal validation per se. Meanwhile, the CIPP program evaluation model, conducting assessment to assess both internal and external validations. The context and product (outcome) components, connecting the outside environments of the program and therefore giving pratical values of the program into the society. This means a program does not work for its own benefit but it works to fulfill the needs of greater stakeholders. In conclusion, CIPP model of program evaluation is worth practicing at Pusdiklat Paskhas in order to improve the quality of educational programs. For Pusdiklat Paskhas the CIPP program evaluation model is a new approach in educational evaluation.

5.5.2. Refutation

Commando qualification is designated to counter unconventional warfare through the application of special operations technique, tactics and procedures (TTPs). The teaching of this qualification is therefore different from thw way of eaching conventional warfare TTPs. The characteristics of Special Operation or commando operation are different from those of conventional in all aspects. Consequently, commando qualification course (Dikkualsus Komando) is not a basic military capability, it is far more rigorous and sophisticated. To conduct a special operation in an area under control of enemy is the most dangerous and challenging mission. It needs individual or small group capability to overcome and control the wicked invironment and make use of natural environment as well as mastering the current teknological apparatus. For that reason, not all the soldiers of Paskhas have to undertake commando qualification course program (Dikkualsus Komando) because the Air defense detachement, Air base defense forces of Paskhas do not require Commando Qualification, in fact they need to master conventional defense or air defense TTPs in specific. The Commando training program graduates should go to special operation units to maintain and develop the required capability resulted from the previous courses. In short, the policy that The Dikkualsus Komando program which is now provided for all Paskhas soldiers is then advised to be discontinued and the program only has to be designated for the special operation unit of Paskhas.

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