Implementation of Recruitment and Placement Policies of Educators at the Naval Academy in Indonesia (AAL)

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Abstract- The Naval Academy (Akademi Angkatan Laut or AAL) is one of the Indonesian military education institutions. Along with the progress of science and technology, the legislation is considered not to follow the national education reform. Reforming the military education system policy in Indonesia is a very interesting potential to be studied in order to improve the quality of human resources of cadets, and prospective TNI officers in the future. The implementation of the recruitment and placement policy of educators at AAL is not going well. This study uses qualitative methods and data obtained from interviews. Based on the interview with the informants, lecturer positions at AAL are less attractive because there is no clarity of career paths then human resources are not fulfilled and lecturer competencies are not in line with the qualifications. Based on the analysis of the Van Meter and Van Horn model, the six variables to measure the implementation of the recruitment and placement of teaching staff at AAL are not fulfilled.

Index Terms- Indonesian Naval Academy, recruitment, placement, policy implementation

I. INTRODUCTION

The Naval Academy (Akademi Angkatan Laut abbreviated as AAL) is one of the military education institutions located in Surabaya, Indonesia. The military education system is responsible for shaping knowledge and skills, as well as changing organizational culture and forming new values that are more in line with the new value of society. TNI AL (Indonesia navy army) who are forged as Sapta Marga warriors and have Matra Laut professionals, are skilled and proficient in their duties and have adequate physical fitness must be supple and responsive, to the development of the Integrated Fleet Weapon System (SSAT) and the development of Science and Technology (IPTEK) and oriented towards achieving an international standard of the navy army or World Class Navy. The implementation of TNI personnel education is based on TNI Law Number 34 of 2004 [1]. However, along with the progress of science and technology, the legislation is considered not to follow the national education reform. Reforming the military education system policy in Indonesia is a very interesting potential to be studied in order to improve the quality of human resources of cadets, and prospective TNI officers in the future.

The implementation of education in Indonesia is a systematically regulated national education system that functions to develop abilities and shape the character and civilization of a dignified nation in order to educate the nation's life. The education curriculum at AAL is developed by the Naval Headquarters (Mabesal) which is then implemented by AAL before being reported to Mabesal. In addition, education at AAL also refers to the provisions of the Directorate General of Higher Education (Dirjen Dikti) as stipulated in Government Regulation of the Republic of Indonesia Number 14 of 2010 concerning Service Education and Training because AAL is one of the academy-level official schools [2]. Education governance at AAL refers to eight aspects of education and ten educational components where the implementation of AAL's internal education is based on the Decree of the Commander of the Indonesian National Army Number Skep/262/VII/2005 dated July 7, 2005, concerning Administrative Guidelines for the First Education of TNI Soldiers. Educators are one of the elements that play an important role and their existence is strategic in supporting the education system in a better direction because the transfer of knowledge and skills is the basis for the scientific development of students [3].

In accordance with the Law of the Republic of Indonesia Number 14 of 2005 concerning Teachers and Lecturers Article 45 [4], it is stated that educators must have academic qualifications, qualified competencies, and teaching certificates, be physically and mentally healthy, and meet other qualifications that are prerequisites for the higher education unit where they work. Important factors in the fulfilment of teaching staff, especially at the advanced education level, begin with the initial selection process, adequate preparation in the field of education, professional development and fulfilment of rights and obligations. Based on the results of observations at the Navy Education Institution, in this case, the observations were made at AAL, it is known that even though the Regulation of the Chief

of Naval Staff Number: Perkasal/1/I/2011 dated January 6, 2011 [5], which explains that an educator must have several competencies including pedagogical competence, social competence, professional competence, and personality competence which are used as a reference in the recruitment of teaching staff in the Navy, and supported by the stipulation of the [4], the following data were found:

a.   The recruitment of teaching staff in AAL is different from the recruitment of teaching staff in the school environment in general. Recruitment in AAL has the same connotation as position placement therefore the recruitment process is the process of placing active personnel based on the Chief of Staff's Order to occupy positions as educators who generally have not touched on the realm of competence.

b.   Recruitment or placement of lecturers at AAL is currently not following the needs. Hence, the educational background and experience background of lecturers is not in accordance with the disciplines needed by AAL.

c.   The placement of positions as lecturers in AAL generally has a low prestige value compared to serving in other structural positions. This stereotype results in personnel who become lecturers at AAL being considered personnel who have problems and/or personnel who are approaching retirement.

d.   AAL does not yet have a lecturer organization structure under Kakordos like the lecturer organization structure at Seskoal and STTAL. The current recruitment scheme for lecturers at AAL does not yet use a special system scheme.

Starting from the results of these observations, there are differences in the procedures for recruitment or placement as educators in AAL. Reforms to the recruitment and placement policies of teaching staff in AAL with an orientation towards the competence of teaching staff need to be carried out immediately to improve the quality of education in AAL because educators are the main key in reforming the education system. Based on the background previously described, the following research problems can be formulated:

1.   How is the recruitment and placement system of lecturers at AAL in order to meet the demands of lecturer needs and meet the curriculum program at AAL?
2.   What factors influence the recruitment and placement of lecturers at AAL?
3.   What is the policy development model for lecturer recruitment and placement in AAL?

II.   THEORETICAL AND CONCEPTUAL FRAMEWORKS

The problems that happen in the process of recruitment and placement of the educators at AAL currently can result in losses to the Indonesian Navy organization in the long run, because the development of human resources for the navy has regressed. Commitment to advancing education is very important to continue to develop teaching, training and nurturing methods because if there is no strong commitment from educators, the teaching, training and nurturing process will only run as usual and will not bring progress to the AAL organization. Therefore, an evaluation of the current condition of the teaching staff at AAL is needed. The evaluation will be carried out by looking at the implementation process of the recruitment and placement policy of teaching staff at AAL because the individual problems that occur are the impact of the inability of regulations to regulate the individuals themselves.

Problems in the process of recruitment and placement of teaching staff at AAL based on the results of temporary observations include the absence of open recruitment, the placement that is not related to the educational background, the majority of educators are personnel who are approaching retirement, and the unclear organizational structure as described in the previous chapter. Similar to AAL, the implementation of recruitment and placement policies for educators and other workers in general in other organizations also often causes problems. Some common problems encountered: {1} mismatch of educational background with the field of study [6, 7], (2) negligence in the recruitment and placement process [8, 9], (3) the unprofessional attitude of implementers [10, 11], (4) regulations are not implemented properly [12, 13], (5) bias in the recruitment process [14, 15], (6) candidate criteria are not met [16, 17], (7) unclear regulations [11, 18], and (8) external issues (funding, bureaucracy, media) [19, 20].

Based on common problems mentioned earlier, the recruitment and placement process of educators needs to be carried out by credible independent institutions and carried out openly because the main component that becomes the basic capital in the success of organizing education is Human Resources (HR) [21]. The quality of human resources must always be developed and directed in order to achieve the expected goals by implementing a policy. Several problems may occur because the recruitment process did not organize by HR, due to the absence of information transparency and government accountability [22,23]. After all, a good recruitment process is a cooperation of central, local government, and human resources [24]. A closed-recruitment process could also lead to poor performance for educators [25]. The selection process using multiple choice questions and interviews is also useless because it did not correlate with the ability of prospective teachers to carry out their duties [26]. Instead, it is advisable to maintain and develop teacher quality by giving a salary structure more flexible, supervising, and dismissing underperforming teachers [27].

The models commonly used to evaluate the policy implementation process are the Edward III [28], Van Meter and Van Horn [29], and Mazmanian Sabatier [30] models. These three models have advantages and disadvantages as shown in Table 1.

Table 1. Advantages and Disadvantages of Policy Implementation Model

Models	Advantages	Disadvantages

Edward III	- The bureaucratic structure is taken into consideration - The model used is simple	- External and environmental factors are not considered
Van Meter dan Van Horn	- External and environmental factors are taken into consideration in the policy implementation process. - Policy formulation has clear standards - Relationships between organizations are quite good	- The implementation process takes a long time - Implementation targets are not clear - High loyalty from implementing actors is required
Mazmanian dan Sabatier	- All actors involved have their own responsibilities in the implementation process. - Strong political support - Implementation is carried out according to procedures	- There is no supervision of the policy implementation process - The policy implementation process takes a long time - There is no public participation

According to Table 1, the model that will be used is the Van Meter and Van Horn model because the Edward III model does not consider external and environmental factors and the Mazmanian and Sabatier models do not accommodate monitoring the policy implementation process within a certain period. Van Meter Van Horn proposes six variables that can influence policy implementation, namely (1) policy standards, measures, and objectives; (2) resource allocation; (3) characteristics of implementing agencies; (4) attitudes of implementers; (5) inter-organizational and reinforcement activities; and (6) social, economic, and political conditions. Six variables mentioned in Van Meter Van Horn's Model that can influence policy implementation often do not run optimally in the process of recruiting and placing educators in Indonesia [31, 32] but the policy has been carried out well with Edward's model [33].

III. METHODOLOGY

A. Data Resources

The subjects in this research are lecturers and related parties who regulate the recruitment and placement policy of teaching staff at AAL, while the object of research is the implementation of the recruitment and placement policy of teaching staff at AAL. Informants in this study include educators at AAL and several key informants. Informants in this study were determined using purposive sampling and snowball sampling because the informants are expected to be people who know the problems of the object of research in detail but this term is full of ambiguity and inconsistency because sampling cannot only be stated as having a goal but must also consider how to achieve that goal but also anticipate the lack of samples [34,35]. The data that will be used in this research are primary and secondary data and this research will be conducted at AAL Surabaya, located at Bumi Moro, Morokrembangan, Krembangan, Surabaya City, East Java since the policymakers who regulate the implementation of the recruitment and placement policy of teaching staff at AAL are internal parties of AAL. The data collection process, which includes examining documents and archives, was carried out in September 2022 and the interview process was carried out in January 2023. In qualitative research, data and information collection is done as much as possible through various methods, including interviews, observations, and document examinations [36].

B. Methods

Van Meter and Van Horn [29] proposed six variables that can affect policy implementation, namely (1) policy standards, measures, and objectives; (2) resource allocation; (3) characteristics of implementing agencies; (4) implementing attitudes; (5) inter-organizational and reinforcement activities; and (6) social, economic, and political conditions. This theory requires a match between political decisions, implementers, and policy performance by introducing a policy implementation approach that links policy issues to policy implementation and policy to performance. Change, control, and compliance in action are important concepts in the implementation procedure with this theory. Van Meter and Van Horn make two conditions that need to be considered in developing a policy typology, namely the possibility of dependence between implementation on the type of policy and the factors that can achieve goals may be different in each policy as shown in Figure 1 below:
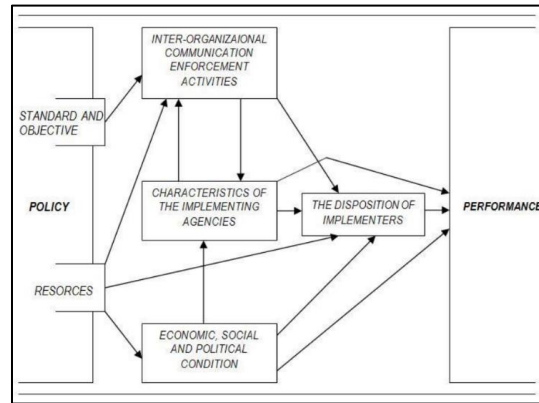
Figure 1. Van Meter and Van Horn Policy Implementation Model

IV. RESULTS AND DISCUSSION

Interviews were conducted over a period of time, depending on the informant's availability. The informants who were successfully interviewed were lecturer representatives (2 informan), Kasubditpatjab AAL, Kadisdikal, and Kadep Gadik. The questions asked of the speakers included:

1. What is the current recruitment process for teaching staff at AAL?
2. What is the current placement system for teaching staff at AAL?
3. Are educators in AAL placed according to their educational background, both formal and informal?
4. What is the status of the teaching staff in AAL?
5. What is the current organizational structure of AAL?
6. What factors influence the recruitment and placement process of teaching staff at AAL?

According to informans, the placement of lecturers in AAL is still not as expected because the lecturers who teach here are in structural positions. In addition, lecturers who teach at AAL are still not in accordance with the qualifications of the courses taught due to the lack of human resources for lecturers. The recruitment process that uses a closed recruitment system and placement according to the letter of command position is considered to be one of the causes. Structural positions are not suitable for lecturer positions at AAL because refer to the rules of the Ministry of Higher Education (Dikti), lecturers need functional positions. This positioning system is detrimental to lecturers in AAL because the placement is as a military position so it is not registered with Dikti, this results in the rights of lecturers in AAL as civil servant lecturers not being fulfilled (no benefits and no promotion because they have never been registered, no certification). The educators at AAL are not registered in the Higher Education Database therefore their career path does not exist because there is no academic position. It is hoped that the functional position of lecturers at AAL can open up the career path of lecturers nationally because their academic position becomes clear (they can still become lecturers outside AAL).

The problems that occur at AAL are also due to the lack of human resources, so lecturers teach courses that are not in accordance with their educational background. For example, he teaches the Indonesian Language even though his educational background is in Mathematics, which means the competence of the lecturers is not met. Lecturers are also not equipped with training or informal education that is mandatory based on Higher Education regulations until now, thus the teaching and learning process is not in accordance and violates the applicable rules. Structural positions as lecturers cannot support the academic career of the lecturers themselves, this is what causes the placement of lecturers in AAL to have a negative stigma, which if a soldier is placed as a lecturer means that the soldier is in trouble and/or approaching retirement because he/she does not have good job prospects.

Informans also believes that the qualifications of lecturers at AAL need to be improved and lecturers have adequate competence in teaching and have qualifications as per the field of study they teach. The placement of special personnel for lecturers needs a special session, not through a position placement session as is currently done. Recently, the proposals for teaching staff submitted by policymakers at AAL are often not aligned between the placement and the required qualifications. This has resulted in the low quality of lecturers at AAL due to unfulfilled lecturer qualifications.

Moreover, informans touched on the recruitment process at AAL. The recruitment process needs to be sharpened again and the discipline of the teaching staff must be linear with the field being taught. Lecturers who are placed following their educational background can certainly improve the professionalism of the disciplinary lecturers need to be linear with the educational background of the lecturer concerned. The recruitment and placement process of the teaching staff at AAL has a very important strategic value in order to advance the resources of the Navy as an oceanic fortress. Good leaders create better leaders and good teachers create world conquerors.

The implementation of the recruitment and placement of teaching staff policy at AAL was then analyzed using the Van Meter and Van Horn Model based on information obtained through interviews, field observations, and examination of documents related to the policy. This model assesses the good and bad implementation of a policy based on six variables as shown in Figure 1 as follows.

1. **Standards and Objectives**

   The performance of policy implementation can be measured if and only if the size and objectives of the policy are realistic with the existing socio-culture at the policy implementation level. Policy standards are often obscured from the understanding of implementers; therefore, they cannot be achieved properly and correctly at the implementation level. Regulatory measures that have been written properly and correctly will cause discrimination if they cannot be implemented properly and correctly. The meaning of regulations such as laws and government regulations as derivatives are not fully known by implementers then policy standards from the centre are not conveyed properly. The policy of recruitment and placement of lecturers at AAL is not based on rules regarding the competencies that must be possessed by educators, as a result, educators at AAL teach fields that are not following their backgrounds. In addition, the policy goal of producing quality graduates cannot be achieved if the educators who are an important factor in realizing this are not really recruited according to their competencies, but only based on "position orders."

2. **Resources**

   The success of the policy implementation process is highly dependent on the ability to utilize available resources. Humans are the most important resource in determining a successful implementation process. The resources involved in the recruitment and placement process of teaching staff at AAL are internal to AAL so they tend not to be objective and only based on rank and position without considering the background and competence of prospective teaching staff. These inadequate resources have resulted in the implementation of the recruitment and placement of teaching staff at AAL being less than optimal.

3. **Inter-organizational Communication Enforcement Activities**

   Coordination is a powerful mechanism in public policy implementation. The better the communication coordination between the parties involved in an implementation process, the assumption is that mistakes will be very small to occur and vice versa. Policy standards are often obscured from the understanding of implementers, so they cannot be achieved properly at the implementation level. Policy standards that have been written properly and correctly, cannot be interpreted properly and correctly to be implemented, which then creates discrimination thus there is an assumption that lecturer placements are only filled by soldiers who are troubled and approaching retirement. The meaning of policies such as laws and government regulations as derivatives are not fully known by implementers and related parties. Therefore, the importance of inter-organizational communication and implementing activities can be conveyed properly and correctly in accordance with the policy standards.

4. **Characteristics of the Implementing Agents**

   The centre of attention on implementing agents includes formal organizations and informal organizations that will be involved in implementing public policies. This is very important because the performance of public policy implementation will be very much influenced by the characteristics that are appropriate and suitable for the implementing agents. In determining the foothold of policy implementation, implementers need to refer to a clear policy without overlapping subsequently the objectives to be achieved are clear. In this case, the requirements for teaching staff at AAL are not clear consequently teaching staff appointed based on warrants often have inappropriate competencies. In addition, being an educator has poor prestige and is often associated with members who have a bad record or who are approaching retirement.

5. **Economic, Social and Political Environment**

   The extent to which the external environment contributes to the success of public policy has been determined. An unfavourable social, economic and political environment can be the culprit for the failure of policy implementation performance. In the social environment factor, often the social paradigm is used as an excuse for the placement of lecturers only filled by troubled soldiers and approaching retirement when in fact young soldiers who have qualified knowledge are needed by AAL as educators. Economic factors can also affect the recruitment and placement of teaching staff at AAL, where the budget disbursed from the centre should be maximized to, for example, cooperate with professional institutions in the recruitment and placement process, not just appointments from superiors. The last factor, namely political factors, should not interfere with the recruitment and placement of teaching staff at AAL because TNI soldiers are prohibited from having practical political interests.

6. **The Disposition of Implementers**

   The attitude of acceptance or rejection of the implementing agent will greatly affect the success or failure of the performance of public policy implementation. In the first element, there is often a disposition or attitude of the implementers to feel that they are the most correct and the most knowledgeable, which then does not want to involve other elements that are more professional and understand the process of recruitment and placement of teaching staff at AAL. This has resulted in lecturer position orders in AAL, not under the required qualifications. The second element is that the attitude of the implementers has a character that tends to ignore the circumstances that occur or images that can be an improvement in implementing a regulation that has been determined by its policy direction. As a result, the functional position of lecturers is not given and lecturers do not have academic positions registered in the Higher Education Database. Finally, the disposition of policy implementers is not accompanied by the intensity that is often implemented as alternatives if there is a mistake in determining the requirements for recruitment, acceptance and placement of teaching staff, whereas if the mistake is immediately addressed, the error can be corrected immediately because there is no snowball effect.

As described above, of the six variables in the Van Meter Van Horn model, the implementation of lecturer recruitment and placement policies at AAL has not referred to the standards of the Republic of Indonesia Law Number 34 of 2004 concerning the Indonesian National Army which regulates TNI education. Many irregularities occur in the process, including an unclear recruitment process, lack of human resources, a placement that is not in line with qualifications, structural positions that are detrimental to educators, there are no academic positions following Dikti provisions, lecturer placement only based on position letters without assessing the qualifications of these soldiers, most educators are filled by soldiers who are approaching retirement time hence they do not keep up with developments in science and technology, not given training and informal education required by Dikti to educators at AAL. This policy implementation scheme can be seen in Figure 2.
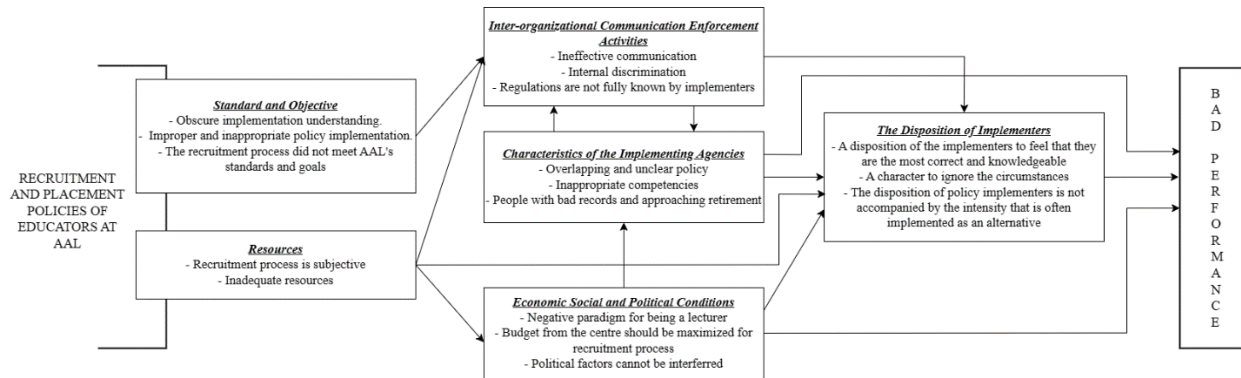

Figure 2. The Policy Implementation Scheme using Van Meter Van Horn Model

Due to the many problems that currently occur, reforms are needed to improve the recruitment and placement system of the teaching staff at AAL in order to achieve the target of a World Class Navy. Some suggestions that can be done are providing functional lecturer positions and not just structural positions, the need for functional lecturer positions and academic positions so that the career path of lecturers becomes clearer, and the need for special recruitment for officers who will be placed as educators so that they match the qualifications needed and there is no shortage of human resources.

V.   CONCLUSION

As described in the previous section, it can be seen that, based on interviews with several informants, they said, the implementation of the recruitment and placement policy of teaching staff at AAL is not following the Higher Education policy, especially regarding functional positions that should be given by AAL, therefore, lecturers are registered in the Higher Education Database. This is what causes lecturer positions at AAL to be less attractive because there is no clarity of career paths then human resources are not fulfilled and lecturer competencies are not in line with the qualifications. Based on the analysis of the Van Meter Van Horn model, the six variables to measure the implementation of the recruitment and placement of teaching staff at AAL are not fulfilled. Furthermore, it can be concluded that the implementation of the recruitment and placement policy of teaching staff at AAL has not gone well consequently reforms are needed such as the need for functional lecturer positions, the need for rules regarding the functional position of lecturers, and the need to hold special recruitment of officers who will be placed as educators who occupy functional lecturer positions.

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