



Implementation of Cilegon City Local Government Policy on Regional Honorary Paid for Madrasah Teachers

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Received: November 13, 2026; *Revised:* July 12, 2026, *Accepted:* July 12, 2026, *Published:* July 13, 2026

Abstract: This study aims to examine the implementation of the Cilegon City Government regulation on the provision of regional allowances for madrasah educators, focusing on the supporting and inhibiting factors in its implementation, as well as its impact on teacher welfare and performance. This study uses a descriptive qualitative approach, involving sources from the Education Office, the Ministry of Religious Affairs Office, madrasah leaders, and teachers receiving regional allowances. Data were collected through in-depth interviews, observations, and review of related documents, then analyzed using the Miles and Huberman interactive model. The results show that the implementation of the regional allowance policy for madrasah teachers in Cilegon City is effective with recipient coverage reaching 92.9% of the total madrasah teachers. The main supporting factors include the political commitment of the regional head, the availability of an adequate budget of Rp 2.4 billion per year, good inter-agency coordination, and support from education stakeholders. Conversely, inhibiting factors include administrative and teacher data issues, delays in disbursement, limited coverage and amount of honorariums, and lack of socialization. This policy has a positive impact on teacher economic welfare, increases motivation and job satisfaction, and influences the quality of planning, implementation, and evaluation of learning, while encouraging teacher professional development. This study recommends the development of an integrated personnel information system, acceleration of the disbursement process, increasing the amount of honorariums and the scope of recipients, and intensifying program socialization so that policy implementation is more optimal and sustainable.

Keywords: Cilegon City; local education; madrasah teacher honorarium; policy implementation; teacher welfare.

Introduction

The education sector plays a crucial role as a strategic investment in improving the quality of human resources. Through quality education, individuals can develop intellectual abilities, practical skills, and character traits that support productivity and innovation. Education also serves as the foundation for a nation's social, economic, and technological development, as educated human resources can address global challenges, make informed decisions, and contribute effectively across various areas of life. Therefore, efforts to improve the quality of education not only impact individual growth but also strengthen the nation's overall competitiveness. Investment in education includes providing facilities, increasing the capacity of teaching staff, and developing curricula relevant to current needs. Therefore, strengthening the education sector is a fundamental step towards achieving sustainable progress and overall societal well-being (Suhartini & Hasibullah, 2025).

In the context of government decentralization, regional governments are given the right and responsibility to manage and develop their respective education systems. This encompasses various efforts to improve education quality, from curriculum planning and providing adequate learning

facilities to implementing policies that support the teaching and learning process. Furthermore, regional governments are responsible for the welfare of educators, ensuring that teachers and other education personnel receive appropriate recognition, facilities, and compensation commensurate with their role in educating the younger generation. With this authority, regional governments have the opportunity to adapt educational strategies to local needs and characteristics, while simultaneously encouraging improvements in the quality of human resources. Decentralization allows for innovation and flexibility in education management, making education not merely an administrative obligation but also a vital instrument for social, economic, and cultural development at the regional level (Saprianto et al., 2023).

Law Number 23 of 2014 concerning Regional Government grants regional governments the authority to manage education affairs within their jurisdictions. This authority encompasses the planning, organization, and implementation of various education programs tailored to local needs. One important aspect of this authority is managing the welfare of teaching staff, including the provision of allowances and facilities that support teacher professionalism and increase their motivation in carrying out their teaching duties. With this regulation, regional governments have the ability to design education policies relevant to the conditions and potential of each region, while ensuring the quality of learning and education services is maintained. This approach enables the creation of an education system that is more adaptive and responsive to community demands, while strengthening the position of teachers as the spearhead of human resource development at the local level (Faisal, 2022). This regulation serves as a crucial instrument to encourage improvements in the quality of education by emphasizing the welfare of teachers, who play a central role as spearheads in the learning process. Teachers are not only tasked with delivering subject matter but also with guiding, shaping character, and inspiring students to develop their maximum potential. With regulations that support their welfare, teachers can work more optimally, are motivated, and feel appreciated for their professional contributions. This welfare improvement includes compensation, allowances, and other supporting facilities that enable teachers to carry out their duties effectively. In turn, improving teacher conditions will positively impact the overall quality of education, as learning becomes more high-quality, interactive, and oriented toward student development. Therefore, such regulations serve as a strategic foundation for creating a strong, sustainable education system capable of responding to the challenges of the times (Hilmin et al., 2022).

Madrasah teachers, or educators, as teaching staff in Islamic educational institutions, hold a crucial role in shaping the character and quality of the next generation. Their role extends beyond imparting knowledge to fostering morals, ethics, and Islamic values, which serve as the foundation for students' daily behavior. Through consistent guidance, madrasah teachers help students internalize ethical principles, responsibility, discipline, and respect for others, fostering a generation that is both academically intelligent and virtuous. The success of educators in shaping this character significantly impacts the overall quality of education, as strong character forms the foundation for academic achievement and optimally developing students' potential. Therefore, the role of madrasah teachers is a strategic factor in creating a future generation that is not only knowledgeable but also possesses integrity, ethics, and is able to contribute positively to society (Ramadhani & Musyarapah, 2024). Despite the strategic role of madrasah teachers in shaping the character and quality of the younger generation, their welfare, especially those who are not civil servants, remains a significant issue requiring serious attention from local governments. Non-civil servant teachers often face challenges such as unstable income, limited allowances, and inadequate support facilities, which impact motivation and teaching quality. This situation requires local governments to formulate more responsive and supportive policies, for example through the provision of incentives, increased allowances, professional training, and adequate work facilities. These efforts will not only improve teacher welfare but also enhance the overall quality of education, as prosperous teachers tend to be more motivated, creative, and focused on carrying out their teaching duties. Therefore, serious attention to the welfare of non-civil servant teachers is key to strengthening madrasah education at the local level (Lindayani, 2024).

The disparity in welfare between public school teachers and madrasah teachers is often a major concern, as madrasah teachers generally face lower economic conditions than their counterparts in public schools. This disparity encompasses aspects of salary, benefits, work facilities, and professional development opportunities, which directly impact motivation and teaching quality. Limited teacher

welfare can cause financial stress, reduce their focus on teaching, and impact the learning process and student achievement. This situation highlights the need for government intervention, both central and regional, to formulate policies capable of narrowing this gap. Support can take the form of increased allowances, provision of supporting facilities, training programs, and professional recognition for madrasah teachers. With these steps, it is hoped that the welfare of madrasah teachers will improve, enabling them to optimally fulfill their important role in producing a quality generation (Subair, 2024). This condition has the potential to impact motivation, performance, and the quality of learning provided to students. Therefore, affirmative policies from regional governments are needed to ensure fairness and equitable distribution of welfare for all educators.

As an autonomous region in Banten Province, Cilegon City has affirmed its commitment to improving the quality of education through the implementation of various strategic programs and policies. The city government focuses on developing educational facilities, increasing the capacity of teaching staff, and developing a curriculum that aligns with local needs and national standards. Furthermore, various policies are aimed at supporting teacher welfare and encouraging active community participation in the educational process. These initiatives include providing allowances, professional training, and character development for students to create a generation of intelligent, skilled, and virtuous young people. With these measures, Cilegon City not only strives to improve the quality of learning but also strengthens the foundation of competent and highly competitive human resources. This commitment demonstrates that education is a strategic priority for sustainable regional development (Setiawan, 2025). One of the implemented strategic policies is the provision of regional honorariums to madrasa teachers in Cilegon City. This policy demonstrates the local government's concern for the welfare of madrasa teachers, who have served with high dedication but have not yet fully received adequate welfare guarantees. The implementation of the regional honorarium policy for madrasa teachers is expected to increase work motivation, professionalism, and the quality of learning in madrasahs in Cilegon City.

The implementation of a public policy does not always run smoothly and in accordance with its stated objectives. According to Edwards III, four factors influence the success of policy implementation: communication, resources, disposition, and bureaucratic structure (Makmur, 2023). In the context of implementing the regional honorarium policy for madrasah teachers in Cilegon City, it is necessary to examine how these four factors play a role in the implementation process. Furthermore, it is also necessary to identify the various obstacles and challenges faced in implementing this policy, both from a regulatory, administrative, and technical perspective.

This study was conducted to evaluate the implementation of local government regulations regarding allowances for madrasah teachers in Cilegon City, with the aim of assessing the effectiveness of the policy. This study is expected to uncover the strengths and weaknesses of the regulation's implementation, as well as various factors that support and hinder the program's success. The research results will serve as a consideration for the Cilegon City local government in improving existing policies, while also providing academic contributions to the development of public policy implementation theory, particularly in the education sector, and serve as a reference for other regions wishing to implement similar policies.

Method

This study uses a qualitative approach with descriptive methods to examine the implementation of local government regulations on regional allowances for madrasah educators in Cilegon City. The research location was focused on Cilegon City, highlighting related institutions, such as the Cilegon City Education Office, the Cilegon City Ministry of Religious Affairs Office, and madrasahs receiving the regional allowance program. The selection of informants was carried out using a purposive sampling technique, which included officials from the Education Office, officials from the Ministry of Religious Affairs, madrasah leaders, and educators receiving regional allowances, to gather relevant and in-depth perspectives (Baihaki & Rusmiati, 2022). Data collection techniques in this study involved several methods, namely in-depth interviews with key informants, observations of program implementation, and document reviews including regional regulations, mayoral regulations, and archives related to the madrasah educator allowance policy. The interviews were conducted in a structured and in-depth manner to gain a comprehensive understanding of the

implementation of the regional allowance regulation. Field observations were also selected to obtain factual and contextual information regarding policy implementation at the practical level in madrasahs. In addition, documentation was obtained by reviewing local government policy documents and administrative documents at the madrasahs receiving the allowance, so that researchers obtained triangulation data (Cilegon, 2021).

The collected data were analyzed using Miles and Huberman's interactive model, which consists of three main stages: data reduction, data presentation, and gradual conclusion drawing. Data reduction involves sorting, selecting, and focusing on data relevant to the research objectives, ensuring that only data relevant to the implementation of regional allowance policies is intensively processed. Data presentation is presented in descriptive narratives, tables, and graphs to facilitate interpretation of findings from interviews, observations, and documents. The final stage of drawing conclusions is conducted comprehensively, integrating key findings based on the collected and analyzed empirical data (Qomaruddin & Sa'diyah, 2024).

The validity of this research data was maintained through source and technical triangulation strategies. Source triangulation was conducted by comparing information obtained from various sources, including department officials, school principals, and teachers receiving allowances, to obtain an objective and comprehensive picture. Technical triangulation was applied by combining data from interviews, observations, and documentation to ensure the consistency and accuracy of the collected data. These efforts were undertaken to ensure the research results could be scientifically accounted for and to provide a valid picture of the implementation of regional allowance regulations for madrasah educators in Cilegon City. This study also considered the social and cultural context in Cilegon City as factors influencing the implementation of allowance regulations for madrasah educators. A descriptive qualitative approach was chosen because it allowed researchers to explore the experiences, perceptions, and actual practices of stakeholders in depth, thus enabling a holistic understanding of the dynamics of policy implementation. Careful selection of locations and sources was carried out to ensure representation of various parties directly involved in the policy, including allowance management officials, madrasah principals, and teachers receiving allowances, thus providing a more comprehensive perspective (Damayanti Hasibuan et al., 2024).

Researchers also used field notes and critical reflection during data collection. Field notes served to document interactions, situations, and conditions occurring in the madrasah, including operational constraints and teachers' responses to policy implementation. Critical reflection was conducted to assess researcher involvement and potential bias during data collection, ensuring objective analysis. Interactive data analysis was repeated until clear patterns, themes, and relationships between variables emerged. This approach enabled researchers to build a deep understanding of the supporting and inhibiting factors in regulation implementation, as well as their impact on teacher well-being and performance. This study also considered internal validity through discussions with key informants to verify data interpretation, and external validity by comparing findings with literature related to public policy implementation in the education sector. This strategy ensured that the research results were not only accurate but also relevant for decision-making and the development of educational policy implementation theory in autonomous regions.

Results and Discussion

Implementation of the Regional Honorarium Policy for Madrasah Teachers in Cilegon City

The research results show that the implementation of the regional honorarium policy for madrasah teachers in Cilegon City is based on the Cilegon Mayor's Regulation concerning the provision of welfare allowances for non-civil servant madrasah teachers. This policy began to be implemented in the 2022 fiscal year as a manifestation of the local government's commitment to improving the welfare of madrasah teachers who previously did not receive adequate allowances. Policy implementation involves coordination between the Cilegon City Education Office, the Cilegon City Ministry of Religious Affairs Office, the Regional Financial and Asset Management Agency, and the madrasahs as beneficiaries. The regional honorarium is disbursed through direct transfers to teachers' accounts after data verification and validation by a team formed by the local government.

The amount of regional honorariums varies based on employment status and length of service. Permanent foundation teachers with a minimum of five years of service receive Rp 500,000

per month, while non-permanent teachers with a minimum of three years of service receive Rp 300,000 per month. Honorariums are disbursed quarterly after teachers report attendance of at least 75 percent of the total teaching hours. Disbursement of funds involves the submission of a list of nominees by the madrasah principal to the Ministry of Religious Affairs Office, verification by a joint team, and forwarding to the Regional Financial and Asset Management Agency. Honorarium recipients include teachers at Islamic elementary, junior high, and senior high schools, both public and private (Umuri, 2010). As of 2024, 486 of the 523 madrasah teachers in Cilegon City received regional honorariums. Recipient selection follows the criteria of mayoral regulations, namely a minimum educational qualification of a bachelor's degree (S1)/D4 (Diploma 4), having or being in the process of certification, actively teaching at least 24 hours per week, and being registered as a resident of Cilegon City. Recipients are determined transparently through proposals from madrasahs, which are verified by a joint team. Regular monitoring and evaluation are conducted by the Education Office and the Ministry of Religious Affairs, including field visits to ensure teacher engagement and fulfillment of obligations. Local governments also provide a complaint channel through a hotline and online system for teachers experiencing difficulties receiving their honorariums.

The implementation of the regional honorarium policy for madrasah teachers in Cilegon City demonstrates the local government's serious efforts to improve the welfare of madrasah teachers as part of developing the quality of education. This policy, based on a Mayoral Regulation, reflects the local government's commitment to addressing the welfare gap between public school teachers and madrasah teachers, which has been a problem in various regions (Irfan, 2024). The implementation process, which involved multi-agency coordination between the Education Office, the Ministry of Religious Affairs Office, and the Regional Financial and Asset Management Agency, demonstrates the complexity of implementing public policy at the local level. The findings of this study align with Edward III's policy implementation theory, which emphasizes the importance of four key factors in successful policy implementation: communication, resources, disposition, and bureaucratic structure (Tawai & Johani, 2025).

The results of this study are similar to those of Nurdin in 2019 on the implementation of teacher allowance policies in South Tangerang City, which found that local government commitment and budget availability were key factors in successful implementation (Sulistia & Rahman, 2024). However, there are differences in the distribution mechanism, where Cilegon City uses a direct transfer system to teacher accounts, while South Tangerang City still uses a distribution system through schools. The direct transfer system implemented in Cilegon City can be considered more transparent and minimizes the potential for irregularities, although it requires a better administration system and database. The mechanism for distributing honorariums every three months with a minimum attendance requirement of 75 percent demonstrates an effort to apply the principle of accountability in policy implementation, in line with the New Public Management concept which emphasizes the importance of performance measurement and accountability in public policy management (Edward et al., 2024).

The coverage of honorarium recipients, reaching 486 out of 523 madrasah teachers, or approximately 92.9 percent, indicates a fairly high level of achievement. This figure compares favorably with Hidayat's 2020 research in Bekasi City, which only reached 78 percent of non-civil servant teacher allowance recipients. The high recipient coverage in Cilegon City demonstrates the effectiveness of the data collection and verification system carried out by the coordination team. The regular monitoring and evaluation system conducted by the Education Office and the Ministry of Religious Affairs Office demonstrates the existence of a structured oversight mechanism, in line with Wahyudi's 2021 research, which emphasized the importance of an effective monitoring and evaluation system in ensuring the sustainability and improvement of education policy implementation (Herlina et al., 2025).

Supporting Factors for the Implementation of the Regional Honorarium Policy for Madrasah Teachers

The results of the study indicate that the political commitment of regional heads is a major factor supporting the implementation of the regional honorarium policy for madrasah teachers in Cilegon City. The Mayor of Cilegon consistently prioritizes improving teacher welfare as a regional development priority, reflected in the adequate annual budget allocation. This support is reinforced by the Cilegon City Regional People's Representative Council (DPRD), which responsively approved the budget for the regional honorarium program during the regional budget (APBD) deliberations.

Effective communication between the executive and legislative branches creates a conducive climate for the program's sustainability, ensuring that madrasah teachers receive guaranteed honorariums on a continuous basis. Furthermore, adequate budget availability is a second supporting factor. The regional government allocates a special fund in the APBD of Rp 2.4 billion per year for this program, separate from other education programs, so that it does not disrupt the implementation of existing educational activities. Funding certainty provides teachers with assurance that honorariums will be received on time, while regional financial stability allows for consistent fund allocation without cuts.

Coordination between relevant agencies is also a significant factor. The Education Office, the Ministry of Religious Affairs Office, the Regional Financial and Asset Management Agency, and the Personnel and Human Resources Development Agency have formed a coordination team that holds regular meetings, assigns tasks, and handles the verification, validation, and disbursement of honorariums. A strong communication system through coordination groups and monthly meetings allows for the rapid identification and resolution of issues. Support from professional teacher organizations and education stakeholders also strengthens implementation (Anora et al., 2025). The Madrasah Teacher Communication Forum socializes the program and facilitates data collection, madrasah principals demonstrate a strong commitment to administration, and private madrasah foundations provide supporting infrastructure. Synergy between local governments and education stakeholders creates a conducive ecosystem for the successful implementation of the regional honorarium policy (Fitria & Slamet, 2024).

The political commitment of regional heads, which is a major supporting factor in the implementation of the regional honorarium policy for madrasa teachers in Cilegon City, demonstrates the importance of political will in the success of public policy. This finding reinforces Grindle and Thomas's argument in the political theory of policy implementation, which states that political elite support is a determining factor in successful implementation (Pramono, 2022). The Cilegon Mayor's consistency in prioritizing teacher welfare on the development agenda, reflected in adequate annual budget allocations, demonstrates that visionary leadership can be a key driver of policy change at the local level. The responsive support of the Cilegon City Regional People's Representative Council (DPRD) in approving the program's budget demonstrates a visionary alignment between the executive and legislative branches, in contrast to Tamimi's 2025 research findings in Serang Regency, where political conflicts of interest between the executive and legislative branches hampered the implementation of the teacher welfare program (Tamimi, 2025).

The availability of an adequate budget of IDR 2.4 billion per year indicates that financial resources are a crucial prerequisite for policy implementation. This finding is consistent with Van Meter and Van Horn's implementation theory, which places resources as a critical variable in successful implementation (Amalia et al., 2024). The separate budget allocation from other education programs indicates earmarking, ensuring the program is not disrupted by other needs. The financial stability of Cilegon City, supported by a strong industrial base, guarantees the sustainability of this program's funding, in contrast to conditions in regions with a high dependence on central government balancing funds, as found in Zenanda & Setyawan's 2025 study in districts with low fiscal capacity (Zenanda & Setyawan, 2025).

Good coordination between relevant agencies reflects the importance of collaborative governance in implementing cross-sectoral policies. The formation of a coordination team with a clear division of tasks demonstrates the application of effective coordination principles in accordance with organizational theory. This finding aligns with research by Shabrifa et al. in 2025, which found that inter-agency coordination is a key factor in the successful implementation of education policies in the era of decentralization (Shabrifa et al., 2025). Support from professional teacher organizations and education stakeholders demonstrates the importance of civil society participation in public policy implementation, reflecting the concept of co-production in public service provision, as argued by Ostrom regarding the importance of non-governmental actor involvement in increasing the effectiveness of public policies.

Factors Inhibiting the Implementation of the Regional Honorarium Policy for Madrasah Teachers

The research results show that one of the main inhibiting factors in the implementation of the regional honorarium policy for madrasa teachers in Cilegon City is administrative issues and teacher data. Many madrasa teachers have not yet completed the required documents, such as teacher certificates,

official appointment decrees from foundations, or valid NUPTK (National Education Registration Number). Furthermore, teacher data scattered across various private madrasas has not been properly integrated into the regional education information system, resulting in lengthy verification and validation processes. The high mobility of teachers, especially non-permanent teachers, results in inaccurate collected data requiring regular updating. The limited administrative capabilities of some madrasa principals in managing data and documents also slow down the application of regional honorariums for teachers at their respective madrasas. A second obstacle that emerged was the delay in disbursement of regional honorariums. Although the disbursement schedule is set every three months, in practice, delays of up to one or two months are often experienced. This is due to the lengthy verification process, involving multiple agencies, and regional financial administration procedures that require multiple approval stages. The disbursement system, which still relies on physical documents and is not yet fully online, also slows down the flow of disbursement. This condition creates uncertainty for madrasa teachers who rely on honorariums as additional income for daily needs (Munadi & Umar, 2022).

The limited scope of regional honorarium recipients is a third obstacle. Of the 523 madrasa teachers in Cilegon City, only 486 meet the criteria and receive the allowance, leaving 37 teachers unable to benefit from the program. Teachers who do not meet the minimum educational requirement of a bachelor's degree, do not possess a teaching certificate, or have insufficient service experience are left behind. Furthermore, the amount of the honorarium is considered inadequate considering the rising cost of living, thus not being able to significantly improve teacher welfare. Regional budget constraints prevent the government from increasing the honorarium or expanding the scope of recipients as teachers hope. The fourth inhibiting factor relates to the lack of socialization and understanding of the program's mechanisms (Rohman, 2016). Some teachers, particularly in small or remote madrasas, still do not understand the requirements, application process, and rights and obligations as recipients of regional honorariums. Program information often reaches only the madrasa principal and is not communicated to all teachers. The lack of direct socialization activities and limited access to information technology in some madrasas also hinder the dissemination of information through online media, which is the program's primary communication channel. Administrative obstacles, delays in disbursement, limited recipient coverage, and lack of socialization are significant factors that influence the effectiveness of the implementation of the regional honorarium policy for madrasa teachers in Cilegon City.

The problems of madrasah teacher administration and data, which are the main inhibiting factors, indicate that administrative capacity is a serious challenge in policy implementation. This finding aligns with research by Rohayati and Indah in 2025, which found that weak information systems and teacher personnel administration are a major obstacle to the implementation of teacher welfare programs in various regions (Sahid et al., 2025). Incomplete required documents such as teacher certificates, valid appointment decrees, or valid NUPTK (National Registration Number) reflect structural problems in the management of poorly integrated madrasah teacher data. The high mobility of madrasah teachers, especially non-permanent teachers, exacerbates data accuracy problems and requires a more responsive and real-time data updating system. This demonstrates the need for investment in the development of an integrated education management information system, in line with the recommendations of Aulia et al.'s 2025 research on the importance of digitizing personnel administration in improving the effectiveness of teacher welfare policies (Aulia et al., 2025).

The second obstacle, the delay in the disbursement of regional honorariums, reflects the ongoing lengthy and complex bureaucratic issues. Although the disbursement schedule has been set every three months, delays of up to one or two months indicate inefficiencies in regional financial administration. This finding is consistent with research by Indarwati & Murniarti in 2024, which found that the complexity of disbursement procedures is a common obstacle in the implementation of teacher welfare programs in various regions (Indarwati & Murniarti, 2024). The disbursement system, which is not yet fully online and still uses physical documents, demonstrates the need for digital transformation in regional financial management. This delay in disbursement creates uncertainty for madrasah teachers who expect honorariums as additional income to meet their living expenses, which ultimately can affect their job satisfaction and motivation, as explained in Vroom's expectancy theory of work motivation (Dahrani & Sohiron, 2024).

The limited coverage of recipients and the perceived inadequate amount of the honorarium indicate a gap between expectations and reality in policy implementation. Although 92.9 percent coverage is quite high, there are still 37 teachers who have not been able to benefit from this program because they have not met the administrative requirements. This indicates the need for coaching and facilitation programs for these teachers to meet the requirements, in line with the principles of inclusive policy. The honorarium amount provided, between Rp 300,000 and Rp 500,000 per month, although making a positive contribution, is still considered inadequate considering the inflation rate and increasing living costs. The lack of socialization and understanding of the program's mechanisms, especially in small and remote madrasas, demonstrates a weak policy communication strategy, as emphasized by Edward III that communication is a key factor in successful policy implementation (Makmur, 2023).

The Impact of the Implementation of Regional Honorarium Policy on the Welfare of Madrasah Teachers

The research results show that the implementation of the regional allowance policy has a positive impact on improving the economic welfare of madrasa teachers in Cilegon City. Additional income in the form of regional honorariums helps madrasa teachers, especially non-permanent teachers with low basic incomes, meet their daily needs. Most teachers receiving the allowance use this additional income for basic family needs, such as food, clothing, and children's education costs. In addition, some teachers use the allowance to save, pay vehicle installments, or pay off family debts. This increase in teachers' purchasing power also has an indirect impact on the local economy around their homes through a multiplier effect. In addition to economic benefits, the provision of regional honorariums also influences madrasa teachers' motivation and work enthusiasm in carrying out their teaching duties. Teachers feel more appreciated and cared for by the local government, thus increasing their sense of belonging and responsibility towards their profession.

Teacher attendance at madrasas also increased because one of the requirements for receiving an honorarium is attendance of at least 75 percent of total teaching hours. Motivation to improve professional competence also increased, as evidenced by higher participation in teacher certification programs and skills-building training. This increased work enthusiasm positively impacted the quality of the learning process received by students at madrasas. The psychological impact of this policy was also significant in terms of job satisfaction and reduced economic stress for teachers. The certainty of receiving a regular honorarium every three months provided peace of mind at work, enhancing self-esteem and dignity as professionals. By reducing the burden of financial issues, teachers could focus more on their primary duties of educating and teaching. This increase in job satisfaction also reduced the tendency for teachers to transfer to public schools or seek additional work that could interfere with their concentration on teaching, thus overall supporting the stability and quality of education at madrasas (Riyadi, 2022).

Improving the economic welfare of madrasah teachers through additional income in the form of regional honorariums demonstrates that this policy has a real impact on improving teachers' financial conditions. This finding aligns with research by Efrina & Arrosyid in 2025, which found that providing financial incentives to madrasah teachers significantly increased purchasing power and the ability to meet family living needs (Rezliyadi et al., 2025). The allocation of additional income for primary needs such as food, clothing, and children's education indicates that regional honorariums indeed function as a social safety net for madrasah teachers with relatively low basic incomes. The use of honorariums for savings, vehicle payments, or debt repayment indicates that this policy also contributes to improving teachers' financial literacy and financial planning skills. The multiplier effect on the local economy resulting from increased purchasing power of madrasah teachers aligns with Keynesian economic theory on how increasing the income of certain community groups can drive economic growth at the local level (Purba1 et al., 2024).

The increased motivation and work enthusiasm of madrasah teachers, which emerged as a psychological impact of the regional honorarium policy, reflects the application of Herzberg's motivation theory, particularly regarding hygiene and motivator factors. Regional honorariums act as a hygiene factor by providing financial security and income certainty, thereby reducing dissatisfaction that previously arose due to economic burdens. Meanwhile, recognition, appreciation, and attention from the local government towards teachers as professionals are motivating factors, encouraging teachers to improve their performance and dedication to carrying out their teaching duties. The

combination of these two factors results in an overall increase in job satisfaction, spurring teachers to be more active, creative, and responsible in teaching. The implementation of the regional honorarium policy not only impacts the material aspect but also strengthens teachers' psychological commitment, thus creating sustainable intrinsic and extrinsic motivation to support the quality of education in madrasahs (Gilbert et al., 2022).

Regional honorariums act as a hygiene factor that helps prevent job dissatisfaction among madrasa teachers, while recognition and appreciation from the local government serve as motivators that encourage increased job satisfaction. The application of these two aspects aligns with the principles of Herzberg's motivation theory, where hygiene factors maintain the stability of basic satisfaction, while motivating factors stimulate teachers' commitment and work enthusiasm. The findings of this study indicate an increase in teacher attendance at madrasahs, which aligns with Gunawan's research, which revealed a positive relationship between financial incentives and teacher attendance discipline. Thus, the provision of regional honorariums not only meets teachers' material needs but also strengthens their intrinsic and extrinsic motivation in carrying out learning tasks. This combination of hygiene and motivating factors contributes to increased professionalism and the quality of education in madrasahs (Gunawan et al., 2025). The motivation of madrasa teachers to participate in certification and training programs reflects that the influence of regional honorarium policies is not merely temporary but also encourages continuous improvement in professional capacity. This increased competence demonstrates that regional allowances serve as a long-term investment in human resource development in the education sector. This approach aligns with the principles of sustainable development, which emphasize that improving teacher welfare will positively impact the quality of education on an ongoing basis. By encouraging professional development, teachers not only benefit financially but also strengthen their knowledge, skills, and pedagogical capabilities. This long-term impact positively impacts the quality of learning, teaching innovation, and the overall professionalism of madrasah teachers. Thus, regional honorarium policies contribute to sustainable educational development and improve the quality of future generations of students (Nurfatimah et al., 2022).

The psychological impact of increased job satisfaction and reduced economic stress demonstrates that this policy successfully meets the need for security in Maslow's hierarchy of needs. Feeling more at ease at work due to the certainty of regular additional income reflects the fulfillment of the need for financial security. The increased self-esteem and dignity of madrasah teachers as professionals demonstrates that recognition from the local government serves as a symbolic reward that is no less important than material rewards. The finding of a decrease in teachers' desire to transfer to public schools or seek additional work aligns with Hariyasasti's 2025 study, which found that improving teacher welfare contributes to teacher retention in schools (Hariyasasti, 2025). Increasing madrasah teacher job satisfaction has implications for the stability of the teaching staff within the madrasah environment, which is a key prerequisite for continuously improving the quality of education. When teachers feel valued, recognized, and have income security through the regional honorarium policy, they tend to be more comfortable and committed to carrying out their duties. This stability of the teaching staff allows for continuity of the learning process, more thorough planning, and the consistent application of pedagogical methods, thereby maintaining and continuously improving the quality of education. Furthermore, a stable work environment also supports teachers in focusing on developing professional competencies and innovating in teaching and learning activities, ultimately positively impacting student achievement and development. Thus, regional honorarium policies not only improve financial well-being but also strengthen the foundation of sustainable education through teacher stability and professionalism.

The Impact of the Implementation of Regional Honorarium Policy on Madrasah Teacher Performance

The research results show that the implementation of the regional honorarium policy has had a positive impact on the performance of madrasa teachers in Cilegon City, particularly in the aspect of lesson planning. Teachers have become more disciplined in developing learning materials, including syllabi, Lesson Implementation Plans (RPP), and more innovative learning media. Madrasa principals reported a significant improvement in the completeness of learning administration compared to the period before the regional allowance. Teachers have also been more active in developing teaching

materials tailored to student characteristics and the madrasa environment. This improvement in planning quality is closely linked to increased teacher motivation due to the feeling of being appreciated through the regional honorarium. Classroom learning has improved in quality along with the regional allowance. Teachers have become more creative in using varied learning methods and encouraging active student participation. Increased teacher attendance has resulted in a reduction in previously frequent absences. Teachers have become more responsive to students' learning needs and have paid special attention to students experiencing difficulties. The use of learning media and information technology has also increased because teachers have additional funds to access digital learning resources or purchase supporting teaching materials.

Teacher performance in learning evaluations also showed significant improvement. Teachers conducted daily, mid-semester, and final assessments according to the established academic calendar. The assessment instruments developed were of higher quality, with a variety of questions tailored to the competencies being measured. Documentation of assessment results and follow-up learning activities became more orderly and well-archived. Teachers were more active in analyzing evaluation results to improve subsequent learning, thus impacting student achievement in madrasas (Sholihan et al., 2024). Furthermore, the professionalism of madrasa teachers increased after the implementation of the regional allowance policy. Participation in training, workshops, and educational seminars increased because teachers had additional funds for transportation and accommodation. Teacher involvement in Teacher Working Groups and Subject Teacher Deliberations became more active as a means of sharing experiences and improving competencies. Some teachers were encouraged to continue their education to a higher level to meet academic qualification standards. The enthusiasm for continuous learning and improving professional competencies demonstrates that regional allowances impact not only the financial aspect but also the sustainable development of teaching resources, thus supporting improvements in the quality of education in madrasas.

Improved teacher performance in the aspect of lesson planning indicates that teacher well-being is positively correlated with professionalism in carrying out their duties. Teacher discipline in developing learning tools such as syllabi, lesson plans, and innovative learning media reflects increased professional commitment as a result of feeling appreciated through regional honorarium policies. This finding aligns with Subair's 2025 study, which found that teachers with better welfare tend to be more professional in preparing lessons (Subair, 2024). The increase in the completeness of learning administration reported by madrasah principals indicates that the policy's impact is not only perceived subjectively but can also be measured objectively through work output. Teachers' activities in developing teaching materials tailored to student characteristics indicate that teachers have more time and energy to focus on their primary duties when no longer burdened by excessive economic pressures.

Improvements in the quality of classroom learning as a result of the policy indicate that improved teacher welfare directly contributes to the quality of the learning process. Teacher creativity in using varied learning methods and involving active student participation reflects increased intrinsic motivation to provide quality learning. The finding of reduced free learning hours is consistent with Khair's 2025 study, which found that improved teacher welfare impacts increased discipline and professional responsibility. Teacher responsiveness to student learning needs and individual attention indicate that teachers have a better psychological condition to carry out their pedagogical role (Khair, 2025). The increased use of learning media and information technology indicates that teachers not only have higher motivation but also have additional financial resources to access and develop better learning tools.

Improved performance in learning evaluations and teacher professional development demonstrates the long-term impact of the regional honorarium policy on the overall education system. Teachers' regularity in conducting assessments and improvements in the quality of assessment instruments reflect ongoing professional development. Findings regarding more orderly documentation of assessment results align with research by Tanjua et al. (2024), which found that teacher well-being affects the quality of classroom management and learning administration (Tanjua et al., 2024). Increased teacher participation in professional development activities such as training, Teacher Working Groups (KKG), and Teachers' Working Groups (MGMP) demonstrate that the policy's impact extends beyond financial aspects and fosters a culture of continuous learning among madrasah teachers. Motivation to pursue higher education demonstrates that this policy has successfully created a positive spiral in which improved well-being drives increased competency, ultimately contributing to an overall improvement in the quality of education in madrasahs.

Conclusion

The implementation of the Cilegon City Government's policy on regional honorariums for madrasah teachers has been quite effective, with recipient coverage reaching 92.9 percent of the total number of madrasah teachers. This policy is supported by the strong political commitment of the regional head, the availability of an adequate budget of Rp 2.4 billion per year, good coordination between implementing agencies, and support from education stakeholders. However, the implementation of the policy still faces several significant obstacles such as administrative problems and incomplete data on madrasah teachers, delays in the disbursement of honorariums, limited coverage and inadequate honorarium amounts, and a lack of socialization to policy targets, especially in remote madrasahs. The positive impact of the policy on madrasah teacher welfare is seen in improvements in economic well-being, work motivation, and job satisfaction, while the impact on teacher performance is reflected in improvements in the quality of lesson planning, lesson implementation, lesson evaluation, and teacher professional development.

This study has limitations in its limited focus on Cilegon City, so the findings cannot be generalized to other regions with different characteristics. Furthermore, data collection was conducted over a specific time period, thus not being able to capture the dynamics of long-term change. Based on the research findings, it is recommended that the Cilegon City Government develop an integrated and digital-based madrasah teacher personnel management information system to address administrative issues, accelerate and simplify honorarium disbursement procedures through digitalization of financial processes, increase the amount of honorariums and expand the scope of recipients by facilitating teachers who have not yet met the requirements, and intensify the socialization and communication program of policies to all madrasah teachers. For further researchers, it is recommended to conduct comparative research on the implementation of similar policies in several regions to identify best practices, conduct longitudinal research to measure the long-term impact of policies on the quality of madrasah education, and examine aspects of the fiscal sustainability of policies in the context of changing regional economic conditions.

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