

Implementation Policy Allowance Islamic Religious Education Teacher Profession at the Ministry of Religion of the City

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Abstract: Implementation policy allowances the teaching profession is effort government for increase the welfare and professionalism of non-civil servant Islamic Religious Education (PAI) teachers under the Ministry of Religion. Although has arranged in Regulation of the Minister of Religion Number 43 of 2014, its implementation at the level area Still face various constraints . Research This aim analyze implementation of PMA No. 43 of 2014 concerning distribution Allowance Non-PNS PAI Teacher Profession at the Ministry of Religion of Palembang City and factors that influence it. Research use approach qualitative descriptive with technique data collection through interviews, observations, and documentation. Data analysis was carried out using the Miles, Huberman, and Saldaña model with framework implementation George C. Edwards III's policies. Research results show that implementation policy has walk Enough good, especially in the aspect communication and disposition implementer. However, the limitations source strengths and weaknesses coordination inter-agency Still become obstacle main. Therefore that, is necessary strengthening coordination and improvement capacity source Power For optimize distribution allowance in a way effective and fair.

INTRODUCTION

Religious education is a crucial element in shaping the nation's character. According to PMA No. 16 of 2010, religious education teachers play a strategic role in communicating moral and spiritual values to students, at all levels and types of educational subjects. Their role extends beyond imparting religious material to students, including the development of their personality and ethics. Therefore, the role of Islamic Religious Education teachers is crucial. This is because they not only communicate information related to Islamic values but also ensure the instilling of Islamic teachings (Peraturan Menteri Agama Nomor 16 Tahun 2010 Tentang Pengelolaan Pendidikan Agama Pada Sekolah, 2010). Religious education is systematic and pragmatic efforts to help students so that they live in accordance with religious teachings. Religious education functions to form Indonesian people who believe in and are devoted to God Almighty and have noble morals and are able to maintain peace and harmony in inter- and inter-religious relations (Temon Astawa, 2021). Religious education teachers play a strategic role in instilling moral and spiritual values in students. Their task extends beyond conveying religious material to building character and ethics. Therefore, the role of Islamic education teachers is crucial, as they not only convey information related to Islamic values but also ensure that these values are optimally integrated into students' lives. The key Government Regulation that states that all matters relating to religious and religious education are regulated in PP No. 55 of 2007, Article 3, which states that: "Management of religious education is carried out by the Minister of Religion." (PP Nomor 55 Tahun 2007 Tentang Pendidikan Agama Dan Pendidikan Keagamaan, 2007)

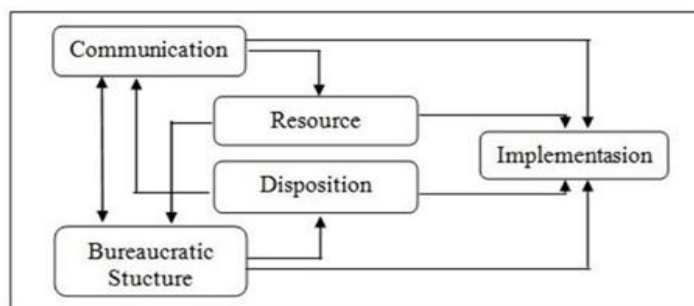
In order to support teacher professionalism, the government through the Ministry of Religion issued PMA No. 43 of 2014 which regulates the distribution of professional allowances for non-PNS teachers which is an improvement of KMA No: 73 of 2011 concerning Guidelines for the Implementation of Payment of Professional Allowances and TPG/P Assistance Under the Guidance of the Ministry of Religion for both PNS and non-PNS. Previous research on teacher professional allowance policies can be categorized into several perspectives. From a theoretical

perspective, Edwards III (1980) established the foundational framework of communication, resources, disposition, and bureaucratic structure, later applied in Indonesian contexts by Sutmasa (2021) and Arianto & Suci Megawati (2025). From a regulatory perspective, studies have analyzed PMA No. 43/2014 and PP No. 55/2007 but focus on document analysis rather than implementation practices. From a general implementation perspective, Handayani (2023) identified budget constraints as the dominant obstacle, while Wulan Sulistia Anjany & Abdul Rahman (2024) examined teacher allowances in South Tangerang, though not addressing Islamic Education teachers' dual authority structures.

From a digital transformation perspective, Exarhou et al. (2024) and B et al. (2023) explored technology adoption in education, but not specifically for religious teacher administration like the SIAGA application. From a regional implementation perspective, studies by Nurfadhillah et al. (2025), Wijaya (2023), and Iqbal & Sarmila (2024) demonstrate the importance of local context, though none focus on Palembang City or religious teacher allowances. From a governance perspective, fraud cases in Magelang (losses over IDR 1 billion) highlight vulnerabilities from budget limitations and unclear procedures.

This mapping reveals no study has comprehensively analyzed non-civil servant PAI teacher allowance implementation using Edwards III's framework. This study fills the gap by: (1) applying Edwards III's model to PAI teacher allowances; (2) focusing on non-civil servant teachers; (3) providing localized evidence from Palembang City; (4) examining digital transformation (SIAGA application) in religious teacher administration; and (5) identifying coordination failures between the Ministry of Religion and Regional Government.

To achieve effective governance, ensuring that public policy implementation is carried out effectively and efficiently is crucial. Therefore, it is first necessary to understand the factors that influence public policy. Understanding these factors will also reveal problems and obstacles in policy implementation, allowing for a thorough understanding of these factors to formulate solutions for successful implementation. Public policy is a series of actions/activities proposed by a person, group, or government in a particular environment where there are obstacles (difficulties) and possibilities (opportunities) where the policy is proposed to be useful in overcoming them to achieve the intended goals (Sutmasa, 2021).



Sumber: Widodo, 2011:107

Picture 1

Model Teori Implementasi menurut George Edwards III

Sumber: Widodo, 2011:107

RESEARCH METHOD

Study This use approach qualitative with design descriptive, which aims For understand in a way in-depth implementation process policy Allowance Teacher Profession (TPG) for Islamic Religious Education (PAI) Teachers at the Ministry of Religious Affairs in Palembang City. Approach qualitative chosen Because allows researchers dig phenomenon social in a way contextual, including dynamics, obstacles, and practices implementation policies that do not can measured in a way quantitative (Creswell, 2014).

Data in study This consists of on primary data and secondary data. Primary data is obtained through interview deep with informant key, namely officials and staff of the Ministry of Religion of Palembang City who were involved direct in management and distribution of TPG, as

well as PAI teachers as recipient policy. Interview used For dig information about mechanism implementation, constraints administrative, as well as perception implementer and recipient policy. A total of ten informants were selected, consisting of the Head of the PAIS Section as the highest official with decision-making authority and macro-level policy understanding; two SIAGA and EMIS application operators as technical officers who manage daily data processing and understand technical constraints; two PAI supervisors who serve as field mediators and understand the real conditions of teachers in schools; and five PAI teachers selected with variation to capture diverse experiences based on certification status (certified and uncertified), school type (public and private), and digital literacy level (senior teacher over 50 with digital constraints and young teacher under 35 adaptive to technology). This variation in informant selection covering policy makers, technical implementers, field supervisors, and policy recipients with different characteristics was designed to obtain comprehensive data from multiple perspectives and to understand the complexity of TPG policy implementation holistically. Meanwhile that is secondary data obtained through studies documentation that includes Regulation of the Minister of Religion Number 43 of 2014, document administration distribution of TPG, as well as archives and reports related others. Use interviews and documentation in study qualitative aim For obtain comprehensive and mutually beneficial data complete (Sugiyono, 2019).

Data analysis was performed in a way qualitative with using analysis models interactive proposed by Miles and Huberman. Analysis process covering data reduction , data presentation, and withdrawal conclusions and verification. Data reduction is carried out with selecting and focusing relevant data with objective research. Next, the data is presented in form narrative descriptive For make it easier understanding to patterns and relationships between findings. Stage final is withdrawal conclusions drawn in a way sustainable during the research process For ensure consistency and validity findings (Miles, Huberman, & Saldaña 2014).

For ensure data validity, research This apply technique triangulation source with compare information obtained from various informant as well as document official. Triangulation used as a strategy for increase credibility and trust to results study qualitative (Moleong, 2017).

RESULTS AND DISCUSSION

In accordance with the Regulation Government of the Republic of Indonesia Number 55 of 2007 concerning Religious Education and Religion, Article 3 paragraph 2 “ Management education religion is implemented by the Minister of Religion”, then in matter This Teacher Education Religion Islam which lifted by Government Center and The area becomes not quite enough answer from Ministry Religion. So For payment Allowance Profession Teacher Ministry Religion since year 2019 use application STANDBY (System Information and Administration of Religious Teachers) and EMIS (Education Management Information System).

Study This analyze implementation Regulation of the Minister of Religion Number 43 of 2014 concerning Distribution Allowance Teacher Profession (TPG) for Islamic Religious Education (PAI) Teachers at the Ministry of Religion of Palembang City with using the implementation model George C. Edwards III's policies which included aspect communication , resources power , disposition , and structure bureaucracy.

Communication

Communication is the process of delivering information about policy to implementers and target groups, seen from aspects of transmission, clarity, and consistency of messages (Iqbal & Sarmila, 2024). According to George C. Edwards III (1980), communication in policy implementation includes three important dimensions: (1) transmission (conveying information to implementing officers and target groups), (2) clarity (clarity of information so that it can be understood by implementers and target groups), and (3) consistency (consistency of the information provided so as not to cause confusion). These three indicators serve as the analytical framework for examining the communication aspect of TPG policy implementation in Palembang City. This section systematically analyzes each dimension of communication based on primary

data obtained through interviews with key informants and secondary data obtained through documentation of official regulations, technical guidelines, and socialization activities.

a. Transmission Dimension

Based on interviews with the Head of PAIS Section, SIAGA operators, and teachers, combined with documentation of Circular Letter No. SP-1/Dt.IV/HM.00/01/2024 and Technical Instructions No. 7232 of 2023, the transmission dimension has been executed fairly well through multiple channels. Socialization efforts include formal KKG meetings and informal WhatsApp groups, with operators immediately informing teachers of new guidelines and supervisors reinforcing information during school visits. Attendance records from KKG meetings throughout 2023-2024 and distribution of official documents through multiple channels confirm that policy information effectively reaches both implementers and target groups.

b. Clarity and Consistency Dimension

The clarity dimension revealed varying understanding among teachers, with senior teachers struggling to use the SIAGA application while younger teachers found instructions clear. Documentation of 847 technical assistance requests in 2023 shows 68 percent came from teachers over 50, involving login difficulties and document upload errors. Although Technical Guidelines provide documentary clarity, the digital literacy gap prevents uniform understanding, aligning with Rahman et al. (2020) and Sari & Putra (2021). The consistency dimension shows strength, with analysis of Technical Instructions from 2021 to 2024 confirming core requirements including SKMT, SKBK, educator certification, and NUPTK have remained stable, reducing annual anxiety and enabling smoother application processing.

Transformation

The transmission dimension, as part of Edward III's communication variable, requires that public policy is not only delivered to policy implementers but also delivered to the target group of the policy, as well as other parties directly and indirectly involved. This dimension examines how policy information is channeled from policymakers to implementers and ultimately to the target group (teachers). Analysis of this dimension is based on primary data obtained through interviews and secondary data obtained through documentation of official regulations and technical guidelines.

a. Policy Socialization and Multi-Channel Information Distribution

Based on interviews and document analysis, TPG policy transmission utilizes multiple integrated channels. Formal socialization includes KKG meetings attended by 87-105 teachers throughout 2023-2024. Informal digital channels involve WhatsApp groups where operators distribute technical instructions and summaries. Supervisors extend reach through school visits, particularly for teachers inaccessible digitally. The SIAGA application provides notification features for real-time information. Documentation confirms regular distribution of circular letters, payment announcements, and technical clarifications through these channels, demonstrating a comprehensive multi-channel approach to policy transmission.

b. Target Group Coverage and Technical Systems Understanding

The multi-channel transmission strategy has reached approximately 90 percent of 1,542 PAI teachers, with WhatsApp covering 1,245 teachers (80.7 percent) and KKG meetings reaching 85-105 teachers per session. Senior teachers with digital limitations receive information through supervisor visits and phone calls. Technical capacity building included training for 45 operators, 156 general teachers, and 28 senior teachers in 2023-2024. Despite these efforts, senior teachers continue struggling with digital systems, requiring hands-on assistance and experiencing application rejections. This indicates that while transmission reaches most teachers, those with limited digital literacy need more intensive, personalized approaches to fully understand technical requirements.

Dimension of Clarity

The clarity dimension requires that policies are clearly understood by implementers and target groups regarding their meaning, objectives, and requirements. Analysis is based on interviews with implementers and teachers, and documentation of technical guidelines, regulations, and official correspondence.

a. Clarity of Policy Objectives, Legal Basis, and Technical Requirements

Based on interviews and document analysis, TPG policy demonstrates strong documentary clarity with clear legal foundations in Law No. 20/2003, Law No. 14/2005 Article 16, and PMA No. 43/2014 Article 2. Technical Instructions explicitly list requirements including educator certificates, NUPTK, SKMT, and SKBK documents with standardized formats. However, varying understanding exists among teachers: while implementers grasp policy objectives thoroughly, senior teachers struggle to translate written requirements into successful digital submissions despite documentary clarity, confirming that digital literacy gaps prevent universal understanding.

b. Clarity of Roles, Procedures, Sanctions, and Coordination Mechanisms

Technical Instructions clearly delineate roles: teachers submit data, principals verify workload, supervisors monitor, and PAIS section processes payments, with all parties understanding their responsibilities. Procedures and timelines are detailed with flowcharts, though communication during payment delays remains weak, causing teacher anxiety. Sanctions for non-compliance including TPG revocation and fund repayment are explicitly stated and understood by teachers, encouraging honest participation. Coordination meetings between operators and regional offices resolve ambiguities, with decisions communicated via WhatsApp and KKG meetings. However, senior teachers with digital literacy challenges require more intensive, personalized approaches to achieve full understanding of written requirements and their practical application in digital systems.

Dimensions Consistency

The consistency dimension, as part of Edward III's communication variable, requires that policies are implemented consistently over time so that implementers and target groups are not confused by changing messages or requirements. This dimension examines the extent to which policy messages, requirements, and implementation procedures remain stable across different time periods, ensuring that teachers and implementers can rely on predictable processes. Analysis of this dimension is based on primary data obtained through interviews with policy implementers and target groups, as well as secondary data obtained through documentation of technical instructions from multiple years, regulations, and official correspondence.

a. Consistency of Regulatory Framework, Core Requirements, and Application Systems

Based on interviews and document analysis of PMA No. 43/2014 and Technical Instructions (2021-2024), TPG implementation demonstrates strong consistency. The regulatory framework has remained stable since 2014, with core requirements including SKMT, SKBK, educator certificates, NUPTK, and active teaching status unchanged across years. The SIAGA application has maintained stable core functionality since 2019 despite incremental updates, with additional training provided for significant changes. Personnel stability, with the Head serving over four years and operators three to five years, preserves institutional knowledge and enables efficient problem-solving.

b. Consistency of Timelines, Equitable Application, and Benefits

Technical Instructions show consistent annual patterns: socialization (Jan-Feb), document submission (Feb-Mar), verification (Mar-Apr), validation (Apr-May), and payment distribution (May-Dec). Teachers understand these cycles, though actual payment schedules occasionally deviate due to budget adjustments, indicating need for better delay communication. Policies apply uniformly across school types, teacher ages, and certification cohorts, with private school teachers appreciating equal treatment. Benefits include reduced teacher stress, increased competence through repetition, reduced operator workload as teachers become self-sufficient, and enhanced system trust. Annual satisfaction surveys show increasing teacher appreciation for predictability and

consistency, though improving delay communication and supporting senior teachers with system updates would further enhance effectiveness.

Source Power

The resources dimension, as part of George C. Edwards III's policy implementation framework, constitutes the second critical factor determining implementation success. Edwards III (1980) asserts that even if a policy is communicated with perfect clarity and consistency, implementation will fail if adequate resources are not available to support it. Resources in policy implementation encompass four key indicators: human resources (staff), budgetary resources (funding), facilities and infrastructure (equipment), and information and authority (Edwards III, 1980; Arianto & Suci Megawati, 2025). This section systematically analyzes each resource indicator based on primary data obtained through interviews with key informants and secondary data obtained through documentation of official records, application data, and regulatory documents.

a. Human Resources and Budgetary Constraints

Significant resource constraints hinder TPG implementation. The PAIS section has six staff managing 1,542 teachers, but teacher digital literacy is lacking: 68 percent of 847 technical assistance requests came from teachers over 50. Training reached only 184 teachers (11.9 percent). Budgetary constraints are severe: only 643 of 1,542 teachers (41.7 percent) are certified, leaving 899 uncertified. At Rp. 5 million per teacher, full certification would require Rp. 4.5 billion. Current PPG allocation covers only 34 teachers annually (3.8 percent), meaning 26 years to clear backlog. Regulatory prohibition on teacher self-financing compounds the problem, with fraud cases in Magelang demonstrating how budget limitations create vulnerability to exploitation.

b. Facilities, Information, and Authority Gaps

Facility gaps impair implementation: shared office internet (2-5 Mbps) falls below SIAGA's 10 Mbps minimum, causing slow processing and upload failures, with 15 percent of teacher inquiries related to technical issues. Information and authority gaps are critical: the Ministry lacks access to the Education Office's Dapodik system, causing 47 teachers TPG delays averaging 3.2 months in 2023 due to data synchronization problems after school transfers. No permanent solution exists despite coordination attempts. Systemic solutions needed: expanded digital literacy training, increased PPG funding or self-financing reform, dedicated internet bandwidth, and formal data sharing agreements between agencies.

Source Power Man

The human resources indicator examines the quantity and quality of personnel involved in TPG implementation (Edwards III, 1980). In Palembang City, this includes PAIS section staff, SIAGA operators, PAI teachers, and supervisors. This section analyzes each aspect based on interviews and documentation of personnel records, training activities, and application usage data.

a. PAIS Section Staff, SIAGA Operators, and Supervisors

Based on interviews and document analysis, TPG implementers demonstrate strong competence. The PAIS section has six staff managing 1,542 teachers, including two SIAGA operators with IT/educational technology backgrounds who completed extensive training (2022-2024). Fifteen supervisors (ratio 1:103) provide verification and consultation, documented in 347 assistance instances in 2023. All supervisors received SIAGA training. Despite strong competence, the ratio of one operator per 771 teachers creates workload challenges during peak periods.

b. PAI Teachers, Capacity Building, and Implementation Obstacles

A critical digital literacy gap impedes TPG implementation. In 2023, 847 technical assistance requests occurred, with 68 percent from teachers over 50. Success rates: teachers under 40 achieved 94 percent, while those over 50 achieved only 71 percent.

Processing time for assisted teachers was 18 days versus 7 days for independent applicants. Common rejections included document format errors (34 percent) and incomplete uploads (28 percent). Training reached only 184 teachers (11.9 percent), including just 28 of 432 senior teachers (6.5 percent). Informal peer support helps but creates inconsistent burden. The gap increases operator workload, causes delays, and creates teacher anxiety, raising fairness concerns about technology-based access to TPG.

Budget (*Budgetary*)

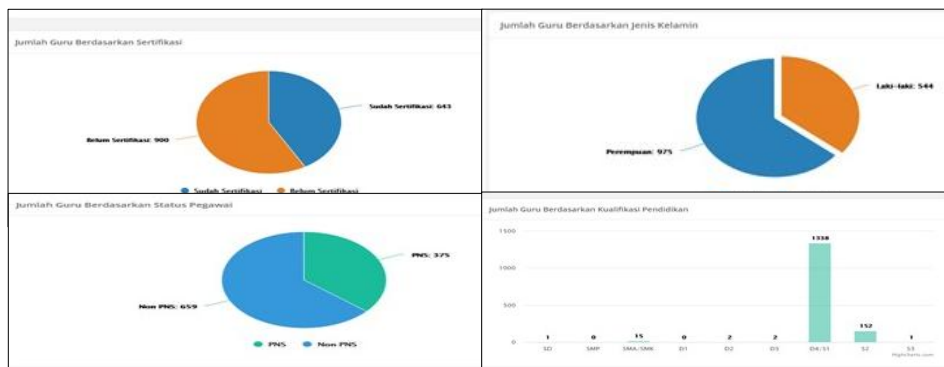
Budgetary resources examine funding availability for TPG payments and PPG certification programs (Edwards III, 1980). Handayani (2023) identifies budget constraints as the most dominant structural factor hampering teacher allowance policies in Indonesia. This section analyzes PPG funding, TPG allocations, and operational budgets based on interviews and documentation of SIAGA data, technical guidelines, and budget reports.

a. PPG Funding Constraints and Certification Gap

Budget limitations are the most significant obstacle to TPG implementation. PPG certification costs Rp. 5 million per teacher (Technical Guidelines No. 56/2024). SIAGA data shows only 643 of 1,542 Palembang teachers (42 percent) are certified, leaving 899 uncertified. Similar gaps exist provincially (46.7 percent certified) and nationally (52.5 percent certified). Palembang's 2024 PPG budget covers only 34 teachers (3.8 percent of uncertified), requiring 26 years to clear the backlog at current rates. Total certification funding needed is Rp. 4.5 billion. Fraud cases in Magelang (Rp. 1 billion losses) show how budget limits create exploitation vulnerability.

b. Disproportionate Impact on Non-Civil Servant Teachers and Regulatory Constraints

Non-civil servant teachers earn Rp. 500,000–1,000,000 monthly, far below the minimum wage, while certified colleagues receive TPG doubling their income. In 2024, they received only 8 of 34 PPG slots (24 percent), despite comprising most uncertified teachers. Many wait years for certification, with some working multiple jobs. Decree No. 56/2024 prohibits teacher self-financing, restricting certification to government budget availability. Without increased funding or regulatory reform allowing self-financing, most uncertified teachers will remain excluded from TPG benefits.



Picture 2

PAI Teachers in Palembang City Who Have and Have Not Been Certified
 Source: SIAGA Application, Ministry of Religious Affairs of the Republic of Indonesia

Based on data from the SIAGA Application of the Ministry of Religious Affairs of the Republic of Indonesia Year 2024, Figure 2 presents a comprehensive profile of 1,542 Islamic Religious Education (PAI) teachers in Palembang City. By certification status, only 643 teachers (42 percent) have obtained educator certification and are eligible for TPG, while 899 teachers (58 percent) remain uncertified. By gender, the composition consists of 798 female teachers (52 percent) and 744 male teachers (48 percent). By employment status, 589 teachers (38 percent) hold civil servant status (ASN), while the majority of 953 teachers (62 percent) are non-civil servant teachers (honorary and foundation teachers). By educational qualification, nearly all teachers

(1,518 teachers or 98.4 percent) have attained bachelor's degree (S1/D4) qualifications, with only 24 teachers (1.6 percent) having D3 or lower education, confirming that the main certification barrier is PPG budget availability rather than academic qualifications.

NO	NAMA PROVINSI	STATUS PEGAWAI		SERTIFIKASI		VERVAL		TOTAL
		PNS	NON PNS	SUDAH	BELUM	BRODATA	JADWAL	
1	LIUAR NEGERI	0	0	0	0	0	0	0
2	ACEH	4.409	4.849	4.034	0.379	11.003	10.027	11.253
3	SUMATERA UTARA	3.730	5.331	5.258	7.045	11.882	10.372	12.303
4	SUMATERA BARAT	3.138	2.868	4.012	3.849	8.668	7.970	8.701
5	RIAU	2.659	2.445	3.906	4.907	6.613	6.048	8.254
6	JAMBI	2.235	1.888	2.240	2.850	5.238	4.677	5.205
7	SUMATERA SELATAN	4.140	3.427	5.104	5.902	10.845	10.014	11.115
8	BENGKULU	1.215	1.230	1.771	1.635	3.234	2.953	3.305
9	LAMPUNG	2.723	4.307	3.382	5.961	9.954	8.304	9.333
10	KEPULAUAN BANGKA BELITUNG	825	214	937	833	1.487	1.383	1.470
11	KEPULAUAN RIAU	874	675	1.502	979	2.055	1.944	2.001
12	DKI JAKARTA	607	3.057	1.812	3.501	5.112	4.542	5.313
13	JAWA BARAT	8.303	20.652	19.057	19.757	38.931	35.935	39.814
14	JAWA TENGAH	7.384	11.702	16.272	14.798	29.728	28.444	30.000
15	DI YOGYAKARTA	885	1.027	1.800	1.511	3.275	3.114	3.311
16	JAWA TIMUR	7.332	14.024	13.339	19.272	31.154	29.050	31.611
17	BANTEN	2.405	5.250	3.954	5.933	9.542	8.556	9.907
18	BALI	158	155	187	158	415	385	413
19	NUSA TENGGARA BARAT	2.130	3.349	2.949	4.903	7.625	6.745	7.824
20	NUSA TENGGARA TIMUR	384	250	345	543	873	790	888
21	KALIMANTAN BARAT	2.040	1.027	2.185	2.081	4.352	3.792	4.005
22	KALIMANTAN TENGAH	1.643	707	1.534	4.890	3.488	3.010	3.344
23	KALIMANTAN SELATAN	1.998	1.324	3.315	1.887	5.142	4.880	5.402
24	KALIMANTAN TIMUR	1.698	1.130	2.601	1.660	4.014	3.790	4.093
25	KALIMANTAN UTARA	308	205	485	214	687	643	699
26	SULAWESI UTARA	610	374	690	734	1.401	1.070	1.330
27	SULAWESI TENGAH	2.002	875	2.268	2.071	4.207	3.712	4.300
28	SULAWESI SELATAN	4.193	4.603	6.030	5.554	12.311	11.248	12.490
29	SULAWESI TENGGARA	2.080	1.240	2.248	2.990	4.790	4.337	4.938
30	GORONTALO	651	308	749	756	1.489	1.341	1.514
31	SULAWESI BARAT	733	617	607	1.295	1.947	1.725	1.902
32	MALUKU	1.163	699	646	1.350	1.654	1.200	1.905
33	MALUKU UTARA	805	235	567	745	1.170	935	1.303
34	PAPUA BARAT	370	161	317	430	710	611	753
35	PAPUA	371	235	282	443	692	615	705
		70.892	101.150	110.632	132.242	247.204	226.413	251.874

Table 1
Islamic Education Teachers Data Across Indonesia
Source: SIAGA Application, Ministry of Religious Affairs of the Republic of Indonesia

Based on SIAGA Application data, nationally only 136,884 of 260,810 PAI teachers (52.5 percent) are certified, leaving 123,926 uncertified. In South Sumatra, 5,194 of 11,116 teachers (46.7 percent) are certified, with 5,922 uncertified. This confirms that Palembang's 42 percent certification rate reflects a national problem where nearly half of all PAI teachers cannot access certification due to PPG budget limitations.

Facilities

The facilities indicator examines the availability and quality of physical and technological infrastructure supporting TPG implementation (Edwards III, 1980). Facilities include computer equipment, printing devices, and internet access enabling SIAGA operators to perform duties. This section analyzes each aspect based on observations, interviews, and documentation of facility inventories and technical specifications.

a. Computer and Printing Equipment

Based on observations and interviews, the PAIS section has adequate basic equipment. Two dedicated laptops (Lenovo ThinkPad and Dell Latitude with Core i5 processors, 8GB RAM) are provided for SIAGA and EMIS operators, procured in 2021 at Rp. 18 million. Two multi-function printers (Epson L3110 and Canon MF237w) handle document processing, with regular maintenance and consumable supplies including 20 reams of paper purchased in 2023. Operators confirm this equipment meets their needs, with dedicated access ensuring uninterrupted workflow.

b. Internet Network Access and Impact

Significant internet infrastructure gaps impair implementation. The office shares a 50 Mbps connection among 50-60 staff, causing speeds to drop from 22 Mbps in mornings to only 6 Mbps during peak afternoons well below the 10 Mbps minimum recommended for SIAGA. This causes 23 percent of upload failures in afternoons (vs. 8 percent in mornings), adds 2.6 days to processing times, and generates 15 percent of teacher complaints. Despite formal requests for dedicated bandwidth in March and October 2023, budget constraints prevented improvements. A dedicated connection would cost Rp. 800,000–1,000,000 monthly, a modest investment compared to current Rp. 1.2 million for shared service. Addressing this gap would substantially improve processing speed, reduce errors, and enhance teacher satisfaction.

Information And Authority

The information and authority indicator examines the availability of accurate information and clarity of authority for implementers (Edwards III, 1980). In TPG implementation, this encompasses vertical information flow from central to local levels, horizontal inter-agency coordination, data access rights, and problem-solving authority. This section analyzes each aspect based on observations, interviews, and documentation of official correspondence, regulations, and coordination meeting records.

a. Vertical Information Flow

Based on observations, interviews, and document analysis, vertical information flow within the Ministry of Religion hierarchy functions effectively. Circular Letter No. SP-1/Dt.IV/HM.00/01/2024 was received by the Palembang PAIS section within three days of issuance, and Technical Instructions No. 7232/2023 arrived on January 3, 2024, enabling timely preparation. Information cascades rapidly from central government to Regional Office to districts, then to supervisors and teachers via WhatsApp groups within 1-2 days. This ensures local implementers have current policy guidance.

b. Inter-Agency Coordination Gaps and Impact

Significant horizontal coordination gaps exist with the Education Office's Dapodik system. In 2023, 47 teachers experienced TPG delays averaging 3.2 months (range 1-6 months) due to data synchronization failures after school transfers. The manual resolution process requires formal requests, 2-3 week responses, and manual updates. Resolution times vary from 1.8 months (with established relationships) to 4.2 months (without). Affected teachers lost average Rp. 4,800,000, with 89 percent filing complaints citing financial hardship (78 percent), frustration (64 percent), and stress (57 percent). The dual authority structure (Education Office for employment, Ministry of Religion for TPG) creates jurisdictional confusion. Despite multiple coordination meetings (2022-2024) and a system integration proposal (Rp. 150 million, 6-8 months implementation), no permanent solution exists. Both agencies have formally recognized the need for automated synchronization, but higher-level intervention is required to resolve this recurring problem.

Disposition

The disposition indicator examines implementers' characteristics, attitudes, and commitments that influence policy execution (Edwards III, 1980). Handayani (2023) identifies honesty, commitment, and democracy as key implementer traits. In TPG implementation, disposition includes implementer selection based on qualifications, attitudes toward policy, commitment to serving teachers, and incentive structures. This section analyzes each aspect based on interviews, observations, and documentation of personnel records, meeting minutes, and policy documents.

a. Appointment and Selection of Implementers

Implementers are selected based on relevant qualifications and experience. The Head of PAIS Section holds a Master of Education degree with 15 years of experience as teacher and supervisor. Both SIAGA operators have relevant backgrounds: one in Computer Science, the other in Educational Technology, with extensive training. All 15 supervisors

average 15 years teaching experience. Personnel records confirm systematic selection based on explicit job criteria, ensuring implementers have necessary competencies.

b. Implementer Attitudes, Commitment, and Democratic Approach

Implementers demonstrate strong positive attitudes and commitment, viewing TPG implementation as service to teachers. Operators respond patiently to inquiries, provide one-on-one assistance, and go beyond minimum requirements. Team meetings reinforce service orientation, with 87 positive teacher comments in 2023. A democratic leadership approach involves staff in decision-making through regular meetings, with 17 of 23 staff suggestions implemented. Quarterly coordination meetings with all 15 supervisors gather input for procedural improvements.

c. Collaborative Relationships and Incentive Structures

Collaborative relationships with regional government include MOUs for PPG financing, with 8 coordination meetings with Education Office and 4 with finance agencies in 2023. Incentive programs for uncertified teachers exist but are limited, reaching only 312 of 5,922 teachers (6 percent) with average Rp. 84,000 per teacher. Uncertified teachers earn Rp. 500,000-1,000,000 monthly, far below minimum wage. Implementers rely on intrinsic motivation, with stable staffing despite no special financial incentives, motivated by teacher appreciation and sense of purpose.

CONCLUSION

Based on the research results and discussion, this study concludes that the implementation of Regulation of the Minister of Religion Number 43 of 2014 concerning Distribution of Teacher Professional Allowance (TPG) for non-civil servant Islamic Religious Education (PAI) Teachers at the Ministry of Religion of Palembang City has generally proceeded fairly well, yet reveals significant gaps that answer the research questions regarding implementation effectiveness and influencing factors. The analysis using George C. Edwards III's policy implementation model demonstrates that communication and implementer disposition variables serve as the most supportive factors for implementation success. Socialization has been conducted sustainably through formal KKG meetings and informal WhatsApp groups, with policy information reaching approximately 90 percent of teachers. Implementers demonstrate strong commitment, positive attitudes, and democratic approaches in serving teachers. However, the research confirms that resource variables and bureaucratic structure remain the main weaknesses in implementation. Specifically, severe budget limitations for the Teacher Professional Education Program (PPG) have resulted in only 643 of 1,542 PAI teachers (42 percent) being certified, leaving 899 teachers (58 percent) uncertified and ineligible for TPG. At current allocation rates of 34 teachers annually, it would take over 26 years to certify the existing backlog. Human resource constraints are evident in the digital literacy gap, with 68 percent of 847 technical assistance requests coming from teachers over 50 years old, and senior teachers achieving only 71 percent application success compared to 94 percent for younger teachers. Weak cross-agency coordination between the Ministry of Religion and Regional Government has caused 47 teachers to experience TPG delays averaging 3.2 months due to data synchronization problems with the Dapodik system. Additionally, inadequate internet infrastructure, with afternoon speeds of only 6 Mbps against the recommended 10 Mbps minimum, adds an average of 2.6 days to processing times and causes 23 percent of upload failures in afternoons.

The theoretical contribution of this study strengthens the relevance of Edwards III's implementation model in religious education policy contexts, particularly for Islamic Religious Education teachers operating under dual authority structures between central and regional governments. Practically, this research provides empirical descriptions of TPG policy

implementation challenges at the local level that can serve as evaluation material for the Ministry of Religion and regional governments in improving PAI teacher governance. However, this study has several weaknesses that should be acknowledged. First, the research is limited to Palembang City, which may not represent the diverse conditions across different regions in Indonesia with varying levels of infrastructure, digital literacy, and budget allocations. Second, while the qualitative approach provides depth of understanding, it limits the generalizability of findings to broader populations. Third, the study focuses primarily on implementer and recipient perspectives but does not extensively explore the viewpoints of policymakers at the provincial and national levels who determine budget allocations and regulatory frameworks. Fourth, the analysis of budget constraints relies on secondary data without conducting a comprehensive cost-benefit analysis of alternative financing models.

Based on these findings and limitations, this study recommends: First, strengthening cross-agency coordination through more structured collaborative mechanisms, including formal data sharing agreements and technical integration between SIAGA/EMIS and Dapodik systems to eliminate transfer-related delays affecting 47 teachers annually. Second, restructuring PPG financing policies to be more inclusive for non-civil servant teachers through either significantly increased budget allocation or regulatory reform allowing teacher self-financing options, given that current allocation rates would require 26 years to certify existing uncertified teachers. Third, improving human resource capacity through expanded digital literacy training programs targeting senior teachers, who currently represent 68 percent of technical assistance requests and face 71 percent application success rates. Fourth, enhancing policy-supporting infrastructure, particularly dedicated internet bandwidth for TPG operations, which would cost approximately Rp. 800,000-1,000,000 monthly and could reduce processing times by 2.6 days and decrease afternoon upload failures from 23 percent to 8 percent.

Furthermore, future research is recommended to study TPG policy implementation in other regions using comparative approaches between areas with different characteristics to obtain a more comprehensive picture and enrich the development of implementation theory for public policy in the education sector. Future studies could employ mixed methods combining quantitative surveys with qualitative interviews to measure the relative influence of Edwards III's four variables on implementation success across different contexts. Additionally, research exploring the feasibility and impact of alternative PPG financing models, including teacher self-financing options with quality assurance mechanisms, would provide valuable insights for policy reform. Longitudinal studies tracking uncertified teachers over time could reveal the long-term impacts of certification delays on teacher welfare, retention, and educational quality. Finally, comparative studies examining successful data synchronization practices between ministries in other sectors or regions could identify transferable solutions to the inter-agency coordination gaps documented in this research.

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