

Implementation of the Policy on In-Service Teacher Training at Mundu Public Junior High School 1

Erika Listiani Enisa Putri¹, Mukarto Siswoyo²

Department of Public Administration, Faculty of Social and Political Sciences, University of Swadaya Gunung Jati, Cirebon, Indonesia

Author Email: erikalistiani676@gmail.com¹, mukarto.siswoyo@ugj.ac.id²

Abstract. The Teacher Professional Education Program (PPG) is a government policy aimed at enhancing teacher professionalism, as mandated by Law No. 14 of 2005 on Teachers and Lecturers. However, in its implementation, the PPG still faces a number of challenges, including coordination among policy stakeholders, institutional readiness within schools, and teachers' ability to balance the demands of the PPG with their workload at educational institutions. These conditions indicate that the success of the PPG is determined not only by the policy design but also by the implementation process. This study aims to analyze the implementation of the PPG policy using Grindle's policy implementation theory, specifically focusing on the dimensions of policy content and implementation context. This study employs a qualitative approach with data collection techniques involving in-depth interviews with education officials and PPG-participating teachers, supplemented by documentary analysis. The results indicate that, in terms of policy content, the PPG program provides benefits in enhancing teachers' pedagogical and professional competencies and strengthening professional recognition. Regarding the implementation context, the success of the PPG program is influenced by coordination among policy actors, school leadership support, alignment of administrative systems, and teacher commitment. Overall, the implementation of the PPG program can be effective if supported by institutional synergy and the professional accountability of all policy actors.

Keywords: Teacher Education, Policy Implementation, Teaching Positions, Professionalism, Public Policy.

1 Introduction

Education is a vital foundation for the progress of a country and its people. The quality of education is a crucial indicator of a country's social, economic, and political progress. Through quality education, a nation can produce intelligent, competent, and highly competitive human resources. In Indonesia, education plays a highly strategic role as a tool for shaping character, enhancing competencies, and strengthening the moral and spiritual values of students so that they are capable of facing global challenges. However, the reality on the ground shows that the national education system still faces various problems, ranging from unequal access and low educational quality in certain regions to disparities in teacher quality and facilities across regions. These conditions indicate that efforts to improve the quality of education in Indonesia remain a significant challenge that must be addressed continuously.

Education plays a strategic role in shaping high-quality, competitive human resources with strong integrity. Through education, individuals gain not only knowledge but also the skills, moral values, and critical thinking abilities needed to face future global challenges. Therefore, the success of education is largely determined by the role of teachers as the spearhead of the teaching and learning process in schools. Teachers are required to be able to adapt to the changing times, master learning technologies, and possess competent pedagogical, professional, social, and personal skills [1] Given that teachers play a crucial role in fostering high-quality human resources, improving the quality and professionalism of teachers is a top priority in national education policy. Thus, education serves as a key factor in building a better future, even though there are still various obstacles to achieving educational equity and improving the quality of education in Indonesia.

One of the government's concrete steps to improve teachers' competencies and professionalism is through the Teacher Professional Education Program (PPG). This program is a vital component of the national education system, as it aims to produce educators who are professional, possess integrity, and are capable of implementing effective teaching methods in the classroom. The PPG is conducted in accordance with Regulation of the Minister

of Education, Culture, Research, and Technology of the Republic of Indonesia No. 19 of 2024 on Teacher Professional Education, which stipulates that the PPG is a post-bachelor's or post-applied bachelor's degree program designed to grant teaching certification to educators at the early childhood, elementary, and secondary education levels [2]. Teacher certification through the PPG serves as proof that a teacher has met the competency standards established by the state, as stipulated in Law No. 14 of 2005 on Teachers and Lecturers, which affirms that teachers are professionals whose primary duties include educating, teaching, guiding, directing, training, assessing, and evaluating students.

According to the June 2024 Basic Educator Data (Dapodik), there are still 1.4 million teachers who do not yet hold teaching certificates and lack a bachelor's degree (S-1) or equivalent (D-IV). The government has successfully certified 598,566 teachers through the PPG program in 2024, and it is expected that approximately 800,000 teachers will be certified by 2025. Progress toward the 2025 target shows significant advancement, with approximately 728,697 teachers having passed the administrative screening; this year's administrative screening continues to be conducted in preparation for the next round of the PPG program [3].

PPG is divided into two main categories: Pre-Service PPG and In-Service PPG (Daljab). Pre-Service PPG is intended for prospective teachers who have no prior teaching experience, while In-Service PPG is intended for teachers who have been teaching for at least one year and wish to obtain a teaching certificate through a professional development process. In the latest policy developments, the terms Pre-Service PPG and In-Service PPG have been replaced by Prospective Teacher PPG and Specific Teacher PPG, respectively [2]. The objective of this program is to develop teachers who are capable of planning, implementing, and evaluating instruction; guiding and mentoring students; and engaging in ongoing research and professional development [4].

The In-Service PPG Program is a key tool for enhancing teachers' competencies in the field, but its implementation often faces various challenges. One of the issues that arises is teachers' workload. Teachers must participate in the PPG program while continuing to fulfill their mandatory teaching duties at school. This situation often affects teachers' ability to use their time efficiently in conducting instructional activities, as well as the balance between administrative and academic responsibilities.

Meanwhile, teachers' workloads are regulated by Minister of Education and Culture Regulation No. 15 of 2018 on the Fulfillment of Workloads for Teachers, School Principals, and School Supervisors, which stipulates that teachers are required to fulfill a minimum workload of 24 face-to-face teaching hours per week [5]. When participating in the In-Service Teacher Education Program, teachers are still required to fulfill these obligations, which limits the time available for studying and completing academic assignments [6]. This situation often leads to a conflict between professional responsibilities and program requirements. Given this, improving the quality and competence of teachers is a critical aspect that must be continuously developed.

Teachers at SMP Negeri 1 Mundu in Cirebon Regency face the same challenges. As one of the public schools participating in the In-Service PPG program, most teachers at this school struggle to balance their mandatory teaching duties at school with their PPG coursework. Many of them have had to adjust their teaching schedules, sacrifice their break time, and even bring academic work home. This situation highlights a dilemma between enhancing professionalism through the PPG program and maintaining the effectiveness of learning at school. This phenomenon warrants further study to determine to what extent the In-Service PPG policy can be effectively implemented without disrupting teachers' productivity and well-being.

To analyze the implementation of this policy, this study employs Merilee S. Grindle's (1980) policy implementation theory, which encompasses two key variables: Policy Content and Context of Implementation. These two aspects serve as the foundation for assessing the extent to which the In-Service PPG policy can be implemented in accordance with the objectives set by the government. These two variables are relevant in assessing the implementation of In-Service PPG, as issues regarding teachers' workload and time efficiency often arise due to weaknesses in PPG policies and how those policies are implemented in the field.

Mundu State Junior High School No. 1 was selected as the research site because it represents an information-rich case in examining the implementation of the In-Service Teacher Professional Education (PPG) policy. During the research period, several teachers at the school were actively participating in the PPG program while simultaneously fulfilling full teaching responsibilities. This condition created observable challenges related to workload management, time efficiency, and the balance between administrative and pedagogical responsibilities. In addition, the school represents a public educational institution operating under centralized national education governance while still facing institutional limitations in adapting policy implementation to school conditions.

Based on the above discussion, it can be concluded that quality education can only be achieved if teachers possess high professional competence. The In-Service Teacher Professional Education Program is a key tool in efforts to enhance such competence. However, in its implementation, various obstacles—such as heavy workloads and time constraints—remain challenges that need to be addressed.

This study on "The Implementation of the In-Service PPG Policy at Mundu 1 Public Junior High School" is relevant and important because it aims to determine how the in-service PPG policy is implemented at Mundu 1 Public Junior High School, the obstacles to its implementation, and the efforts made to overcome these obstacles.

This study is expected to contribute to a deeper understanding of the effectiveness of educational policy implementation and how such policies impact teacher performance at the school level.

2 Literature Review

The success of policy implementation also depends on the commitment and leadership skills of the officials responsible for carrying it out, who play a key role in ensuring that policy objectives are met [10]. Merilee S. Grindle in [9] states that, broadly speaking, policy implementation is a process that links policy objectives and expected outcomes through the establishment of a policy delivery system. Thus, implementation is not merely understood as the translation of rules into technical actions, but also involves a series of decisions, actors, and mechanisms that determine the success of achieving policy objectives.

Grindle in Yulianto Kadji [11] states that there are two factors influencing policy implementation. Success in the policy implementation process—leading to the achievement of desired outcomes—depends on the design of program activities and the availability of adequate funding; it is also influenced by the Content of Policy and the Context of Implementation. Grindle identifies two variables in policy implementation, namely Content of Policy (Affected interests, Type of Benefit, Extent of change envisioned, Site of decision making, Program implementors, Resources committed) and Context of Implementation (Power, Interests, and Strategies of actors involved, Institution and regime characteristics, Compliance and responsiveness).

Several previous studies have examined the implementation of the In-Service Teacher Education Program (PPG) in the context of enhancing teacher competencies; however, none have specifically examined the impact of implementing the PPG policy on workload and time efficiency in schools. Therefore, this study is of great significance in providing an empirical overview of the effectiveness of implementing the PPG policy at the school level.

3 Research Method

Referring to the book [19] Qualitative research methods are an approach used to investigate subjects in their natural settings (as opposed to experiments), in which the researcher serves as the primary instrument. Data collection techniques involve triangulation (combination), data analysis is inductive/qualitative, and the results of qualitative research emphasize meaning over generalization. Qualitative methods are used to obtain in-depth data that carries meaning.

This study employs a qualitative method with a descriptive analytical approach. A qualitative method was chosen because this study aims to understand the phenomenon in depth and comprehensively from the perspective of the research subjects, rather than through numbers or statistical calculations. Descriptive analysis was used to obtain an in-depth and comprehensive picture of the implementation of the In-Service Teacher Professional Education Program at SMP Negeri 1 Mundu, as well as to identify the obstacles and efforts involved in its implementation.

To operationalize Grindle's policy implementation framework, this study used the dimensions of Content of Policy and Context of Implementation as analytical categories during the coding process. This study involved six informants in the implementation of the In-Service PPG policy. Data were collected through interviews, observation, and documentation studies. Interviews lasted approximately 45-90 minutes. Data analysis employed thematic qualitative analysis through coding, categorization, interpretation and conclusion drawing based on Grindle's implementation dimensions.

Informants were selected using purposive sampling, a technique that involves intentionally selecting informants based on their knowledge, insights, and experience. In addition, the selection of informants also considered demographic characteristics, specifically the age range of participating teachers, which was between 27 and 35 years old, based on the assumption that within this age range, informants are in an active and productive phase in terms of participating in and implementing the In-Service PPG policy. In this study, the author served as the primary instrument responsible for collecting data from interviews and direct field observations.

This research was conducted in collaboration with the relevant agency and schools that provided outreach regarding the PPG program and processed Dapodik data, namely the Cirebon Regency Education Agency, located at Jl. Sunan Drajat No. 10, Sumber, Sumber District, Cirebon Regency. Specifically, the focus was on the technical aspects of teaching and school administration at the junior high school level.

In addition to the relevant government agency, this study was also conducted at the relevant school, namely SMP Negeri 1 Mundu, located at Jl. Luwung No. 30, Luwung, Mundu District, Cirebon Regency, West Java 45173. Specifically, it was conducted by the teachers who teach there.



Figure 1. Cirebon Regency Education Office
Source: Official Website of the Cirebon Regency Education Office



Figure 2. Mundu Cirebon Public Junior High School No. 1
Source: Official Website of Mundu Cirebon State Junior High School No. 1

The author is interested in conducting research on the implementation of the PPG Daljab program, with a particular focus on how the program's implementation affects teachers' workloads and the efficiency of teaching time in schools. The study employs data collection techniques such as interviews and direct observation, as well as secondary data in the form of scientific articles, previous journals, and data from the Ministry of Education and Culture. This study employs a source triangulation technique, with the research focus aimed at comparing and confirming information obtained from verified informants.

4 Results and Discussion

4.1 Implementation of the In-Service Teacher Professional Education Policy at Mundu State Junior High School 1

The implementation of the In-Service Teacher Education (PPG) policy for specific teachers involves multiple actors, including the central government, local education offices, schools, and teachers, each with distinct roles. The central government formulates policies, local education offices facilitate implementation, schools provide operational support, and teachers act as the main implementers.

This policy aims not only to fulfill certification requirements but also to enhance teacher professionalism on an ongoing basis. Therefore, coordination among stakeholders is essential to ensure effective implementation without disrupting teaching and learning activities. At SMP Negeri 1 Mundu, the implementation follows a nationally regulated system in terms of procedures and stages, with the school acting as the implementing unit responsible for ensuring teachers complete all program requirements.

The program includes administrative selection, LMS-based learning, field practice, and competency examinations. Schools support implementation through administrative assistance, schedule adjustments, and a

conducive work environment. From a policy perspective, the program seeks to improve teachers' pedagogical, professional, social, and personal competencies, contributing to the achievement of national education standards through professional certification.

However, challenges remain, particularly in time management and workload balance, as teachers must carry out teaching duties alongside PPG requirements. This indicates that successful implementation depends on both policy design and the readiness of implementing actors.

Overall, the implementation of the In-Service PPG policy at SMP Negeri 1 Mundu aligns with the national framework and supports the improvement of teacher professionalism, although further efficiency is still needed.

4.2 Content of Policy

4.2.1 Affected Interests

According to the research findings, the implementation of the Teacher Professional Education Program (PPG) indicates that this policy is designed to address the diverse interests of various stakeholders in the education sector, both at the local government level and among teachers as the primary target group. For local governments, particularly the Education Office, the PPG policy relates to the interest in improving the quality and professionalism of teachers in their respective regions, even though the primary decision-making authority lies with the central government. This PPG policy is part of a teacher competency enhancement program established by the central government. Its implementation follows existing regulations without any changes at the local level. The Education Office and the Head of the PSMP Division carry out this policy in accordance with their respective duties and authorities, ensuring that all relevant interests are addressed within the framework of the established regulations.

Meanwhile, for teachers, the PPG policy directly affects their professional interests, careers, and well-being, as it relates to teacher certification and opportunities to receive professional allowances. This policy is understood as an obligation that must be followed. Teachers state that they follow the rules set by the government and implement the program in accordance with the regulations. The implementation of PPG has a direct impact on teachers because they must divide their time between teaching duties and participating in PPG activities. Nevertheless, teachers continue to fulfill these obligations by adhering to the existing rules. These differing positions among stakeholders indicate that the PPG policy affects a wide range of interests, with varying degrees of impact.

4.2.2 Type of Benefits

In terms of benefits, the PPG policy yields various advantages, both at the individual and institutional levels. Local governments gain institutional benefits in the form of improved quality of educational human resources and support for meeting national education standards. These benefits are not only realized in the short term through graduation and certification but are also expected to have a long-term impact on improving the quality of learning and ensuring sustainable educational quality.

From a sustainability perspective, the agency believes that the benefits of the PPG must be maintained through monitoring and guidance to ensure that teachers do not revert to their old work patterns after completing the program. Therefore, efforts are being made to ensure that the knowledge and skills acquired during the PPG are consistently applied in teaching practice and shared with colleagues. Additionally, the PPG also provides benefits in terms of teacher welfare through the Teacher Professional Allowance (TPG) as a consequence of professionalization. This improvement in welfare not only impacts individual teachers but also has implications for the social and economic aspects of the communities where teachers live.

On the other hand, teachers gain professional benefits in the form of enhanced competencies and formal recognition as professional educators, as well as economic benefits through opportunities to receive professional allowances. After completing the In-Service Teacher Education Program (PPG), teaching skills become more focused and systematic. The PPG helps improve pedagogical and professional competencies, which are reflected in more thorough lesson planning, the use of more varied teaching methods, and a deeper understanding of the subject matter. These benefits are felt continuously in daily teaching practice, particularly in guiding students to be more active, confident, and able to express their ideas during the learning process. Additionally, teachers also note that the In-Service PPG has a positive impact on their self-confidence and professional responsibility.

The improvement of teacher professionalism was not only reflected in participants' perceptions but also in observable instructional practices. Teachers reported becoming more systematic in preparing lessons plans, applying reflective learning approaches, and implementing more participatory and student-centered teaching methods. Several teachers also demonstrated increased classroom interaction, collaborative learning strategies, and greater confidence in integrating pedagogical theory into classroom practice after completing PPG program.

4.2.3 Extent of Change Envisioned

The PPG policy also reflects the extent of change desired by the government, particularly changes in teachers' competencies, status, and professional practices. The changes expected from the In-Service Teacher Professional Education Program (PPG) are not limited to improving mastery of teaching materials, but primarily to enhancing teachers' overall professionalism. This professionalism encompasses the maturity of pedagogical competencies, a psychological approach toward students, as well as the teacher's integrity and exemplary moral conduct. In the context of junior high school education, teachers are not only required to excel academically but also to understand students' personalities, adopt a humanistic attitude, and serve as role models in their daily behavior. Thus, the degree of change expected encompasses changes in how teachers think, behave, and act during the learning process. These changes are highly dependent on the mechanisms for monitoring and controlling teacher performance following PPG. Without adequate supervision, there is a risk that PPG will be viewed merely as a means of obtaining the Teacher Professional Allowance (TPG), rather than as a process for enhancing competencies.

Teachers view the PPG as a means to improve their ability to plan and conduct instruction in a more focused, systematic, and meaningful way for students. These changes are reflected in the use of teaching methods that are more varied, participatory, and student-centered. These changes are not merely administrative in nature—involving certification—but are also aimed at transforming classroom teaching practices. However, the extent of the expected changes must be tailored to the capacity of teachers and educational institutions, given the time constraints and heavy workload teachers face in balancing their teaching duties with participation in the PPG program.

4.2.4 Site of Decision Making

From the perspective of policymakers, the implementation of the PPG indicates that the decision-making process is centralized, with the central government holding the primary authority. Local governments, including the Education Office, play more of a role as policy implementers and facilitators, with limited discretion. This situation impacts policy implementation at the local level, as adjustments to the local context cannot be made entirely flexibly, while teachers—the target of the policy—are outside the decision-making structure.

Although the centralized governance model through SIMPKB and national regulations provides standardized implementation procedures, it also limits local flexibility in adapting the policy to school conditions. Schools and local education offices possess limited authority to modify schedules, learning targets, or administrative mechanism according to local institutional needs. As a results, teaches are required to adjust themselves to nationally determined systems regardless of varying local capacities and workloads

Teachers believe there is still room to adapt to the realities of teaching at school. These adjustments are primarily made through time management, workload management, and efforts to integrate PPG materials and experiences into classroom teaching practices. Although the implementation of PPG requires additional effort and a high level of discipline, teachers strive to maintain a balance between their obligation to participate in PPG and their primary responsibility as educators at school. These adjustments allow the PPG process to continue without disrupting the continuity of teaching and learning activities.;

4.2.5 Program Implementors

In practice, the PPG involves various stakeholders as program implementers, ranging from the central government, local education offices, participating universities, schools, to participating teachers. Each stakeholder has interrelated roles and responsibilities, so the success of implementation depends heavily on coordination and communication among the implementers.

Decision-making regarding the implementation of the Teacher Professional Education Program (PPG) falls entirely under the authority of the central government, specifically the Ministry of Education, through an integrated national system. The role of local education offices is administrative and facilitative. The office acts as a liaison between central policies and implementation at educational institutions through the dissemination of information, coordination with school principals, and administrative monitoring of teachers participating in the PPG. The office ensures that requirements set by the central government, such as years of service and the completeness of teacher data, are met. This centralized implementation structure creates administrative dependence on national flexibility in responding to technical and scheduling challenges faced by teachers. Consequently, schools often possess limited discretion in adjusting implementation mechanism according to local teaching conditions and institutional capacities.

Although primary authority lies with the central government, the role of the office remains strategic in supporting the smooth implementation of policies at the local level. Regarding the centralized PPG policy, teachers have expressed a relatively positive attitude, as they believe it provides clear direction and uniform quality

standards for teachers across various regions. However, teachers believe that the implementation of the policy at the school level still requires flexibility so that it can be adapted to actual conditions, such as student characteristics and school facilities and infrastructure.

4.2.6 Resources Committed

In addition, the implementation of the PPG is supported by various resources, such as human resources, funding, time, infrastructure, and information systems. The availability and adequacy of these resources are key factors in determining the smooth and effective implementation of the policy on the ground.

The Department of Education provides administrative, time-related, and policy-based support. The primary form of support is provided through the issuance of official permits and assignment letters for teachers participating in the PPG, serving as the administrative basis for their participation in the professional development program. Additionally, the department promotes a principle of mutual support between teachers and schools, particularly in scheduling teaching hours, to ensure that teachers' participation in the PPG does not disrupt the continuity of teaching and learning activities. It allows schools to arrange for substitute teachers when teachers must attend PPG activities, provided that instructional services continue uninterrupted. Administrative support is also provided through the issuance of supporting documents, such as certificates of active teaching status and verification of fulfillment of service requirements. Through this support, the department seeks to minimize bureaucratic obstacles and position schools as implementing partners in managing instructional logistics while teachers participate in the PPG.

The analysis of the policy content dimension within the PPG Program indicates that this policy has been designed with clear objectives, diverse benefits, and a structured direction for change. However, the policy's centralized nature, the significant demands for change, and resource constraints at the implementation level and among the policy's target groups present distinct challenges to its implementation. Therefore, although the substantive content of the PPG policy is adequate, its effectiveness depends heavily on the ability of implementing actors to translate the policy into practice in the field

4.3 Context of Implementation

4.3.1 Power, Interests, and Strategies of Actors Involved

Based on the research findings, the implementation context of the Teacher Professional Education Program (PPG) indicates that the success of policy implementation is heavily influenced by the configuration of power, interests, and strategies among the actors involved. The central government holds dominant power in policy formulation and strategic decision-making, while local governments serve as implementers with limited authority.

In this context, the Education Office is implementing a coordinated and facilitative strategy to ensure that the PPG policy is implemented in accordance with existing regulations. The Education Office has adopted a coordination model that emphasizes active and ongoing communication among policy stakeholders, ranging from the central government to individual educational institutions. This coordination aims to ensure that policies established at the central level are properly implemented at the local level.

The agency's primary strategy for reconciling the interests of various stakeholders is guided by regulations and standard operating procedures (SOPs). In addition, the agency emphasizes the discipline and accountability of schools and teachers in fulfilling their administrative and reporting obligations, with the principles of fairness and efficiency serving as the foundation for managing these interests.

On the other hand, teachers are the most strategic actors in the implementation of PPG. Although policies are formulated at the central level and facilitated by local education offices, the success of PPG ultimately depends heavily on the commitment and dedication of teachers as policy participants. Teachers are key actors because they directly undergo the PPG process and implement its outcomes in classroom teaching practices. Teachers, as the target of the policy, develop adaptive strategies to balance the demands of PPG with their teaching obligations and administrative duties at school.

4.3.2 Institution and Regime Characteristics

Institutional characteristics and governance structures also shape the dynamics of PPG policy implementation at the local level. A hierarchical bureaucratic structure and decision-making patterns that tend to be centralized limit local governments' discretion in adapting policies to local conditions. Nevertheless, regulatory stability and clear implementation guidelines serve as supporting factors in maintaining consistency in program implementation. Institutional capacity, particularly regarding inter-agency coordination and administrative support, plays a crucial role in ensuring that policies can be implemented sustainably.

School principals have a strategic responsibility to support policies aimed at enhancing teacher professionalism through the granting of leave, workload management, and the provision of objective and

professional policy support. Support from school leadership reflects the institution's commitment to improving the quality of education. Administratively, the school administration system is generally aligned with the needs of the PPG. This program does not require a special administrative system but is integrated with existing learning administration systems, such as instructional materials, teaching schedules, and learning outcome evaluation reports.

The school's overall climate and work culture support the implementation of the PPG, characterized by mutual understanding, openness, and cooperation among teachers. Colleagues assist through task sharing and effective coordination, allowing the additional workload to be managed collectively. Orderly, responsive, and transparent school governance facilitates administrative management and adjustments to the learning schedule, enabling the implementation of PPG to be integrated harmoniously and sustainably without disrupting educational services for students.

4.3.3 Compliance and Responsiveness

Furthermore, in terms of compliance and responsiveness, the implementation of the PPG is generally carried out in accordance with the regulations and technical guidelines established by the central government. Local governments and implementing universities demonstrate a fairly high level of compliance with policy procedures. However, in practice, there are still limitations in responsiveness to the challenges faced by teachers, particularly regarding time constraints, workload, and the readiness of supporting facilities. These conditions necessitate flexibility in implementation without disregarding the core provisions of the policy.

Although the implementation of the PPG policy generally demonstrates high levels of compliance among teachers and educational institutions, the findings also reveal several unintended consequences. Teachers experience emotional exhaustion, increased work pressure, and reduced personal time due to the simultaneous demands of teaching responsibilities and intensive academic assignments within the PPG program. Therefore, policy success should not solely be measured through certification completion rates but also through the sustainability of teacher well-being and instructional effectiveness.

Participation in and completion of all stages of the PPG program are understood to have direct implications for the recognition of teachers' professional status, particularly regarding teaching certificates and eligibility for professional allowances. Therefore, compliance is primarily focused on the awareness and responsibility of individual teachers as the subjects of the policy. Schools' responsiveness to the implementation of the PPG is assessed through administrative and coordinative support, particularly the principal's role in issuing supporting documents and managing adjustments to teachers' workloads. Such support serves as an indicator of the school's commitment as a policy implementation partner, as without administrative support from the school, teachers' participation in the PPG cannot proceed optimally.

To address challenges that arise during the implementation of the PPG, the department has established a mechanism for clarification and evaluation involving relevant parties, such as school principals and school administrators. This process aims to objectively identify the root causes of problems and ensure that the rights and obligations of all stakeholders are fulfilled. If any negligence is found, the department may take corrective action within its authority.

In summary, the implementation context of the PPG Program reveals that the power of actors, institutional characteristics, and the level of compliance and responsiveness of implementers interact with one another in determining the success of the policy. Although the policy is structurally supported by clear systems and regulations, the effectiveness of its implementation remains highly dependent on the ability of implementing actors to respond to on-the-ground dynamics and the needs of the policy's target audience. Thus, strengthening coordination, increasing implementation flexibility, and responsiveness to teachers' conditions are crucial aspects in supporting the successful implementation of the PPG in the regions.

4.4 Barriers to the Implementation of the In-Service PPG Policy at Mundu State Junior High School 1

Based on the analysis in this study, which utilizes Merilee S. Grindle's implementation theory, barriers to the implementation of the In-Service Teacher Education Program (PPG) at SMP Negeri 1 Mundu were identified through the Context of Implementation dimension, specifically regarding the variables of workload characteristics and the strategies of actors in the field. The research findings indicate that the primary barrier is the emergence of a double burden experienced by teachers participating in the program. Based on the results of an interview with the informant, Mr. Sumardi Taram, S.Pd, he stated that teachers are faced with the demand to continue fulfilling their routine teaching workload while simultaneously completing academic tasks on the highly demanding Learning Management System (LMS) platform. This aligns with the informant's statement that the PPG program impacts time management, thereby requiring extra discipline to ensure that the roles of teacher and student can proceed in tandem.

The second obstacle relates to administrative pressure and a fragmented focus. From Grindle’s perspective, the centralized nature of policy content results in administrative standards being determined entirely by the central system (SIMPKB/RTG), which is accessible only to teachers. As stated by the Head of the PSMP Division at the Cirebon Regency Education Office, Mr. Muhamad Rukhyat Zain, S.Pd, the office lacks the authority to intervene in the selection process or schedule because the system is centralized. This situation creates operational obstacles at the school level; teachers often feel physically and mentally exhausted from having to meet national assignment deadlines while also fulfilling their in-person teaching obligations. These implementation barriers indicate structural problems within Indonesia’s educational bureaucracy rather than merely technical obstacles. The overload experienced in the LMS platform reflects the high dependence on centralized digital administrative systems that are not always supported by equal technological readiness at the local level. In addition, scheduling conflicts emerge because the implementation of the In-Service PPG program has not been fully synchronized with teacher workload regulations requiring teachers to maintain minimum teaching hours while simultaneously completing intensive academic assignments. This condition demonstrates a mismatch between centralized policy demands and the institutional capacity of schools and teachers at the implementation level.

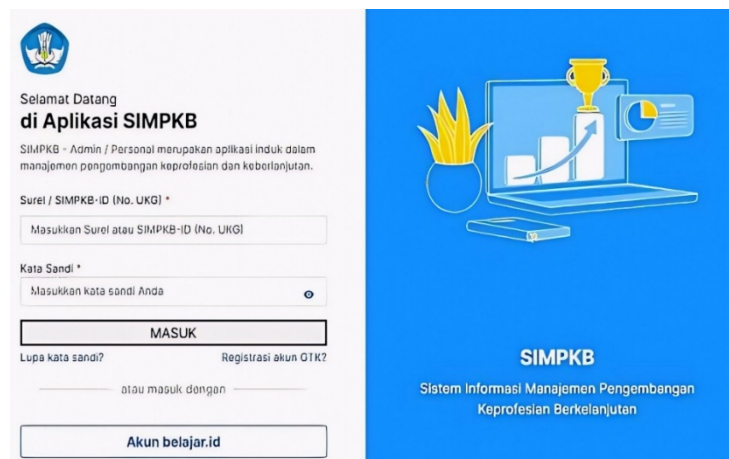


Figure 3. SIMPKB Application
Source: Official SIMPKB PPG Website

Finally, challenges arise regarding the allocation of resources. Although this policy promises improved well-being through certification, during implementation, teachers must independently provide their own resources, such as high-performance laptops and stable internet access. If not managed through structural support from the principal, these obstacles risk reducing the effectiveness of educational services at SMP Negeri 1 Mundu because teachers’ attention is divided between fulfilling the program’s administrative obligations and their pedagogical responsibilities toward students.

4.5 Efforts to Overcome Obstacles to the Implementation of the In-Service PPG Policy

Efforts to address the challenges of workload and time management at Mundu State Junior High School No. 1 are carried out through a strategic approach that involves synergy among individuals, institutions, and the local government. Based on Merilee S. Grindle’s theoretical framework, these efforts fall under the Implementation Context dimension, specifically regarding the variables of Actor Strategy and Compliance.

From an individual perspective, two teachers interviewed explained that the primary strategy implemented was improving self-discipline. Teachers did not merely accept the workload but actively sought solutions by utilizing time outside of teaching hours, including personal time at home, to complete modules on the LMS platform. This strategy was also supported by a culture of collegiality at SMP Negeri 1 Mundu, where fellow PPG participants shared information and tips on completing assignments, allowing the complex administrative workload to be managed collectively to reduce the risk of work-related stress.

From an institutional perspective, crucial efforts are made through school principal policies that provide structural and moral support. Based on interview results, the school provides flexibility in teaching schedules and special exemptions when teachers must attend synchronous sessions or online exams that cannot be postponed. This support is reinforced by the Cirebon Regency Education Office, which ensures that teachers’ rights to pursue professional development remain protected through the issuance of recommendation letters and letters of introduction. The department also performs oversight and evaluation functions in cases where conflicts of interest arise between school duties and PPG responsibilities in the field. Through the alignment of teachers’ individual strategies, school policy support, and facilitation by the department, workload-related obstacles can be mitigated,

ensuring that teachers remain able to maintain their teaching performance in the classroom while progressing toward professional certification.

4.6 Contribution to Public Policy Implementation Literature

This study contributes to public policy implementation literature by demonstrating that the effectiveness of professional education policies is influenced not only by compliance with formal regulations but also by the interaction between centralized governance structures, institutional adaptability, and the workload capacity of frontline implementers. Furthermore, this study expands Grindle's implementation framework by highlighting workload management and digital administrative burden as important contextual variables in contemporary education policy implementation, particularly within highly centralized educational governance systems.

5 Conclusion

The implementation of the In-Service Teacher Professional Education (PPG) policy at SMP Negeri 1 Mundu has been substantively assessed as effective in enhancing pedagogical competencies, the ability to design reflective learning experiences, and the strengthening of teacher professionalism. Based on Merilee S. Grindle's theoretical analysis, this success is supported by teachers' responsiveness and institutional support from the school as well as the Cirebon Regency Education Office. However, in terms of time efficiency and workload management, this policy has not yet been optimally implemented because it creates a double burden that forces teachers to allocate additional time outside of teaching hours to meet academic requirements. The gap between the policy design—which is intended not to interfere with teaching duties—and the reality of time pressures in the field highlights the need for regulatory adjustments to ensure PPG implementation aligns better with teachers' working conditions. Therefore, while effective in achieving the goal of improving educator quality, future optimization of implementation heavily depends on synchronizing workloads to ensure that the transformation of teacher professionalism does not sacrifice the balance of roles and educational services within the school.

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