



Governance sustainability in provincial futsal: an integrated CIPP-POACE evaluation of a provincial association in Indonesia

Sostenibilidad de la gobernanza en el fútbol sala provincial: una evaluación integrada CIPP-POACE de una asociación provincial en Indonesia

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Abstract

Introduction: Provincial futsal associations play a key role in competition delivery and development pathways; however, evidence on how managerial functions are institutionalized to sustain governance cycles at the provincial level remains limited in Indonesia.

Methodology: We conducted a qualitative evaluative case study guided by an integrated CIPP-POACE framework. Data were triangulated across semi-structured interviews (n = 25), structured observations, and organizational document analysis with key stakeholders of a provincial futsal association in Indonesia.

Results: The association demonstrated stable operational capacity in delivering competitions and basic human resource development. However, governance practices remained largely event-driven, characterized by limited multi-year planning, incomplete SOP and job-role formalization, non-standardized monitoring routines, and inconsistent documentation of evaluation outputs and follow-up actions across program cycles. These findings indicate a gap between operational delivery and documented monitoring and evaluation (M&E) follow-up across program cycles.

Conclusions: The integrated CIPP-POACE diagnosis indicates that strengthening KPI-based multi-year planning, formal SOPs and role documentation, standardized monitoring tools, and a routine, documented evaluation follow-up mechanism is essential to enhance governance sustainability and long-term organizational outcomes in provincial futsal associations.

Keywords

CIPP; POACE; sport governance; futsal; provincial sport organization; organizational management.

Resumen

Introducción: Las asociaciones provinciales de fútbol sala desempeñan un papel clave en la organización de competiciones y en las vías de desarrollo; sin embargo, la evidencia sobre cómo las funciones de gestión influyen en la sostenibilidad de la gobernanza a nivel provincial sigue siendo limitada en Indonesia.

Metodología: Se realizó un estudio de caso evaluativo cualitativo mediante un marco integrado CIPP-POACE. Los datos se triangularon a partir de entrevistas semiestructuradas (n = 25), observaciones estructuradas y análisis de documentos organizativos con actores clave de una asociación provincial de fútbol sala en Indonesia.

Resultados: La asociación mostró una capacidad operativa estable en la organización de competiciones y en el desarrollo básico de recursos humanos. Sin embargo, las prácticas de gobernanza se mantuvieron en gran medida orientadas a eventos, caracterizadas por una planificación plurianual limitada, una formalización incompleta de los SOP y de las funciones, rutinas de monitoreo no estandarizadas y una documentación inconsistente de los resultados de la evaluación y de las acciones de seguimiento a lo largo de los ciclos del programa. Estos hallazgos indican una brecha entre la ejecución operativa y el seguimiento documentado de monitoreo y evaluación (M&E) a lo largo de los ciclos del programa.

Conclusiones: El diagnóstico integrado CIPP-POACE indica que fortalecer la planificación estratégica con KPI, formalizar SOP y funciones, estandarizar herramientas de monitoreo y establecer un mecanismo rutinario y documentado de seguimiento de la evaluación es esencial para mejorar la sostenibilidad de la gobernanza y los resultados organizativos a largo plazo en asociaciones provinciales de fútbol sala.

Palabras clave

CIPP; POACE; gobernanza deportiva; fútbol sala; organización deportiva provincial; gestión organizativa.

Introduction

Sport governance research emphasizes that sustainable organizational performance depends not only on delivering events but also on institutionalized systems of accountability, transparency, and continuous improvement (Furtado et al., 2024)—such as clear role documentation, standard operating procedures (SOPs), and routine monitoring and evaluation (M&E) with traceable follow-up actions (IPACS, 2025; Solano et al., 2025; Thompson et al., 2023). In subnational sport organizations (e.g., provincial/state associations), these governance mechanisms are particularly critical because governance quality is evaluated through systems and processes that must remain effective across recurring cycles and organizational change (Hoye et al., 2007; Leite et al., 2025). Under such conditions, organizations may achieve reliable short-term delivery while failing to accumulate organizational learning across cycles if monitoring, indicators, and follow-up are not systematized (IPACS, 2025; Mezzadri et al., 2025).

In Indonesia, futsal is governed within the national football system, and provincial associations constitute part of the organizational structure through which futsal is organized and regulated (Julinur Hafid, 2021; PSSI, 2018, 2019). Evidence from Indonesian futsal development contexts indicates that provincial futsal bodies commonly support competition delivery and the development of coaches/referees through licensing and training activities (Maulana, 2024). Yet, empirical evidence explaining how provincial associations translate managerial functions (planning–organizing–actuating–controlling–evaluating) into sustainable governance routines remains limited, especially regarding the institutionalization of monitoring instruments, documentation quality, and evaluation follow-up mechanisms in provincial futsal governance settings (Marco et al., 2023).

To address this problem, evaluation approaches should capture both organizational conditions and managerial actions in an integrated and traceable way. The Context–Input–Process–Product (CIPP) model supports improvement-oriented evaluation by examining needs, resource sufficiency, implementation quality, and outputs/outcomes across a program cycle (Mathison, 2005; Stufflebeam, 2003; Zhang et al., 2011). However, CIPP alone may not specify how day-to-day managerial functions operate as the mechanisms through which governance is enacted. Therefore, integrating CIPP with POACE functions (Planning, Organizing, Actuating, Controlling, Evaluating) enables a diagnostic logic that links contextual demands and inputs to concrete managerial routines and their documented outputs (Waty et al., 2025).

This study applies an integrated CIPP–POACE qualitative evaluation to a provincial futsal association in Indonesia. The analysis focuses on governance/administration, human resources (coaches/referees/officials), facilities coordination, funding management, and competition delivery. The study is guided by the following research questions:

RQ1: How are CIPP conditions (Context–Input–Process–Product) manifested in provincial futsal governance and program delivery?

RQ2: How are POACE functions institutionalized (or not) through SOPs, monitoring tools, documentation routines, and evaluation follow-up mechanisms?

RQ3: Which governance mechanisms emerge as the most actionable priorities to convert delivery capacity into sustainable organizational learning cycles?

By producing a traceable evidence-to-recommendation diagnosis, this study contributes decision-relevant insights for strengthening governance sustainability in provincial sport organizations and provides a replicable evaluation approach for similar subnational settings.

Method

Study Design

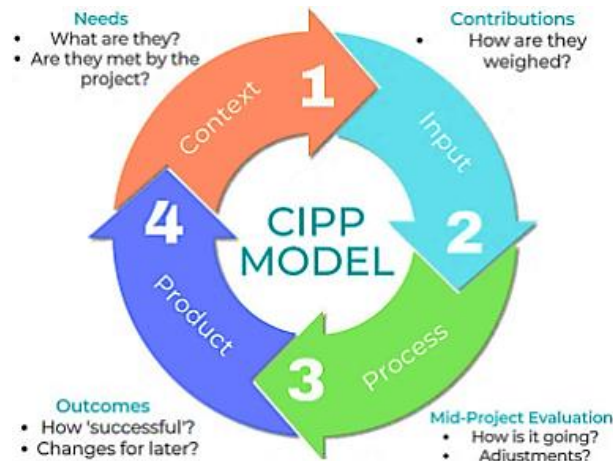
This study employed a qualitative evaluative case study to examine provincial futsal governance and managerial practices in a provincial futsal association (PFA) in Indonesia. An integrated CIPP–POACE framework guided the evaluation by linking (i) program/organizational evaluation dimensions (Context, Input, Process, Product) with (ii) managerial functions (Planning, Organizing, Actuating, Controlling, Evaluating) to generate an improvement-oriented, actionable diagnosis of governance strengths,



gaps, and priorities. The CIPP model was used as an improvement-oriented evaluation framework to assess needs, resources, implementation, and outputs/outcomes across a program cycle (Mathison, 2005; Zhang et al., 2011).

The case was treated as a single-case design with embedded units of analysis, corresponding to key governance domains (governance/administration, human resource development, facilities coordination, funding management, and competition management). This embedded design was selected to enable within-case comparisons across domains and to strengthen the transferability of the diagnostic logic to other provincial sport organizations with similar governance cycles.

Figure 1. The CIPP evaluation framework



Setting and Case Boundaries

The case organization is the official provincial futsal governing body responsible for competition delivery, coach/referee development, and administrative governance across districts/cities within one Indonesian province. The case boundary was defined as the association's organizational management and program delivery activities conducted during June–September 2025, including governance/administration, human resource development, facilities and infrastructure coordination, funding management, and competition management. Data collection was conducted at the association office, training facilities, and competition venues.

Ethics, Confidentiality, and Blind Review

Ethical clearance for this study was obtained prior to data collection from the Ethics Committee of Universitas Negeri Semarang (Approval No. 045/KEPK/UNNES/IV/2025; approved on 14 April 2025). All participants provided informed consent. To preserve blind peer review and confidentiality, the association name, province, and any identifying organizational labels were removed from the manuscript under review. Participants are referenced only by anonymized codes (P01–P25) and functional role descriptors. A linkage file connecting participant codes to identities was stored securely and was accessible only to the research team. Potentially identifying information in quotations and documents was generalized or redacted before analysis and reporting.

Participants and Sampling

Participants were recruited using purposive criterion sampling to obtain information-rich perspectives on organizational management and governance routines. Eligibility criteria were: (1) direct involvement in PFA governance and/or program delivery (e.g., competition delivery, HR development, administration, finance, and facilities coordination); and (2) at least one year of active engagement with the association to ensure familiarity with operational procedures and decision-making routines.

A total of 25 participants were included, representing internal organizational actors (executive board members and functional committees) and external stakeholders interacting with PFA programs (e.g.,

coaches, referees, athletes, club representatives, and sport/community officials). Participants' years of involvement ranged from 2 to 8 years, enabling variation across strategic and operational viewpoints.

Recruitment was conducted through official contact with the association and subsequent invitations to stakeholder categories relevant to each embedded domain. To reduce perceived coercion and social desirability—particularly for athletes and non-executive stakeholders—participants were informed that participation was voluntary, could be declined without consequence, and that responses would be anonymized. Interviews were arranged at times and locations that minimized power pressure (e.g., outside formal meetings when feasible).

Sampling proceeded iteratively alongside analysis. Recruitment was concluded when domain-level thematic saturation was reached—i.e., additional interviews within stakeholder categories yielded no substantively new themes regarding (a) planning/role formalization, (b) monitoring/reporting routines, and (c) evaluation follow-up mechanisms across the embedded domains. Evidence adequacy was also supported by triangulation with observations and organizational documents.

Participant categories, functional roles, and data contributions are summarized in Table 1. Participants are reported using anonymized identifiers (P01–P25), and roles are presented functionally to protect confidentiality while maintaining interpretive value.

Table 1. Participant characteristics and data contribution

Code	Stakeholder group	Functional role	Data contribution*
P01	Executive board	Chairperson	Interview; Document verification
P02	Executive board	Secretary General	Interview; Document verification
P03	Executive board	Treasurer	Interview; Document verification
P04	Committee	Competition committee (head)	Interview; Observation corroboration
P05	Committee	Technical committee (member)	Interview; Observation corroboration
P06	Committee	Refereeing/officials coordinator (head)	Interview; Observation corroboration
P07	Committee	Coaching development/education unit (member)	Interview
P08	Administration	Secretariat/administrative staff	Interview; Document verification
P09	Finance	Finance staff / program treasurer	Interview; Document verification
P10	Coach	Club coach (district/city)	Interview
P11	Coach	Club coach (district/city)	Interview
P12	Coach	Youth development coach	Interview
P13	Referee	Active provincial referee	Interview
P14	Referee	Active provincial referee	Interview
P15	Referee	Match commissioner/competition official	Interview; Observation corroboration
P16	Athlete	Senior athlete (competition participant)	Interview
P17	Athlete	Youth athlete (competition participant)	Interview
P18	Athlete	Athlete representative/team captain	Interview
P19	Club representative	Club manager/club representative	Interview; Document verification
P20	Club representative	Club manager/club representative	Interview
P21	External stakeholder	Local sport office (Dispora) official	Interview
P22	External stakeholder	School/academy partner representative	Interview
P23	External stakeholder	Venue/facility partner/manager	Interview; Document verification
P24	Community stakeholder	Community/parent/supporter representative	Interview
P25	External stakeholder	Provincial sport body/association official	Interview

Data contribution definitions: Interview = participated in a semi-structured interview; Observation corroboration = role/activity observed during meetings/events; Document verification = helped verify or contextualize organizational documents.

Data Collection Instruments

Data were collected using three complementary instruments aligned with the integrated CIPP–POACE evaluation matrix (Context–Input–Process–Product × Planning–Organizing–Actuating–Controlling–Evaluating):

1. Semi-structured interview guide. A role-tailored interview guide elicited stakeholder accounts of governance and managerial practices, including strategic planning, organizational structure and role clarity, program implementation, monitoring and reporting routines, evaluation practices, and evaluation follow-up actions (Appendix A).
2. Structured observation checklist. A structured observation checklist documented managerial practices in situ during meetings and competition delivery, focusing on coordination mecha-

nisms, decision-making routines, administrative workflows, supervision practices, and the presence/absence of standardized procedures (e.g., SOPs, reporting templates, monitoring checklists, documented evaluation outputs) (Appendix B).

3. Document review protocol. A document review protocol systematically extracted organizational evidence relevant to each CIPP-POACE domain, including planning documents, meeting minutes, technical reports, decrees/role assignments, accountability reports, and monitoring/evaluation records (Appendix C).

Instrument Development and Content Adequacy

Instrument development followed a structured process to strengthen content coverage, clarity, and auditability. First, framework mapping derived domains and indicators from the integrated CIPP-POACE logic, ensuring each interview item, observation indicator, and document extraction field corresponded to a specific evaluation domain (Appendix D).

Second, instruments were refined through expert review by three specialists (sport management, organizational governance/public administration, and qualitative methodology). Experts assessed alignment with CIPP-POACE, clarity and neutrality of wording, contextual appropriateness, and probing depth. Revisions were implemented based on written feedback and follow-up consultations.

Third, instruments were pilot-tested with three respondents from outside the case setting with comparable roles to assess clarity, redundancy, duration, and flow across CIPP-POACE domains. Minor revisions strengthened probes on monitoring routines and evaluation follow-up mechanisms. To improve transparency and auditability, Appendices A-D (semi-structured interview guide, structured observation checklist, document review protocol, and framework-to-indicator mapping matrix) are provided as supplementary materials accompanying the revised submission.

Observations and Document Corpus

Structured observations were conducted across key governance and program delivery moments and recorded as Obs-01 to Obs-03, supported by checklist entries and expanded field notes. Observations covered (a) routine coordination/decision-making meetings and (b) competition delivery activities where managerial routines (coordination, supervision, reporting, and problem-solving) were enacted.

The study accessed and analyzed organizational documents to triangulate interview and observation findings, including: (1) executive board meeting minutes, (2) annual competition calendar, (3) decrees/appointment letters and role assignments, (4) committee assignment letters, (5) activity and financial accountability reports (LPJ), (6) technical competition reports, (7) sponsorship proposals and partnership/coordination letters (including MoUs where available), and (8) internal reporting/monitoring templates. Documents were included if they evidenced CIPP components and/or POACE functions (e.g., targets, role formalization, monitoring tools, evaluation outputs, and follow-up actions) within the June–September 2025 boundary.

Data Management and Interview Documentation

Interviews were documented through contemporaneous structured notes based on the interview guide and expanded within 24 hours to preserve contextual detail and accuracy. This approach was selected to reduce participant discomfort and protect confidentiality in a governance setting. To mitigate potential loss of nuance, (i) key statements were captured as verbatim quotations when feasible, (ii) summaries and factual clarifications were verified with selected participants (member checking), and (iii) interview evidence was triangulated with observations and documents. Observation records were documented using structured checklists and expanded field notes. Document evidence was extracted using a standardized protocol and cross-checked against interview and observation data to strengthen the study's evidence chain and auditability. All materials were stored securely with restricted access.

Data Collection Procedures

Data collection was conducted over four months (June–September 2025) and proceeded iteratively. First, an initial document scan established baseline organizational structures, work plans, and reporting routines and identified missing/partial records for targeted verification. Second, structured observa-

tions were conducted during routine coordination activities and competition delivery to capture managerial practices as they occurred and to corroborate interview accounts. Third, semi-structured interviews were conducted across stakeholder categories using the role-tailored guide; probing focused on decision rationales, implementation constraints, monitoring practices, documentation routines, and evaluation follow-up mechanisms. Interviews were conducted primarily in Indonesian, with occasional use of familiar local expressions where needed to clarify meaning. Each interview lasted approximately 30-60 minutes, depending on the participant's role and the depth of information provided. Interviews were conducted privately whenever feasible to reduce social desirability and power-related pressure; no third parties were present during most interviews unless required by the setting or participant preference. No financial compensation was provided to participants.

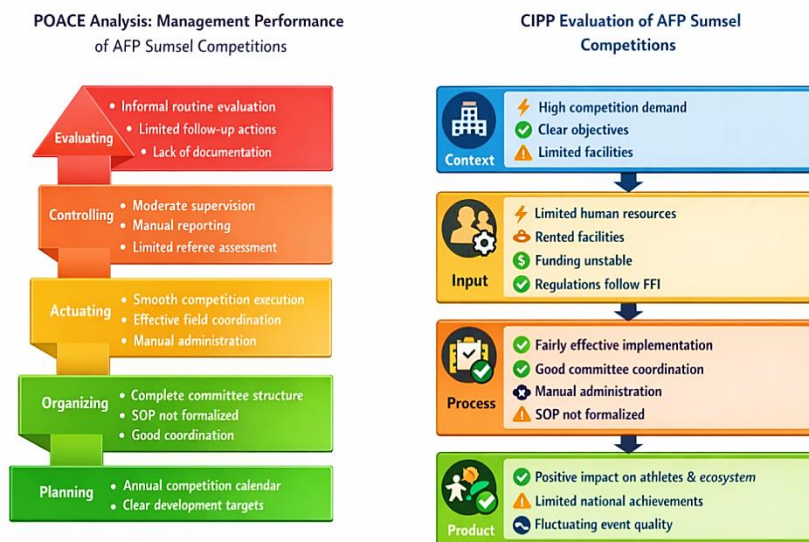
Data Analysis and Trustworthiness

Data were analyzed using a framework-guided thematic approach. First, interview notes, observation records, and extracted document data were organized according to the integrated CIPP-POACE matrix to ensure traceability between evidence units and evaluation domains. Second, open coding was conducted within each domain, followed by axial coding to identify convergent patterns across sources and embedded units of analysis. Third, themes were refined through triangulation across interviews, observations, and documents, supported by an audit trail and analytic memos. Trustworthiness was strengthened through triangulation, member checking with selected participants, and active examination of discrepant evidence across stakeholder groups and data sources.

Results

Integrated CIPP-POACE Results for Competition Management:

Figure 2. Integrated CIPP-POACE Evaluation of Competition Management in PFA



Overview of Organizational Evaluation

This study evaluated the organizational management of a provincial futsal association (PFA) using an integrated CIPP-POACE framework. Findings were derived from triangulated evidence across stakeholder interviews (P01-P25), organizational document analysis (Doc-01-Doc-08), and structured observations (Obs-01-Obs-03). Across sources, the association demonstrated consistent operational capacity in delivering competitions and routine programs. However, multi-year planning, standardized monitoring routines, and documented evaluation follow-up were predominantly event-driven and only partially formalized, with limited written evidence of targets/KPIs, monitoring instruments, and follow-

up actions across program periods (Doc-01; Doc-08; Obs-03; P02 | executive | Aug 2025; P12 | coach | Aug 2025).

Planning

Planning activities were primarily structured through the annual competition calendar and executive coordination meetings (Doc-02; Doc-01). Document analysis showed that event schedules, venues, and committee assignments were specified, yet planning documents did not include formal Key Performance Indicators (KPIs), measurable targets, or written success criteria that could be tracked across cycles (Doc-02). Meeting minutes documented operational agenda items (e.g., venue readiness, staffing allocation, committee formation), but did not include a monitoring plan, indicator section, or a follow-up tracking table that links planned actions to responsible persons and timelines (Doc-01).

Stakeholder accounts corroborated this documentary pattern. An executive informant emphasized that the focus was on ensuring competitions were scheduled and executed, while written performance indicators were not yet defined for each program (P02 | executive | Aug 2025). A technical committee member similarly noted that annual calendars were produced routinely, but evaluation outcomes from prior events were rarely integrated explicitly into subsequent planning documents (P05 | committee/technical | Aug 2025). Observation of a coordination meeting confirmed that discussion centered on logistical readiness rather than KPI-based benchmarking or review of prior performance evidence (Obs-03).

From the CIPP perspective, contextual demand for competition delivery was consistently reported as high, with stakeholders emphasizing the need for regular competitive exposure and stable calendars (P16 | athlete | Aug 2025; P20 | club representative | Aug 2025). Nevertheless, measurable indicators or written success criteria were not identified in the planning documents reviewed, despite stakeholders consistently reporting high demand for regular competition delivery (Doc-02; Doc-01; P16 | athlete | Aug 2025; P20 | club representative | Aug 2025).

Organizing

Organizing was operationalized through formal board structures and event-based committees (Doc-03; Doc-04). Documents confirmed that functional roles were distributed structurally through decrees and committee appointment letters, yet detailed job descriptions and standardized operating procedures (SOPs) for key competition and administrative workflows were limited or absent in the documentary corpus (Doc-03; Doc-04).

Participants described role execution as dependent on shared experience and informal routines. Secretariat staff reported that role clarity was mainly built through long-term collaboration rather than written SOPs (P08 | administration | Jul 2025). A committee member also indicated that coordination “works” because of familiarity among members, not because workflows are standardized and documented across events (P04 | committee/competition | Jul 2025). Observation of secretariat workflow showed reliance on informal communication channels and messaging applications, with limited evidence of a centralized documentation system or SOP-guided workflow trail for archiving and reporting (Obs-02).

Actuating

Actuating emerged as the strongest managerial component. Competitions listed in the annual calendar were implemented largely in line with scheduled timelines and operational procedures documented in technical reports (Doc-06). Field observation during the tournament period recorded active on-site coordination among referees, match officials, and organizing committees (Obs-01), including rapid responses to match-day operational issues.

Stakeholders consistently perceived implementation effectiveness as strong due to teamwork and accumulated experience. A club coach highlighted adaptive problem solving during match operations (“we adapt quickly on the field”) (P10 | coach | Aug 2025), and committee members similarly emphasized coordination reliability and responsiveness during implementation (P04 | committee/competition | Aug 2025; P11 | coach | Aug 2025). However, evidence across sources suggested that implementation strength relied primarily on informal coordination rather than consistently applied standardized manuals, as real-time monitoring tools and SOP-guided operational checklists were not consistently visible during document review and observation (Doc-08; Obs-01).



Controlling

Controlling mechanisms were present but largely manual and event-based. Financial accountability and technical reporting were commonly prepared after competitions (Doc-05; Doc-06), providing post-event accountability evidence. However, document review did not identify a standardized monitoring matrix or checklist system used systematically during pre-event preparation or during event delivery (Doc-08; Doc-01). Meeting minutes recorded agenda items but did not include responsibility matrices or follow-up tracking columns (action–timeline–person in charge (PIC)–completion evidence), limiting traceability of control decisions across cycles (Doc-01).

This pattern was reinforced by stakeholder accounts. A match commissioner/competition official stated that reports were submitted after events, but there was no structured monitoring checklist during preparation stages (P15 | match official | Aug 2025). An administrative informant similarly described monitoring as dependent on direct checks by persons in charge rather than standardized instruments embedded in routine workflows (P08 | administration | Jul 2025). Partnership arrangements supporting event delivery were mainly proposal-based and did not translate into routine monitoring requirements across programs (Doc-07), consistent with event-driven control. Observation of coordination routines showed emphasis on immediate readiness checks rather than checklist-based monitoring practices (Obs-03).

Evaluating

Evaluation practices were conducted primarily through informal post-event discussions. Participants described routine debriefing after competitions, but emphasized that evaluation outputs were rarely documented in detail or converted into tracked corrective actions (P17 | athlete | Aug 2025; P12 | coach | Aug 2025). Documentary evidence supported this: accountability reports contained summary reporting but lacked structured “lessons learned” sections, corrective action registers, or follow-up tracking tables that specify responsibilities, deadlines, and evidence of completion (Doc-05; Doc-08).

Variation in evaluation depth across events was attributed to leadership differences. One informant explained that evaluation practices “depend on who is leading the committee at that time,” contributing to inconsistent follow-up across cycles (P12 | coach | Aug 2025). Observation of coordination routines showed that problems from previous events were discussed verbally, yet were not consistently translated into written follow-up mechanisms embedded in meeting minutes or monitoring templates (Obs-03; Doc-01; Doc-08).

Broader Organizational Synthesis

To extend the competition-focused synthesis, Table 2 summarizes POACE performance across broader domains (governance/administration, human resources, finance, facilities, and competition management). Across domains, formal governance structures were documented, yet operational standardization and traceability remained uneven (Doc-03; Doc-04; Doc-01; Doc-08).

Human resources (coaches/referees/officials)

Human resource development activities (e.g., licensing workshops) were evidenced in internal documentation and templates (Doc-08). However, stakeholders reported uneven access across districts/cities and limited institutionalization of HR data systems. A coach noted: “Licensing workshops are held, but access is not evenly distributed. Coaches from central districts can attend more easily, while those from outer districts often face travel and cost constraints” (P11 | coach | Aug 2025). Consistent with this, an internal informant explained: “We keep data on coaches and referees, but mostly in spreadsheets and separate files. There is no fully integrated database yet, so updates depend on manual input” (P09 | officials/finance-HR | Aug 2025). Together, these sources indicate that HR programs exist but HR mapping and database integration remain partial (Doc-08; P11; P09).

Funding management

Post-event accountability documentation was evidenced through activity accountability reports (*Laporan Pertanggungjawaban/LPJ*) and financial reports (Doc-05), while partnership and sponsorship efforts were reflected in proposals and coordination correspondence (Doc-07). Stakeholders described funding routines as largely event-based and dependent on external support. The treasurer reported: “Our budgeting is mostly event-based. Funds are allocated when a competition is scheduled, so long-

term program planning depends on the availability of external support” (P03 | executive/treasurer | Aug 2025). From the club perspective, support was perceived as concentrated around competition periods: “From the club perspective, we usually rely on the association when there is a competition. Outside of that, financial support or structured funding schemes are limited” (P19 | club representative | Aug 2025). This pattern aligns with documentary evidence showing strong accountability reporting but limited written evidence of a multi-year diversification plan embedded in routine governance documentation (Doc-05; Doc-07; Doc-01).

Facilities and infrastructure coordination

Facility dependence and venue coordination were evidenced in partnership/coordination documentation (Doc-07) and reflected the absence of a permanent homebase. A venue partner emphasized: “Venue scheduling must be coordinated well in advance because we accommodate multiple sports. The association does not have a permanent homebase, so availability depends on the shared calendar” (P23 | venue partner | Aug 2025). This triangulates documentary evidence of external venue reliance with stakeholder accounts of scheduling constraints and reinforces the characterization of facilities planning as adaptive rather than strategically formalized (Doc-07; P23). Table 2 provides a consolidated POACE summary across key domains. The table synthesizes the triangulated evidence reported above and indicates where managerial functions are most consistently institutionalized versus where they remain event-driven.

Table 2. POACE-Based Evaluation of PFA Management Performance

POACE Component	Evaluated Aspect	Empirical Findings (Observed)	Performance Interpretation
Planning	Work program & targets	Annual plans and competition calendar exist; however, they remain largely event-based with limited written KPIs, measurable targets, and multi-year roadmap (Doc-02; Doc-01; P02).	Operational planning present; strategic planning not yet KPI-driven.
	HR planning (coaches/referees)	Targets for licensing/development are reported, but HR mapping is not consistently supported by an updated integrated database; stakeholder participation in planning varies (P09; Doc-08).	Positive direction, but not yet data-driven and evenly distributed.
	Facilities planning	Facility needs are identified and addressed adaptively through external venue coordination; no formal facility development plan evidenced in reviewed documents (P23; Doc-07).	Adaptive planning; long-term facility strategy not formalized.
	Funding planning	Budgeting and fundraising are concentrated around major events; partnership support is largely proposal-based and event-linked (Doc-07; Doc-05; P03).	Flexible but financially less stable across cycles.
Organizing	Structure & division of work	Formal organizational structure and event committees are documented, but detailed job descriptions and SOPs for core workflows are limited/absent (Doc-03; Doc-04; P08).	Functional coordination, but institutional standardization is uneven.
	Administrative system	Secretariat manages correspondence and archives; coordination is active via meetings/messaging, but documentation workflows are not centralized and traceability is limited (Obs-02; P08; Doc-01).	Works in practice; low traceability and standardization.
Actuating	Program implementation HR development delivery	Competitions and routine programs are implemented as scheduled; on-site coordination is effective and responsive (Doc-06; Obs-01; P10). Licensing/workshops are conducted and perceived as beneficial, but participation/reach varies across districts/cities (P11; P19; P21).	Strong execution capacity. Effective delivery; distribution not yet consistent.
Controlling	Monitoring & reporting	Monitoring occurs through direct checks by PIC; reporting is mainly post-event and manual; standardized monitoring matrices/checklists are not consistently evidenced (Doc-05; Doc-08; P15; Obs-03).	Control exists but is not standardized for routine tracking.
	Financial & facility control	Accountability reporting (LPJ) is produced; real-time tracking and inventory/document traceability are not consistently systematized (Doc-05; Obs-02; P09).	Transparency supported by reporting; control systems can be strengthened.
Evaluating	Post-program evaluation	Debriefs/feedback occur, but written “lessons learned” and tracked corrective actions (timeline–PIC–evidence) are limited (Doc-05; Doc-08; P12; P17).	Evaluation occurs; follow-up is not yet institutionalized.

To complement the POACE synthesis, Table 3 presents the CIPP-based evaluation, indicating strong contextual relevance (high stakeholder demand), moderate input sufficiency (facility and funding constraints), adequate process implementation, and limited product sustainability due to weak institutional learning mechanisms.

Table 3. CIPP-Based Evaluation of PFA Organizational Management

CIPP Component	Evaluation Focus	Key Findings	Outcome Status
Context	Needs & environmental demands	Stakeholders consistently report high demand for regular competitions and development activities, alongside rising expectations for professional governance (P16; P20; P21).	Demand very high; governance capacity adapting to expectations.
Input	Resources (HR, funding, facilities, systems)	Human resources are improving but unevenly distributed; funding is largely event-based; facility access depends on external partnerships; integrated digital systems for HR/finance/inventory are limited in routine use (Doc-07; Doc-05; Obs-02; Doc-08).	Inputs moderately sufficient for delivery; constraints persist across cycles.
Process	Implementation & governance mechanisms	Programs are implemented effectively with responsive coordination, but SOPs, standardized monitoring instruments, and consistent documentation routines are not fully formalized (Obs-01; Doc-06; Doc-08; Doc-01).	Implementation effective; governance mechanisms inconsistent in standardization.
Product	Outputs & outcomes	Outputs are achieved (competitions delivered and participation maintained/increased; some HR development delivered), while longer-term outcomes related to institutional learning and documented follow-up are not consistently evidenced across events (Doc-02; Doc-06; Doc-08; P12).	Outputs achieved; longer-term outcomes not yet consistently documented.

Consistent with the CIPP lens (Table 3), contextual demand for futsal governance and competition delivery is high, while inputs remain constrained by venue dependence, event-based funding, and limited integrated digital systems. Consequently, implementation is adaptive and outputs are achieved, but longer-term outcomes are constrained by limited standardization, monitoring, and documented evaluation follow-up.

Discussion

This study evaluated the organizational management of the PFA using an integrated CIPP–POACE framework to generate improvement-oriented recommendations for provincial sport governance. Overall, the findings show a consistent pattern: PFA demonstrates strong operational delivery—particularly in competition implementation and routine coordination—yet the governance mechanisms required to sustain quality improvement across cycles remain only partially institutionalized. This combination is frequently observed in sport organizations where event delivery becomes the dominant performance signal, while documentation, standard procedures, and evidence-based review systems lag behind day-to-day execution demands (Bayle & Clausen, 2025; Hoyer et al., 2015).

The integrated framework clarifies why this matters. CIPP supports improvement-oriented evaluation by examining contextual needs, resource sufficiency, implementation quality, and outcomes across a program cycle rather than focusing only on outputs (Stufflebeam & Shinkfield, 1985; Wedayanthi et al., 2024). POACE complements this logic by providing a managerial lens to interpret how governance work is planned and organized, how programs are enacted, and how organizational learning is maintained through controlling and evaluating functions. Using both lenses together therefore enables an actionable diagnosis that links resource and contextual conditions to specific managerial practices and improvement levers.

Across the POACE functions, PFA's strongest asset is its actuating capacity. Competitions are generally delivered as scheduled, field coordination is responsive, and stakeholders perceive implementation as reliable. However, good governance frameworks emphasize that execution quality must be supported by institutionalized accountability and transparency mechanisms—clear role definitions, documented procedures, explicit performance expectations, and routine review—so that organizational learning does not depend on individual experience or committee leadership at a given time (NSW Office, 2021). The present findings suggest that PFA's delivery strength has not yet been consistently converted into a stable system of organizational learning.

Planning and organizing illustrate this semi-formal governance profile. Planning exists through annual coordination and work programs, but it remains largely event-based and is not consistently anchored

in a multi-year roadmap with measurable indicators. Governance guidance stresses that strategic planning becomes actionable when objectives are translated into KPIs, documented targets, and timelines that are reviewed over time; without these elements, planning risks becoming a yearly calendar exercise rather than a cumulative performance system linking needs, inputs, processes, and outcomes (Chappelet & Mrkonjic, 2013). Similarly, organizing is functional through formal committees and routine communication, yet the limited availability of SOPs, written job descriptions, and integrated databases reduces standardization and traceability. In provincial sport contexts where committees rotate and partnerships vary by event, the formalization of roles, procedures, and documentation trails is essential for continuity, auditability, and stakeholder trust (NSW Office, 2021).

The most consequential constraint identified in this evaluation concerns controlling and evaluating functions. Triangulated evidence from interviews, observations, and documents indicates that monitoring tends to be manual and event-based, and post-event reporting is not consistently connected to standardized checklists, KPI tracking, or a documented follow-up pathway (actions–timelines–person in charge–evidence of completion). Sport-sector monitoring and evaluation guidance emphasizes that evaluation should function as an organizational learning engine—supporting continuous improvement through routine monitoring, documented findings, and structured follow-up—rather than being limited to informal discussions or end-of-event summaries (Coalter, 2000; Stufflebeam, 2003). When evaluation outputs are not systematically documented and translated into tracked corrective actions, institutional learning becomes inconsistent, which helps explain why similar operational constraints can recur even when event delivery is generally successful.

The CIPP synthesis further clarifies the long-term implications of this pattern. PFA operates in a high-demand environment with rising expectations for competitions and development programs, while inputs remain constrained, particularly venue dependence, event-based funding, and limited integrated systems for HR, finance, and inventory. Under these conditions, organizations often become adaptive and event-focused; however, sustained outcomes require strengthened processes—SOPs, routine monitoring, and documented evaluation follow-up—to convert repeated delivery experience into cumulative organizational improvement (Stufflebeam & Shinkfield, 1985; Wedayanthi et al., 2024). Consistent with CIPP logic, the results therefore indicate that short-term outputs are largely achieved, but longer-term outcomes remain constrained by input instability and weak institutionalization of monitoring and follow-up mechanisms.

Taken together, the findings indicate that PFA's primary opportunity is to leverage strong delivery capacity into sustainable organizational development by strengthening governance foundations. Sport management scholarship emphasizes that governance improvement is typically enabled by institutionalized procedures, role clarity, and transparent performance systems, especially for organizations coordinating multiple stakeholders and resource streams (Hoye et al., 2015). Practically, this implies: (a) shifting from event-driven planning to a multi-year strategic plan with measurable KPIs and documented targets; (b) professionalizing organizing through SOPs, job descriptions, and centralized databases for administration and HR; (c) institutionalizing controlling and evaluation through standardized monitoring tools, routine reporting schedules, and a documented follow-up matrix embedded within meeting minutes and accountability reporting; and (d) stabilizing key inputs through longer-term venue partnerships and diversified funding strategies. Collectively, these steps align with governance principles emphasizing accountability, transparency, and system-based quality assurance in sport organizations (Hoye et al., 2015; NSW Office, 2021).

Methodologically, this study demonstrates how an integrated CIPP–POACE qualitative evaluation can produce decision-relevant recommendations by linking contextual pressures and resource conditions to managerial practices and patterns of short-term versus long-term results. By diagnosing governance gaps through both evaluation and management lenses, the approach supports targeted improvements that are directly tied to institutional mechanisms rather than generic improvement statements.

Limitations

This study has several limitations. First, it examined a single provincial futsal association, which may limit transferability to other regions where governance cultures, stakeholder structures, and resource conditions differ. Second, the qualitative design provides in-depth contextual understanding but does



not support statistical comparison or causal inference. Third, gaps in available documentation—particularly in finance, facilities management, and formal evaluation records—may have reduced verification depth in specific domains despite the use of triangulation and an evidence-chain approach.

Future research

Future studies should include comparative evaluations across multiple provincial or national sport associations to examine how governance maturity, funding models, and system digitization influence organizational performance. Mixed-method designs that combine qualitative evidence with quantitative indicators (e.g., competition stability, HR certification distribution, reporting completeness, and performance trends) are recommended to strengthen explanatory power. Longitudinal follow-up is also needed to assess whether improvements in planning, controlling, and evaluation systems translate into sustained governance development and competitive outcomes

Conclusions

PFA demonstrates consistent operational capacity, particularly in competition delivery and basic human resource development. However, governance remains largely event-driven, with limited multi-year planning, weakly standardized monitoring, and inconsistent documentation of evaluation and follow-up actions. From a CIPP perspective, high contextual demand is not yet matched by stable inputs (venue security, funding continuity, and integrated digital systems), which supports short-term outputs but constrains longer-term outcomes. The integrated CIPP-POACE diagnosis indicates that strengthening KPI-based multi-year planning, formalizing SOPs and role documentation, standardizing monitoring tools, and establishing a routine, documented evaluation follow-up mechanism are essential to improve governance sustainability and organizational impact in provincial futsal associations.

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