

Evaluating Local Government Teacher Professional Development Programs Using the CIPP Model: Evidence from Primary Schools in Bogor Regency

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Abstract. This study evaluates the effectiveness of teacher professional development (TPD) programs implemented by local governments using the Context, Input, Process, and Product (CIPP) model. The study addresses the gap between policy-driven training initiatives and their actual impact on teacher competence and instructional practices. A qualitative case study approach was employed involving education officials, school principals, and primary school teachers in Bogor Regency. Data were collected through in-depth interviews, observations, and document analysis, and analyzed using thematic analysis aligned with the CIPP framework. The findings indicate that: (1) context evaluation reveals limited alignment between program design and school-specific needs; (2) input evaluation shows that planning is not based on systematic needs assessment; (3) process evaluation highlights procedural implementation with minimal innovation and follow-up; and (4) product evaluation demonstrates limited impact on teachers' professional competence. The study concludes that although the program is administratively implemented, its effectiveness remains suboptimal. This research contributes to strengthening evaluation-based approaches in teacher professional development and provides practical implications for policy improvement.

Keywords: CIPP model; Local Government; Primary Education; Program Evaluation; Teacher Professional Development

1. Introduction

Teacher professional development (TPD) has become a global policy priority as education systems seek to improve teaching quality, strengthen teacher competence, and respond to increasingly complex educational challenges. International organizations consistently emphasize that continuous, evidence-based, and context-responsive professional learning is essential for improving instructional quality and sustaining educational reform (OECD, 2025; UNESCO, 2023). Recent research further demonstrates that effective professional development enhances teacher knowledge, instructional practice, and student learning when it is sustained, collaborative, and closely connected to classroom practice (Perry et al., 2021; Sims et al., 2021; Silva Didier et al., 2025; Tiruneh et al., 2025). Empirical studies consistently demonstrate that well-designed professional development contributes to teacher effectiveness and student achievement, although its impact depends on coherent planning, implementation quality, and ongoing support (Garet et al., 2001); OECD, 2025).

However, despite substantial investments in teacher professional development, many initiatives have failed to produce sustained improvements in instructional practice. Evidence suggests that professional learning often remains compliance-oriented, consisting of isolated workshops with limited follow-up support, collaboration, or opportunities for classroom application (Cordingley et al., 2023; Sims et al., 2021). Consequently, improvements in teacher competence frequently do not translate into long-term changes in teaching quality or student learning outcomes (Darling-Hammond et al., 2017).

In decentralized education systems, local governments play a strategic role in planning, financing, and implementing teacher learning programs that respond to local educational needs. While decentralization provides greater flexibility for designing context-specific initiatives, it also creates considerable variation in program quality due to differences in institutional capacity, governance, and resource allocation (Leithwood et al., 2020; Wojarska, 2024). Recent comparative studies further emphasize that strengthening teacher professional development requires coherent governance, systematic monitoring, and continuous evaluation to ensure that policy intentions are effectively translated into improvements in teaching practice (Harris & Jones, 2020; Lindfors et al., 2025). These challenges underscore the importance of employing a comprehensive evaluation framework capable of examining not only program outcomes but also the contextual conditions, planning processes, implementation quality, and overall program effectiveness.

Evaluating professional learning initiatives requires an approach that examines not only program outcomes but also the contextual conditions, planning processes, implementation quality, and sustainability of program impacts. Previous evaluation studies demonstrate that comprehensive evaluation is essential for identifying strengths and weaknesses across the entire professional development cycle and for informing continuous program improvement (Stufflebeam & Shinkfield, 2007 ; Zhang et al., 2011 ;Fitzpatrick et al., 2011). In response to this need, the present study employs the Context, Input, Process, and Product (CIPP) evaluation model, which provides a systematic framework for assessing program effectiveness from planning through implementation to outcomes. By integrating these four evaluation dimensions, the CIPP model enables a more comprehensive understanding of how teacher professional development programs are designed, implemented, and translated into improvements in teachers' professional competence.

Teacher professional development in Indonesia is regulated through Law No. 14 of 2005 concerning Teachers and Lecturers and subsequent ministerial regulations governing Continuous Professional Development (CPD), which are implemented through national and local government initiatives. Although these policies demonstrate a strong commitment to improving teacher quality, evidence regarding the effectiveness of local government-led professional development programs remains limited, particularly in primary education.

Despite the growing body of research on continuing professional development (Sims et al., 2021; Liu et al., 2021; Cordingley et al., 2023), Although numerous studies have examined teacher professional development from the perspectives of instructional effectiveness, teacher learning, and student achievement (Desimone, 2009); Sims et al., 2021; Liu et al., 2021), relatively few studies have evaluated local government-led professional development programs using an integrated evaluation framework that simultaneously examines contextual conditions, program planning, implementation processes, and program outcomes. Existing studies also provide limited empirical evidence from decentralized education systems in developing countries, particularly Indonesia, where local governments possess substantial autonomy in implementing national education policies.

To address these gaps, this study evaluates the effectiveness of a teacher professional development program implemented by the Bogor Regency Government using the Context, Input, Process, and Product (CIPP) evaluation model. This study contributes to literature in three ways. First, the CIPP evaluation model applies as an integrated framework for examining teacher professional development beyond outcome-based evaluation. Second, it provides empirical evidence from a decentralized local government context in Indonesia, which remains underrepresented in international literature. Third, it offers evidence-based recommendations for improving local government teacher professional development policies through systematic evaluation.

Therefore, this study evaluates the effectiveness of teacher professional development programs implemented by the Bogor Regency Government using the Context, Input, Process, and Product (CIPP) evaluation model. Specifically, the study investigates the contextual relevance of the program, the adequacy of planning and resources, the quality of implementation, and the extent to which the program improves teachers' professional

competence. The findings are expected to contribute to both the international literature on teacher professional development evaluation and evidence-based policymaking in decentralized education systems.

1.1. Problem Statement

Despite the expansion of teacher professional development programs, several persistent challenges remain. One of the main issues is the lack of alignment between program content and the actual needs of teachers. Many programs are designed based on general policy frameworks without sufficiently considering the complexity of classroom contexts. As highlighted by Desimone, (2009), relevance and coherence are key factors in determining the effectiveness of professional development, yet these aspects are often overlooked in practice.

This challenge is also evident in Bogor Regency, Indonesia. Although the local government has implemented various teacher professional development initiatives, including teacher certification, induction programs, curriculum workshops, teacher working groups (KKG), subject teacher forums (MGMP), and competency development programs, empirical evidence indicates that important gaps remain. Based on official documentation from the Bogor Regency Education Office (2024) shows that only around 30% of teachers had achieved professional teacher status, while approximately 63% had not yet obtained teacher certification. Furthermore, preliminary findings revealed that only a small proportion of teachers regularly conducted classroom action research or systematically used research findings to improve instructional practices. These conditions suggest that the implementation of teacher professional development has emphasized program delivery rather than evidence-based evaluation of its long-term impact on teachers' professional competence and classroom practice.

Another issue relates to the dominant use of traditional training models, such as short-term workshops and lecture-based sessions. While these approaches are relatively easy to implement, they have been shown to produce limited impact on teaching practices compared to more interactive and sustained models of professional learning (Darling-Hammond et al., 2017; Sims et al., 2021). In addition, the absence of follow-up support, such as coaching and peer collaboration, reduces the likelihood that teachers will apply new knowledge in their classrooms (Kraft et al., 2018).

Taken together, these empirical findings indicate that the core challenge is not merely the availability of teacher professional development programs, but the extent to which these programs are systematically planned, implemented, monitored, and evaluated. Without a comprehensive evaluation framework, local governments face difficulties in identifying implementation gaps, assessing program effectiveness, and generating evidence-based improvements. Therefore, applying the Context, Input, Process, and Product (CIPP) evaluation model is essential to provide a holistic assessment of teacher professional development programs in Bogor Regency.

1.2. Related Research

Previous studies have extensively examined teacher professional development (TPD), primarily in relation to improving teacher competence, pedagogical practice, and educational quality. Existing research consistently demonstrates that effective teacher professional development is characterized by sustained learning, collaboration, reflective practice, responsiveness to teachers' professional needs, and strong implementation support (Sims et al., 2021; Cordingley et al., 2023); Everett, 2025); Fussy & Amani, 2025; Lindfors et al., 2025). Nevertheless, much of this literature predominantly evaluates program outcomes, such as improvements in teachers' knowledge, instructional practices, or satisfaction, while providing limited attention to how teacher professional development initiatives are systematically planned, implemented, managed, and evaluated within local government contexts.

Research conducted in decentralized education systems has highlighted that local governments play a crucial role in planning, allocating resources, implementing, and monitoring teacher professional development programs. However, previous studies have generally examined these dimensions separately rather than through an integrated evaluation

framework, leaving limited empirical evidence regarding how contextual conditions, program planning, implementation, and outcomes interact to determine overall program effectiveness (Leithwood et al., 2020; Zhang et al., 2011).

To address this gap, the present study adopts the Context, Input, Process, and Product (CIPP) evaluation model as an integrated framework for evaluating teacher professional development programs implemented by the Bogor Regency Government. Unlike previous studies that primarily emphasize program outcomes or isolated management aspects, this study simultaneously examines contextual relevance, planning and resource readiness, implementation processes, and program outcomes within a single evaluation framework (Stufflebeam & Shinkfield, 2007; Zhang et al., 2011). By doing so, the study provides empirical evidence from Indonesian primary education and contributes to a more comprehensive understanding of how local government-led teacher professional development programs can be systematically evaluated to support evidence-based policy improvement.

1.3. Research Objectives

This study aims to evaluate the effectiveness of teacher professional development programs implemented by the Bogor Regency Government using the Context, Input, Process, and Product (CIPP) evaluation model. The research focuses on examining how the program responds to teachers' professional needs, how planning and resources support program implementation, how professional development activities are carried out in practice, and how far the program contributes to improving teachers' professional competence. Through this integrated evaluation, the study seeks to generate evidence-based recommendations for strengthening local government policies and practices in primary education.

2. Theoretical Framework

2.1. Teacher Professional Development in Primary Education

Teacher professional development (TPD) is widely recognized as a continuous and structured process aimed at improving teachers' knowledge, pedagogical skills, and professional practices. In primary education, TPD plays a critical role in shaping foundational learning outcomes, as teachers are responsible not only for delivering content but also for fostering students' cognitive, social, and emotional development. Research has consistently shown that effective TPD is characterized by sustained duration, active learning, collaboration, and strong alignment with classroom practice (Desimone, 2009; (Darling-Hammond et al., 2017; Sims et al., 2021).

In the Indonesian basic education system, teacher professional development is not only recognized as a professional necessity but also mandated by national regulations. Law No. 14 of 2005 concerning Teachers and Lecturers stipulates that teachers are required to continuously develop their pedagogical, professional, personal, and social competencies throughout their careers. This commitment is further operationalized through regulations issued by the Ministry of Education, including programs on Continuing Professional Development (CPD), Teacher Working Groups (*Kelompok Kerja Guru—KKG*), Subject Teacher Forums (*Musyawarah Guru Mata Pelajaran—MGMP*), and other competency enhancement initiatives. These policies emphasize that teacher professional development should be continuous, needs-based, and aligned with efforts to improve the quality of learning in primary education.

However, a growing body of literature indicates that many professional development programs fail to produce meaningful changes in teaching practices due to weak coherence, limited contextual relevance, and lack of follow-up support (Kennedy, 2016; Opfer & Pedder, 2011; Cordingley et al., 2015). Traditional models of one-off workshops and lecture-based training are often insufficient to support deep professional learning, particularly when they are not embedded within teachers' daily instructional contexts (Garet et al., 2001; Hill et al., 2013).

Recent studies also emphasize the importance of practice-based and collaborative professional learning environments, such as mentoring, coaching, professional learning

communities, and technology-supported learning, in enhancing teacher effectiveness and sustaining long-term impact (Kraft et al., 2018; Putra et al., 2025; Gu et al., 2025; Muspiroh et al., 2024). These approaches highlight that professional development should be viewed as an ongoing learning process rather than a series of isolated training activities.

In the context of decentralized education systems, the effectiveness of TPD programs is further influenced by variations in local governance capacity, resource allocation, and policy implementation (Leithwood et al., 2020). This condition creates disparities in program quality and raises questions about how such programs are designed and implemented at the local level. Therefore, understanding teacher professional development requires not only examining its outcomes but also analyzing how programs are contextualized, planned, and executed within specific institutional settings. This perspective provides a foundation for evaluating teacher professional development programs using a comprehensive framework such as the CIPP model, particularly in the Indonesian context where local governments are responsible for implementing national teacher development policies while addressing diverse educational needs across regions.

2.2. CIPP Evaluation Model in Educational Programs

The CIPP (Context, Input, Process, Product) evaluation model, developed by Stufflebeam, is widely used as a comprehensive framework for evaluating educational programs. Unlike traditional evaluation approaches that focus primarily on outcomes, the CIPP model emphasizes a systematic analysis of the entire program cycle, including needs assessment, planning, implementation, and outcomes (Stufflebeam & Shinkfield, 2007; Zhang et al., 2011). This model enables researchers to identify not only whether a program is effective, but also the underlying factors that influence its success or limitations.

The context component focuses on identifying needs, problems, and opportunities that form the basis of program development. The input component examines strategies, resources, and planning processes used to address identified needs. The process component evaluates how the program is implemented in practice, including the quality of delivery and participant engagement. Finally, the product component assesses the outcomes and impacts of the program, both in the short and long term (Fitzpatrick et al., 2011; Alkin, 2013).

Several studies have demonstrated the effectiveness of the CIPP model in evaluating educational and training programs, particularly in identifying gaps between policy design and implementation (Zhang et al., 2011; Khalid et al., 2020). The model is especially relevant in complex and decentralized systems, where program effectiveness is shaped by multiple interacting factors across different stages of implementation.

In the context of teacher professional development, the CIPP model provides a robust analytical framework to examine whether programs are aligned with teachers' needs, supported by adequate resources, implemented effectively, and capable of producing meaningful improvements in teaching practice. By applying this model, the present study aims to move beyond outcome-based evaluation and offer a more integrated understanding of how local government-led TPD programs function in practice. This approach is essential for identifying systemic weaknesses and generating evidence-based recommendations for improving program effectiveness.

3. Method

3.1. Research Design

This study adopts an interpretivist paradigm and employs a qualitative case study design to explore the implementation of teacher professional development (TPD) programs in their natural context. The interpretivist paradigm is appropriate because the study seeks to understand how education officials, school principals, and teachers interpret and experience the planning, implementation, and outcomes of professional development programs within specific institutional settings. Rather than measuring variables statistically, the study emphasizes

participants' perspectives, contextual meanings, and interactions that shape program implementation.

The case study design is considered appropriate because the research focuses on a specific setting, namely teacher professional development programs organized by the local government in Bogor Regency. Through this approach, the study is able to examine the phenomenon in depth and provide a detailed description of how the program is planned, implemented, and evaluated. The CIPP model (Context, Input, Process, Product) is used as the main analytical framework to guide the investigation and structure the findings.

3.2. Participant

The participants in this study were selected purposively based on their direct involvement in the teacher professional development program. They consisted of officials from the local education office, school principals, and primary school teachers. These groups were chosen because they represent key stakeholders who are involved in policy making, program implementation, and program participation.

In total, the study involved 20 participants. The characteristics of participants vary in terms of gender, age, professional roles, and educational background. Most teachers hold a bachelor's degree in education, while several school principals and officials have postgraduate qualifications. Participants ranged in age from 30 to 55 years, with teaching experience varying between 5 to more than 20 years. This diversity enabled the study to capture a broad range of perspectives regarding the implementation of the teacher professional development program.

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Table 1. Participant Characteristics

Category	Frequency	Percentage
Gender (Male)	9	45%
Gender (Female)	11	55%
Teachers	12	60%
School Principals	5	25%
Education Officers	3	15%
Bachelor's degree	14	70%
Master's degree	6	30%

3.3. Data Collection

Data were collected using multiple techniques to ensure a comprehensive understanding of the research problem. The primary methods included in-depth interviews, document analysis, and field observations. In-depth interviews were conducted with all participants to explore their experiences, perceptions, and perspectives regarding the planning, implementation, and outcomes of teacher professional development programs.

Document analysis involved reviewing relevant policy documents, program plans, training materials, and

evaluation reports related to program implementation. In addition, field observations were conducted during selected professional development activities to examine how the program was implemented in practice. The use of multiple data sources enabled methodological triangulation, thereby enhancing the depth, credibility, and completeness of the findings.

3.4. Data Analysis

Data were analyzed using a thematic analysis approach. The analysis began with organizing and transcribing all interview data, followed by repeated reading to achieve data familiarization. Subsequently, the data were coded to identify meaningful units, which were then grouped into broader themes and patterns that emerged from participants' experiences and perspectives.

The identified themes were subsequently organized according to the Context, Input, Process, and Product (CIPP) evaluation framework. This analytical process enabled the researcher to interpret findings systematically while examining the relationships among contextual conditions, program planning, implementation processes, and program outcomes. Throughout the analysis, data obtained from interviews, observations, and document analysis were continuously compared to ensure consistency and strengthen the credibility of the findings through data triangulation.

3.5. Validity and Reliability

To ensure the trustworthiness of the findings, this study employed several validation strategies commonly used in qualitative research. First, data triangulation was conducted by comparing evidence obtained from interviews, document analysis, and field observations to verify the consistency of the findings across different data sources. Second, member checking was carried out by sharing summaries of interview findings with participants to confirm that their perspectives had been accurately represented and interpreted.

In addition, prolonged engagement in the field and careful documentation of the research process are used to enhance the trustworthiness of the study. Although qualitative research does not rely on statistical reliability, consistency is maintained through systematic data collection and analysis procedures. These steps help ensure that the findings are credible, dependable, and can be trusted.

All participants were informed about the purpose of the study before data collection, and informed consent was obtained from each participant. Confidentiality was maintained by anonymizing participants' identities, and all data were used exclusively for research purposes. These ethical procedures supported the integrity of the research process and protected participants throughout the study.

4. Findings

The findings of this study are presented based on the CIPP evaluation framework, which includes context, input, process, and product. Each component reflects how the teacher professional development program is understood, designed, implemented, and what outcomes are achieved. The results are organized into thematic findings to provide a clearer and more systematic description of the program in practice.

4.1. Context Evaluation (Needs Identification and Program Relevance)

The first finding relates to how the need for teacher professional development is identified and how relevant the program is to actual conditions in primary schools. Based on interviews and document analysis, it was found that the identification of training needs is generally conducted at a macro level, without sufficiently considering the specific conditions of individual schools. Most assessments need to rely on general data or administrative reports rather than in-depth analysis of classroom challenges faced by teachers.

Several participants highlighted that the diversity of school contexts, such as differences in location, facilities, and student characteristics, is not fully reflected in the program design. For

example, teachers in remote areas reported that the training content often does not match the limitations they face, such as lack of access to learning resources or technology. As a result, the program tends to be less applicable in their daily teaching practices.

This condition is summarized in Table 2, which shows the main issues identified in the context evaluation.

Table 2. Summary of Context Evaluation Findings

Aspect Evaluated	Main Findings	Implication
Needs Assessment	Conducted generally, not school-specific	Low relevance to actual teacher needs
Consideration of School Context	Limited attention to differences between schools	Program not adaptive to diverse conditions
Alignment with Teacher Needs	Partial alignment	Reduced effectiveness in classroom application

Overall, the context evaluation demonstrates that the effectiveness of teacher professional development is constrained by the absence of a systematic needs assessment that captures the diversity of school contexts. This finding implies that improving program relevance requires local governments to integrate school-level needs assessments into the planning process rather than relying primarily on standardized administrative data. These findings are consistent with previous studies emphasizing that effective teacher professional development should be designed based on teachers' actual professional needs, sustained learning, and local educational contexts (Desimone, 2009; Sims et al., 2021; Cordingley et al., 2023). The present study extends this evidence by demonstrating that contextual limitations identified through the CIPP model directly influence subsequent planning, implementation, and program outcomes.

4.2. Input Evaluation (Program Planning and Resource Allocation)

The second finding focuses on how the program is designed and prepared before implementation. Based on the data collected, it appears that the planning of teacher professional development programs is generally based on previous programs and available budget allocations rather than on a rigorous and systematic needs assessment. Although planning meetings are conducted and involve relevant stakeholders, the decision-making process tends to follow routine administrative procedures instead of critically analyzing whether the planned activities truly address the identified problems.

Participants from the education office explained that program design often refers to existing policy guidelines and past experiences. While this approach helps maintain program continuity, it also limits innovation and responsiveness to emerging challenges in schools. In addition, resource allocation—both in terms of budget and human resources—does not always reflect priority needs. For instance, some training programs are implemented evenly across schools without considering which schools require more intensive support.

Another issue identified is related to the selection of training materials and facilitators. In several cases, the content delivered during training is considered too general and less contextualized to the realities of primary school classrooms. Similarly, the competence of facilitators varies, which affects the quality of knowledge transfer. These findings indicate that the input component of the program has not been fully optimized to support effective outcomes.

A summary of the key findings related to program planning and resource allocation is presented in Table 3.

Table 3. Summary of Input Evaluation Findings

Aspect Evaluated	Main Findings	Implication
Program Planning	Based on routine procedures and past programs	Limited innovation and responsiveness
Resource Allocation	Not fully aligned with priority needs	Inefficient use of resources
Training Materials	General and less contextual	Low applicability in classroom practice
Facilitator Quality	Varies across programs	Inconsistent learning outcomes

Overall, the input evaluation indicates that the program possesses adequate administrative support but lacks strategic planning based on empirical evidence and differentiated school needs. These findings suggest that resource allocation alone is insufficient to ensure program effectiveness unless accompanied by systematic planning and context-sensitive program design. Previous studies similarly emphasize that effective teacher professional development depends on coherent planning, appropriate resource allocation, institutional support, and alignment with teachers' professional needs (Garet et al., 2001; Darling-Hammond et al., 2017; Cordingley et al., 2023). The findings of this study further demonstrate that weaknesses in the input dimension contribute directly to limitations observed during program implementation.

4.3. Process Evaluation (Program Implementation)

The third finding relates to how the program is implemented in practice. The data indicate that most training activities are carried out according to the planned schedule and procedures. Attendance rates are generally high, and participants complete the program as required. However, the implementation tends to focus more on fulfilling formal requirements rather than ensuring meaningful learning experiences.

During observations and interviews, it was found that many training sessions still use conventional approaches, such as lectures and one-way delivery of material. Opportunities for active participation, discussion, and reflection are relatively limited. As a result, teachers often become passive participants who receive information without deeply engaging with the content. This condition reduces the potential for teachers to internalize and apply new knowledge in their teaching practice.

Another important issue is the lack of follow-up activities after the training is completed. Ideally, professional development should include mentoring, coaching, or peer collaboration to support teachers in applying what they have learned. However, such follow-up mechanisms are rarely implemented systematically. Monitoring and evaluation during the implementation process also tend to be minimal, focusing mainly on attendance and completion rather than on learning quality.

A summary of the main findings related to program implementation is presented in Table 4.

Table 4. Summary of Process Evaluation Findings

Aspect Evaluated	Main Findings	Implication
Training Implementation	Conducted as planned	Procedurally effective but not substantively
Learning Approach	Dominated by lecture-based methods	Low participant engagement
Participant Involvement	Mostly passive	Limited knowledge internalization

Aspect Evaluated	Main Findings	Implication
Follow-up Activities	Minimal or absent	Weak sustainability of learning outcomes

Overall, the process evaluation suggests that although the program has been implemented according to administrative procedures, its instructional quality remains constrained by conventional training approaches and limited post-training support. Effective teacher professional development requires sustained opportunities for collaborative learning, mentoring, classroom reflection, and continuous professional support rather than one-time training activities (Darling-Hammond et al., 2017; Kraft et al., 2018; Sims et al., 2021). Unlike previous studies that primarily focus on teacher participation, this study demonstrates that the quality of implementation substantially determines whether professional learning can be translated into sustainable improvements in teaching practice.

4.4. Product Evaluation (Program Outcomes and Impact)

The final finding concerns the outcomes of the teacher professional development program. Based on participants' responses and available data, the program provides certain immediate benefits, such as increased awareness of teaching concepts and short-term motivation. Many teachers reported feeling satisfied after attending training sessions, particularly due to the opportunity to interact with peers and receive new information.

However, when examined more deeply, the impact of the program on actual teaching practices appears to be limited. Changes in pedagogical competence, use of innovative teaching methods, and classroom management are not consistently observed across participants. In some cases, teachers return to their previous teaching habits after the training, mainly because there is no structured support system to help them apply new knowledge.

Another important finding is that program evaluation tends to focus on administrative indicators, such as budget absorption and participant attendance, rather than on measurable improvements in teacher performance or student learning outcomes. This indicates that the success of the program is often judged based on completion rather than effectiveness.

A summary of the main findings related to program outcomes and impact is presented in Table 5.

Table 5. Summary of Product Evaluation Findings

Aspect Evaluated	Main Findings	Implication
Teacher Satisfaction	Generally high	Positive perception but not equal to effectiveness
Competency Improvement	Limited and inconsistent	Minimal long-term impact
Teaching Practice	Few observable changes	Low transfer of training to practice
Evaluation Focus	Administrative (attendance, budget)	Lack of impact-based evaluation

Overall, the process evaluation suggests that although the program has been implemented according to administrative procedures, its instructional quality remains constrained by conventional training approaches and limited post-training support. Previous studies consistently indicate that effective teacher professional development requires sustained opportunities for collaborative learning, mentoring, classroom reflection, and continuous professional support rather than one-time training activities (Darling-Hammond et al., 2017; Kraft et al., 2018; Sims et al., 2021). Unlike previous studies that primarily focus on teacher participation, this study demonstrates that the quality of implementation substantially determines whether professional learning can be translated into sustainable improvements in teaching practice.

5. Discussion

The findings demonstrate that the effectiveness of teacher professional development depends not only on the availability of training programs but also on the extent to which those programs are designed to address teachers' actual professional needs. The context evaluation revealed that needs assessment remains largely administrative and insufficiently reflects the diversity of school contexts. This finding suggests that program relevance cannot be achieved through standardized planning alone but requires systematic identification of teachers' instructional challenges. Recent evidence likewise emphasizes that professional development is more effective when it is context-responsive, collaborative, and closely aligned with teachers' classroom practice (Cordingley et al., 2023; OECD, 2025). The present study extends this perspective by demonstrating that weaknesses identified during the context stage subsequently influence planning quality, implementation, and program outcomes within the CIPP evaluation framework.

The input evaluation indicates that adequate financial and administrative support alone does not guarantee program effectiveness. Although the program was implemented according to institutional procedures, planning remained largely routine-based and was not supported by systematic evidence regarding teachers' professional needs. This finding reinforces recent international evidence that successful professional development requires coherent planning, strategic resource allocation, and institutional capacity capable of responding to contextual educational challenges (OECD, 2025; UNESCO, 2023). Unlike many previous studies that primarily evaluate resource availability, this study demonstrates that planning quality mediates the relationship between contextual needs and subsequent implementation.

The process evaluation further reveals that conventional lecture-based approaches continue to dominate professional development activities, limiting opportunities for active learning, collaboration, and reflective practice. Although training activities were implemented according to schedule, the absence of structured mentoring, coaching, and professional learning communities reduced teachers' opportunities to transfer newly acquired knowledge into classroom practice. Recent studies argue that sustainable professional learning depends on continuous support, implementation quality, and effective transfer mechanisms rather than one-off training events (Cordingley et al., 2023; Silva Didier et al., 2025; Surikova et al., 2025; Tiruneh et al., 2025). These findings suggest that implementation quality should be evaluated not only through procedural compliance but also through the extent to which professional learning encourages meaningful instructional change.

The product evaluation indicates that teacher professional development generated positive perceptions among participants but produced relatively limited evidence of sustained changes in teaching practice. Program success was primarily measured through administrative indicators, including participation rates and budget realization, rather than improvements in instructional quality or student learning. This finding highlights a continuing gap between procedural accountability and educational impact. Recent studies similarly recommend that professional development evaluation should incorporate evidence of classroom implementation, teacher learning, instructional improvement, and student outcomes to ensure that investments in teacher development produce meaningful educational improvement (Spiele et al., 2025; Zhang & Wijekumar, 2024; OECD, 2025; UNESCO, 2023).

An important contribution of this study lies in demonstrating the value of the CIPP model as an integrated evaluation framework for teacher professional development in decentralized education systems. Rather than examining context, planning, implementation, and outcomes separately, this study explains how weaknesses in each dimension interact and collectively determine overall program effectiveness. This integrated perspective extends previous evaluation studies by providing empirical evidence from Indonesian primary education, where local governments possess substantial responsibility for implementing national teacher development policies.

Although this study was conducted within the Indonesian primary education system, its findings have broader implications for other decentralized education systems facing similar challenges

in aligning teacher professional development with local educational needs. Strengthening needs assessment, evidence-based planning, continuous mentoring, and impact-oriented evaluation represents a common challenge across many education systems. Consequently, the findings contribute not only to improving local government policies in Indonesia but also to the international discussion on how professional development programs can be evaluated more comprehensively to support sustainable improvements in teaching quality.

From a practical perspective, local governments should redesign teacher professional development as a continuous learning system rather than a series of isolated training activities. This requires systematic needs assessment, differentiated program planning, structured mentoring, professional learning communities, and evaluation systems that prioritize instructional improvement over administrative compliance. Such an approach would enable teacher professional development to contribute more effectively to sustainable improvements in teacher competence, instructional quality, and student learning outcomes.

6. Conclusion

This study evaluated the effectiveness of teacher professional development (TPD) programs implemented by the Bogor Regency Government using the Context, Input, Process, and Product (CIPP) evaluation model. The findings indicate that the overall effectiveness of the program remains constrained by weaknesses across several interconnected dimensions. Needs assessment has not adequately captured the diversity of school contexts, program planning continues to rely primarily on routine administrative procedures rather than evidence-based analysis, implementation is dominated by conventional training approaches with limited follow-up support, and program success is largely measured through administrative indicators instead of sustained improvements in teaching practice. These findings suggest that strengthening only one stage of the program is insufficient because weaknesses in contextual analysis, planning, implementation, and evaluation collectively influence overall program effectiveness.

This study contributes to the literature by demonstrating the usefulness of the CIPP model as an integrated framework for evaluating teacher professional development within decentralized education systems. Rather than examining program outcomes alone, the study explains how contextual conditions, planning quality, implementation processes, and evaluation practices interact to shape the effectiveness of local government-led professional development programs. Consequently, the findings extend existing knowledge by providing empirical evidence from Indonesian primary education, a context that remains underrepresented in international studies of teacher professional development evaluation.

From a practical perspective, the findings suggest that local governments should redesign teacher professional development as a continuous and evidence-informed learning system. Priority should be given to systematic school-based needs assessment, context-sensitive planning, collaborative professional learning, structured mentoring, and evaluation systems that emphasize instructional improvement rather than administrative compliance. Such an approach is expected to enhance teachers' professional competence while supporting sustainable improvements in teaching quality and student learning.

This study is limited to a qualitative case study conducted in one local government context; therefore, the findings should not be generalized to all educational settings. Future research is encouraged to employ comparative or mixed methods approaches involving multiple regions and to examine the long-term effects of teacher professional development on classroom practices and student learning outcomes.

Limitation

This study has several limitations that should be considered when interpreting the findings. First, the research was conducted as a qualitative case study in a single local government context, namely Bogor Regency. Consequently, the findings reflect the characteristics of that particular context and should not be generalized to other regions with different institutional capacities,

governance structures, or educational conditions. Second, although multiple data sources and triangulation were employed to enhance credibility, the findings are primarily based on participants' perceptions and experiences, which may not fully capture actual changes in classroom practice or long-term program impacts. Third, the study focused on evaluating teacher professional development from the perspectives of education officials, school principals, and teachers, without directly examining student learning outcomes or involving other stakeholders such as parents and policymakers.

Future research is encouraged to employ comparative or mixed methods designs across multiple regions to improve the generalizability of findings. Longitudinal studies examining the sustained effects of teacher professional development on instructional practice and student achievement would also provide a more comprehensive understanding of program effectiveness. In addition, future evaluations may integrate the CIPP model with other evaluation or implementation frameworks to capture broader organizational and policy dimensions of teacher professional development.

Recommendation

Based on the findings of this study, several recommendations can be proposed for policy, practice, and future research. First, local governments should strengthen teacher professional development by conducting systematic and school-based needs assessments to ensure that training programs address teachers' actual professional challenges rather than relying primarily on administrative priorities. Evidence-informed planning should become the foundation for allocating resources and designing professional development activities that are responsive to diverse school contexts.

Second, teacher professional development should be redesigned as a continuous professional learning process rather than a series of isolated training events. Greater emphasis should be placed on collaborative learning, mentoring, coaching, professional learning communities, and reflective practice to support the transfer of professional learning into classroom instruction. In addition, evaluation systems should move beyond measuring administrative outputs, such as participation rates and budget utilization, toward assessing meaningful improvements in instructional quality, teacher competence, and student learning outcomes.

Third, policymakers are encouraged to institutionalize comprehensive evaluation frameworks, such as the CIPP model, within local government teacher professional development systems. Integrating systematic evaluation into policy implementation would enable education authorities to identify implementation gaps, strengthen accountability, and continuously improve program effectiveness through evidence-based decision-making.

Finally, future studies should extend this research by employing comparative and mixed methods approaches across different regions and educational contexts. Longitudinal research examining the long-term effects of teacher professional development on instructional practice, teacher performance, and student achievement would further strengthen the evidence base for developing sustainable teacher professional development policies.

Declaration of Generative AI and AI-assisted Technologies

This manuscript was prepared with the assistance of Generative AI tools ChatGPT to support language refinement and content organization. All intellectual contributions, critical analyses, and final revisions were conducted by the authors. The authors take full responsibility for the accuracy, originality, and integrity of the content presented in this work.

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