

IMPLEMENTATION OF THE HOMEROOM TEACHER POLICY IN MEETING TEACHERS' WORKLOADS

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Abstract

This study aims to analyze the implementation of the Homeroom Teacher policy, specifically, subject teachers at junior high schools/special junior high schools, senior high schools/special senior high schools, and vocational high schools/special vocational high schools who are assigned to mentor students academically, in terms of competencies, skills, and character from the time students enroll until they graduate from these educational institutions (in accordance with Ministry of Education and Culture Regulation No. 11 of 2025, Article 9) in relation to teachers' workload at State Junior High School 3 and State Junior High School 4 in Surabaya, based on the six policy implementation factors identified by Van Meter and Van Horn: policy standards and objectives, resources, characteristics of the implementing organization, inter-organizational communication, attitudes of implementers, and the social, economic, and political environment. The study employed a descriptive qualitative approach using a multisite study design. Data were collected through in-depth interviews, observations, and documentation involving school principals, homeroom teachers, class advisors, students, and parents, and were subsequently analyzed using the Miles and Huberman interactive model through both within-site and cross-site analyses. Data validity was tested through source and technique triangulation as well as member checking. The results of the study indicate that the implementation of the Homeroom Teacher policy at both schools has been in accordance with the Ministry of Education and Culture Regulation No. 11 of 2025, targeting all subject teachers and supported by the availability of human resources. School principals have demonstrated support for the policy, but its implementation has not been optimal. Communication and coordination with the Surabaya City Education Office and school supervisors have not been optimal, leading to differences in understanding regarding implementation. Some teachers still view the Homeroom Teacher policy as an additional workload, while at SMP Negeri 4 Surabaya, the role of the Homeroom Teacher is interpreted similarly to that of a class advisor. Parental support serves as a facilitating factor, whereas insufficient policy dissemination poses a challenge. Overall, the implementation of the Homeroom Teacher policy is underway, but has not yet been optimal.

Keywords

Teacher Workload; Homeroom Teacher; Policy Implementation; Multisite Study.



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INTRODUCTION

The homeroom teacher policy issued by the government through the Ministry of Education and Culture Regulation No. 11 of 2025 offers two benefits in its implementation. First, it fosters a close relationship between the homeroom teacher as a role model who can be fully present to support character education in every child, thereby ensuring that national education goals are achieved, and second, it serves as a means of fulfilling teachers' workloads, so that teachers no longer need to teach at multiple schools to meet their workload requirements.

Based on interviews conducted by with the principal, the vice principal in charge of curriculum, homeroom teachers, and class advisors, as well as observations made by the researcher at State Junior High School 3 and State Junior High School 4 in Surabaya, the fundamental problem in the management of teaching staff at public schools is reflected in a fundamental discrepancy between the regulation requiring a minimum workload of 24 hours of face-to-face instruction per week and the reality of task allocation in the field. The imbalance in the teacher-to-subject ratio creates an excessive teaching load, where the lack of teachers for certain subjects—such as Javanese, Civic Education, Arts and Culture, Science, and Physical Education at SMPN 3, as well as Islamic Religious Education, Crafts, and Javanese at SMPN 4—forces existing teachers to handle up to 30 face-to-face teaching hours per week. Within the framework of national policy, the role of the “homeroom teacher” was actually designed as an equivalent for additional duties to help meet the required number of teaching hours. However, *the main academic problem* in this study lies in the conceptual and practical failure to integrate this policy: when the core teaching load already exceeds the upper threshold (30 hours/week), the additional duties as a homeroom teacher no longer function as a means to meet the required teaching hours but instead accumulate into an additional administrative burden that triggers role distortion, burnout, and a decline in the effectiveness of classroom management.

In practice, the implementation of the homeroom teacher policy at State Junior High School 3 and State Junior High School 4 in Surabaya faces a series of comprehensive challenges stemming from both structural and operational barriers. Operationally, the fulfillment of homeroom teachers' duties is hampered by disparities in the uneven distribution of working hours across subjects and the absence of specific standard operating procedures (SOPs) at the school level regarding the allocation of hours between primary teaching duties and providing emotional and administrative support to students. These challenges are exacerbated by overlapping administrative

responsibilities—such as daily attendance tracking, character development reporting, and student affairs management—which often directly conflict with the 30-hour-per-week teaching schedule. This imbalance has led to the role of homeroom teachers in both schools being reduced to a mere formality of fulfilling administrative documentation requirements within the Dapodik system, without being accompanied by high-quality, in-depth classroom management support. Consequently, a gap has emerged between the ideal policy objectives regarding workload fulfillment and the actual effectiveness of their performance in schools.

To address the complexity of these challenges, the school has implemented various strategic measures to optimize the effectiveness of the homeroom teacher policy without compromising students' academic achievement or teachers' psychological well-being. These efforts are realized through the efficient restructuring of internal task distribution, the integration of a digital school management system to reduce manual record-keeping bureaucracy, and the redistribution of teaching schedules through *cross-scheduling* so that teachers with a high teaching load (nearing 30 hours) receive adjustments to the intensity of their student mentoring duties. In addition, school administrators encouraged the strengthening of a regular coordination system among homeroom teachers, guidance counselors, and curriculum coordinators to collectively share the burden of student support. This restructuring of governance is expected not only to distribute the workload more fairly and proportionally but also to restore the essential role of homeroom teachers as guides for the optimal growth and development of students at State Junior High School 3 and State Junior High School 4 in Surabaya.

To gain a comprehensive understanding of this issue, this study employs the theoretical framework of public policy implementation developed by Van Meter and Van Horn (1975), (H. Basri, 2026), which states that the success of policy implementation is influenced by six factors: policy standards and objectives, resources, interorganizational relationships, characteristics of implementing organizations, socioeconomic and political conditions, and the dispositions of implementers.

A study by Tyas Pitaloka, Sri Sumartiningsih & Nursiwi Nugraheni (2026) found that recognizing the role of homeroom teachers within the official job structure provides legal certainty; however, the accumulation of teaching and administrative burdens risks reducing teachers' psychological *well-being* and triggering stress. In which multidimensional social support acts as the primary protector of teachers' resilience. *The research gap* in this study lies in its focus, which remains

centered on psychological dimensions and individual resilience, without critically examining how specific regulations, such as the Minister of Basic and Secondary Education Regulation No. 11 of 2025 on Homeroom Teachers, are implemented at the school level. The novelty of this study complements these findings by arguing that the legal certainty of these latest regulations risks becoming merely a formality for meeting teaching hour quotas if not balanced by a shared understanding of operational procedures and non-financial incentive schemes to prevent pseudo-compliance (Yuliana, 2020).

Research by Didit (Darmawan et al., 2026) reveals that additional assignments beyond face-to-face teaching hours without proportional weighting can lead to *hidden fatigue* and disrupt *work-life balance* (Diniawaty & Prahiawan, 2024), thereby highlighting the importance of transparent, data-driven workload management. The identified *research gap* is the lack of a concrete study on the impact of differences in internal governance across schools regarding the distribution of teachers' workloads. The novelty of this study fills this gap by comparing internal governance models (student mapping at SMPN 3 vs. conventional homeroom teachers at SMPN 4 Surabaya) and emphasizing the importance of standardized internal SOPs to prevent organizational dysfunction and the elimination of the roles of non-homeroom teachers (Johari et al., 2018).

A study by Syiehd Achmed Farhan & Mawaddah Warohmah (2025) found a sociological disparity in policies regarding teachers' workloads (Law No. 14/2005 and Ministry of Education, Culture, Research, and Technology Regulation No. 262/2022), where the mandatory requirement of 24 Face-to-Face Teaching Hours (JTM) places a heavy burden on teachers; however, the equivalence of additional duties (including homeroom teacher responsibilities) which are recognized as equivalent to JTM, successfully compensates for the shortfall in teaching hours without requiring teachers to teach at other schools, thereby positively impacting the effectiveness of learning and teachers' quality of life. *The research gap* in this study lies in its focus, which still revolves around the general equivalence of teaching hours to meet the 24-hour JTM quota without specifically examining the updated regulations, and Permendikdasmen No. 11 of 2025, as well as the operational dynamics at the school level. The novelty of this study complements these findings by critiquing that although the provisions of Article 9, Paragraphs 1–5 of Permendikdasmen No. 11 of 2025 provide legal certainty and financial stability (TPG), the absence of operational guidelines for student mentoring and internal school SOPs risks reducing the role of homeroom teachers to a mere formality of administrative compliance (*pseudo-compliance*), which has the potential to trigger organizational

dysfunction (Rohmah et al., 2025).

Research by Achmad Dimhar (2022) found that the implementation of policies regarding teachers' workload is often hindered by resource constraints (such as a shortage of civil servant teachers) and unclear technical directives from the bureaucracy, which directly result in a *"double burden"* and a decline in teacher performance. A *research gap* in this study is that its observations remain general in nature regarding bureaucratic obstacles without exploring the shift in the essence of the teacher's role due to the dominance of administrative-financial communication. The novelty of this research lies in demonstrating that the communication patterns of the Surabaya City Education Office—which focus on the administrative and financial aspects of the Teacher Performance Grant (TPG) without providing technical operational guidelines—have reduced the core essence of the homeroom teacher's role from student mentoring to merely fulfilling procedural workload requirements (Pratama et al., 2017).

Research by Ika Purifiedriyaningrum & Eko Wahyu Saptandari (2022) highlights that high workloads and administrative demands impact teachers' stress levels and coping mechanisms, with personal *hardiness* and organizational social support serving as key mediators. An existing *research gap* is the lack of a connection between these psychological interactions and financial legal certainty, as well as support from the school's external sociopolitical environment. (The novelty of this study offers a comprehensive perspective that legal certainty regarding TPG disbursement, supported by social partnerships with students' parents, serves as the primary external support that complements teachers' mental resilience in creating a balanced and sustainable work ecosystem (Purifiedriyaningrum & Saptandari, 2022).

Based on these studies, there is a gap that opens up opportunities for this research. First, all five studies focused on the implementation of policies regarding the fulfillment of teachers' workloads as a single variable, but none evaluated the policies from a comprehensive public policy theory perspective, such as the six aspects of the Van Meter and Van Horn model (1975)—namely, policy standards and objectives, resources, characteristics of the implementing organization, interorganizational communication, implementers' attitudes, and the social, economic, and political environment. Second, those five studies focused on meeting teachers' workloads—specifically, meeting teaching hours—based solely on teachers' administrative reports, whereas in this study, the homeroom teacher policy serves as an automatic mechanism for fulfilling those workloads. Third, in terms of approach, previous studies used a single-site implementation study, whereas this study

employs a qualitative multisite study approach capable of comparing two institutional contexts simultaneously.

Furthermore, the objective of this study is to describe and analyze these six aspects comparatively through a multisite study approach, thereby providing an in-depth understanding of the patterns, barriers, and strategies for implementing homeroom teacher policies in the context of schools with a shortage of subject teachers (Sedarmayanti, 2017).

METHOD

This study is a qualitative research project employing a multisite study approach (Creswell & Creswell, 2024) that examines the implementation of the homeroom teacher policy in managing teachers' workloads at State Junior High School 3 and State Junior High School 4 in Surabaya. The research data sources consist of primary and secondary data. Primary data were obtained directly through in-depth interviews with the school principals, homeroom teachers, and students who were directly involved in the implementation of the homeroom teacher policy; participatory observation of the policy's processes and implementation at the schools; and a document review covering relevant laws and regulations, including Ministry of Education and Culture Regulation No. 11 of 2025, Article 9, paragraphs 1–5, as well as school institutional documents such as the Homeroom Teacher Decree, the Teacher Workload Allocation Decree, In the Teaching and Learning Process (Lestari, 2025), meeting minutes, monitoring reports, and institutional profiles. Secondary data were obtained from scientific journal articles, policy analysis books, legal opinions, and relevant media reports to supplement the analysis and provide a broader context for the implementation of the homeroom teacher policy. Data collection techniques included in-depth interviews, participatory observation, and documentary analysis. Interviews were conducted to gather information regarding the substance, implementation, and impact of the homeroom teacher policy from informants. Observations were conducted to directly examine the school environment, the implementation process, interactions among school community members, and the practices involved in implementing the homeroom teacher policy. These observations were carried out over a three-month period from June 2, 2026, to August 14, 2026. Furthermore, documentation was carried out by reviewing various documents related to the homeroom teacher policy. Data analysis utilized the interactive model by Miles, Huberman, & Saldaña (2014) through the stages of data condensation, data presentation, and drawing conclusions/verification. Subsequently, the researcher conducted a

critical analysis of the research findings using Van Meter and Van Horn's policy implementation theory, which encompasses policy standards and objectives, resources, characteristics of the implementing organization, inter-organizational communication, implementers' attitudes, as well as the social, economic, and political environment, along with a cross-site analysis. Then compared them with relevant theories and previous research findings and tested the validity of the data using criteria of credibility (triangulation and *member check*), transferability (*thick description*), dependability, and confirmability (Moleong & Utami, 2024).

FINDINGS AND DISCUSSION

Findings

Based on the results of in-depth interviews with six informants from the two research sites, as well as observations and documentation, important patterns were identified that reflect the conditions of homeroom teacher policy implementation at both schools. The findings are presented based on the six dimensions of policy implementation proposed by Van Meter and Van Horn, as shown in the table below

Table 1. Six Dimensions of Policy Implementation

No	Dimension	SMPN 3 Surabaya	SMPN 4 Surabaya
1	Policy Standards and Objectives	Standards based on Ministry of Education and Culture Regulation No. 11 of 2025, Article 9, Paragraphs 1–5, regarding homeroom teacher policy (Pradnya et al., 2026) Objectives for All Subject Teachers	Standards based on the Ministry of Education and Culture Regulation No. 11 of 2025, Article 9, paragraphs 1–5, regarding homeroom teacher policies Objectives for all subject teachers
2	Resources	All subject teachers	All subject teachers
3	Organizational characteristics of the implementing agency	Principals' awareness of the need to implement the homeroom teacher policy and the child-friendly school initiative is good, though not yet fully realized,	Principals' awareness of the need to implement the homeroom teacher policy and the child-friendly school initiative is good, though not yet fully realized,
4	communication among relevant organizations and implementation activities	The Surabaya City Department of Education, in this regard, tends to pay less attention to the implementation of the homeroom teacher policy, focusing instead on ensuring teachers meet their workload requirement of 37 hours and 30 minutes per week.	The Surabaya City Department of Education has not yet fully provided guidance or technical guidelines to each junior high school for implementing the homeroom teacher policy; at the school supervisor level, clear guidance on the implementation of this policy has also not been provided.
5	Disposition or Attitude of Implementers	Principals have responded and instructed the implementation of the homeroom teacher policy, but some	The perception among most subject teachers is that they are already acting as homeroom teachers—a

		subject teachers view it as an additional workload because they are already handling teaching duties for subjects facing teacher shortages.	role equated with that of a class homeroom teacher—and that the assignment of students to homeroom teachers is based on classes that already have a homeroom teacher.
6	Social, economic, and political environment.	Parents' response has been very supportive of the school's implementation of the homeroom teacher policy.	Outreach regarding the homeroom teacher program has been insufficient, resulting in the policy not being fully implemented.

Sources: Results of Interviews, Observations, and Documentation, 2026

Policy Standards and Objectives

In terms of policy standards and objectives, the implementation of the homeroom teacher policy at SMPN 3 Surabaya and SMPN 4 Surabaya has generally adhered to applicable regulations. Both schools have the same policy standards, namely that the role of the homeroom teacher applies to all subject teachers. This indicates that the homeroom teacher policy is understood as a comprehensive policy that is not limited to specific teachers. Nevertheless, the existence of the same policy standards has not been fully accompanied by uniform understanding and implementation at the school level. Differences in the interpretation of homeroom teachers' duties remain one of the factors affecting the optimization of policy implementation in each school. Thus, while the policy standards and objectives are clearly defined, their translation into practice still requires strengthening so that policy goals can be achieved consistently.

Resources

From a resource perspective, both schools involve all subject teachers in implementing the homeroom teacher policy. The availability of these human resources is essentially the key asset in supporting policy implementation, as every teacher plays a role in providing guidance to students. However, the availability of human resources does not automatically guarantee the policy's successful implementation. Teachers not only fulfill their duties as educators but also have various other responsibilities they must meet. These conditions have the potential to affect teachers' time, attention, and readiness in carrying out their functions as homeroom teachers. Therefore, human resources must be managed proportionally so that the duties of homeroom teachers are not viewed as an additional burden but rather as an integral part of an educator's role in guiding the development of students.

Characteristics of Implementing Organizations

The characteristics of the implementing organizations at SMPN 3 Surabaya and SMPN 4 Surabaya indicate that the school principals are aware of the need to support the implementation of the homeroom teacher policy and to create a child-friendly school environment. This support is a crucial factor because school principals hold a strategic position in directing, coordinating, and ensuring that policies are implemented within the school environment. However, this level of awareness and support has not yet been fully realized in optimal implementation. This indicates that the success of implementation does not only depend on leadership commitment but also on the school organization's ability to translate that commitment into clear implementation mechanisms. Strengthening internal coordination, clarifying roles, and monitoring the implementation of the homeroom teacher policy are necessary so that the policy does not stop at the instruction stage but becomes part of the school's institutional practices.

Interorganizational Communication and Implementation Activities

In terms of inter-organizational communication and operational activities, the implementation of the homeroom teacher policy still faces limitations regarding guidance and coordination. The Surabaya City Education Office is considered to have not given special attention to the implementation of the homeroom teacher policy, instead focusing more on meeting teachers' workloads. This situation has resulted in schools not receiving sufficiently clear technical guidance regarding the mechanisms for implementing the policy. Furthermore, communication at the school supervisor level has not provided clarity on how the policy should be applied at the school level. The lack of technical guidance and targeted communication ultimately allows schools to interpret the policy differently. This situation can lead to variations in the implementation of the homeroom teacher policy, including in the division of tasks, student mentoring, and understanding of the scope of responsibilities of Guru Wali.

The Disposition or Attitude of the Implementers

In terms of the disposition or attitude of those implementing the policy, there has been a fairly positive response from school principals regarding the implementation of the homeroom teacher policy. School principals have responded to the policy and instructed teachers to implement it. However, the response at the teacher level reveals varying degrees of acceptance. Some subject teachers still view homeroom teacher duties as an additional workload, particularly because they must simultaneously fulfill their teaching responsibilities due to a shortage of teachers in certain

subjects. This situation may affect teachers' motivation and willingness to perform their homeroom teacher duties optimally. At SMPN 4 Surabaya, most teachers also still interpret the homeroom teacher role in a manner similar to that of a class advisor, so that students are assigned based on classes that already have a class advisor. This difference in understanding indicates that a shared understanding of the function and position of the homeroom teacher is necessary so that those implementing the policy do not act based on their own individual interpretations.

Social, Economic, and Political Environment

In the social, economic, and political dimensions, support from the social environment—particularly from students' parents—is one of the factors that support the implementation of the homeroom teacher policy. Parents' positive responses indicate acceptance of the school's efforts to provide closer guidance to students. This support can serve as social capital for the school to strengthen policy implementation. However, conditions at SMPN 4 Surabaya indicate that outreach regarding the homeroom teacher program has not yet been optimal. This lack of outreach may result in an uneven understanding of the policy's objectives and mechanisms, both among implementers and other stakeholders within the school community. Therefore, strengthening outreach efforts is essential to build a shared understanding, clarify the program's objectives, and encourage the involvement of various parties in supporting the implementation of the homeroom teacher policy in a more optimal manner.

Discussion

The results of the study on the implementation of the homeroom teacher policy in meeting teachers' workloads at State Junior High School 3 and State Junior High School 4 in Surabaya, as examined through Van Meter and Van Horn's public policy evaluation theory across six dimensions, namely, policy standards and objectives, resources, characteristics of the implementing organization, interorganizational communication, implementers' attitudes, and the social, economic, and political environment, can be summarized as follows:

In terms of standards and policy objectives, both schools have adopted Article 9, Paragraphs 1–5 of the Ministry of Education, Culture, Research, and Technology Regulation No. 11 of 2025 as the basis for implementing the homeroom teacher policy. The policy objectives are directed at all subject teachers, ensuring that the responsibilities of homeroom teachers are not assigned solely to specific teachers. The establishment of these standards provides a clear foundation for schools to incorporate homeroom teacher duties as part of teachers' overall responsibilities. This situation

indicates that, normatively, the policy already has a strong foundation for implementation at the school level. Clarity regarding standards and objectives is crucial because it provides direction for schools in determining who is responsible and the scope of policy implementation.

These findings are consistent with the research by Tyas Pitaloka, Sri Sumartiningsih, and Nursiwi Nugraheni (2026), which shows that the role of homeroom teachers has gained recognition within the official structure of teachers' duties. This recognition indicates that homeroom teachers hold an increasingly clear role in the implementation of educational duties at school. However, previous research has also highlighted the possibility that homeroom teacher policies are more often understood as a means of meeting workload requirements rather than as an effort to strengthen the role of student guidance. This suggests that the existence of formal standards does not always correlate directly with practitioners' substantive understanding of the policy's objectives.

According to the author, the nationally established standards and objectives for homeroom teachers are important supporting factors in ensuring a clear direction for policy implementation. However, the clarity of these regulations must be accompanied by a shared understanding at the school level so that every teacher fully comprehends the role of a homeroom teacher. If the policy is understood solely in the context of fulfilling working hours, there is a risk that the policy's objective will shift from supporting students to merely meeting administrative requirements. This view aligns with previous findings indicating that clear regulatory standards must be accompanied by an operational understanding so that policy implementation does not stop at mere formalities. Therefore, according to the author, schools need to clarify the objectives, functions, targets, and working mechanisms of homeroom teachers so that policy standards can be consistently translated into practice.

Furthermore, regarding the number of human resources, the implementation of the homeroom teacher policy at SMPN 3 and SMPN 4 Surabaya shows that all subject teachers are involved in carrying out the policy. The availability of teachers as implementers is a crucial element because the homeroom teacher policy requires their direct involvement in providing attention and guidance to students. However, the human resource situation at both schools is not yet entirely ideal, as there is still a shortage of subject teachers in certain fields. As a result, some teachers must take on additional teaching duties in addition to fulfilling their homeroom teacher responsibilities. This situation demonstrates that the issue of human resources is not merely related to the number of teachers but also to how tasks are distributed to avoid creating an excessive workload.

These findings are consistent with Achmad Dimhari's study (2022), which revealed that a lack of resources—such as a shortage of teachers and supporting facilities—is one of the obstacles to implementing policies aimed at managing teachers' workloads. These limitations can result in available teachers having to take on an accumulation of core duties and additional tasks, thereby creating a double workload. These findings are further supported by research by Purifiedriyaningrum and Saptandari (2022), which indicates that high teacher workloads, including administrative demands and additional assignments, can impact teachers' stress levels and their ability to adapt. Thus, the availability of resources must be understood not only in terms of quantity but also in terms of teachers' capacity to perform various tasks simultaneously.

According to the author, involving all subject teachers as homeroom teachers can essentially serve as a strategy to expand the scope of student support. However, this strategy must be adapted to account for teachers' varying workloads. Teachers who already have a heavy teaching load will face difficulties if they are given additional responsibilities without proportional adjustments. Findings from previous research on dual workloads reinforce the view that an unbalanced distribution of tasks can hinder the optimization of teacher performance. Therefore, according to the author, schools need to map out workloads and distribute tasks more fairly so that homeroom teacher duties are not perceived merely as an additional burden but can be integrated with teachers' other duties in providing support services to students.

Furthermore, regarding the characteristics of the implementing organizations, the implementation of the homeroom teacher policy at SMPN 3 and SMPN 4 Surabaya indicates that the principals have demonstrated sufficient awareness and responsiveness to the policy's implementation and the development of child-friendly schools. The principals have also instructed teachers to carry out the policy. This situation indicates that leadership support has been a key strength in policy implementation. However, this support has not yet been fully maximized, as the implementation of the policy in each school still shows differences in internal governance. SMPN 3 Surabaya tends to conduct student profiling, whereas SMPN 4 Surabaya primarily approaches the homeroom teacher role through a model resembling that of a conventional homeroom teacher.

These differences in management practices align with the research by Ahmad Dimhari (2022), which shows that the accumulation of core duties and additional responsibilities, such as serving as a homeroom teacher and providing guidance, can impact teacher performance if not managed in an organized manner. The study by Darmawan et al. (2026) also emphasizes the

importance of data-based and equitable workload management to ensure that task distribution is carried out transparently. Meanwhile, the study by Pitaloka et al. (2026) highlights the importance of social and informational support from school leaders in reducing the job uncertainty faced by teachers. Thus, the characteristics of the implementing organization are closely related to a school's ability to establish a structure for task allocation, coordination, and internal support for teachers as policy implementers.

According to the author, the characteristics of the implementing organizations at both schools have a fairly solid foundation thanks to the support of the school principals, but still require strengthening in terms of internal governance. Leadership directives need to be translated into clearer work procedures so that every teacher shares a common understanding of their duties and responsibilities as homeroom teachers. Differences in implementation patterns between SMPN 3 and SMPN 4 indicate that there is not yet a truly uniform operational mechanism for implementing this policy. This situation aligns with findings from previous research emphasizing that the unorganized distribution of additional tasks can hinder the optimization of teacher performance. In the author's view, an internal standard operating procedure (SOP) is needed to regulate student assignments, homeroom teachers' duties, working relationships with homeroom teachers, forms of guidance, and evaluation mechanisms. With such governance in place, the school's organizational characteristics can serve as a reinforcing factor for the implementation of the homeroom teacher policy while preventing differences in interpretation among those responsible for its implementation.

Furthermore, regarding inter-organizational communication and implementation activities, the implementation of the homeroom teacher policy at SMPN 3 and SMPN 4 Surabaya indicates that communication from the Surabaya City Education Office to the schools remains suboptimal. Attention has been primarily focused on ensuring teachers meet their workload requirements—specifically, 37 hours and 30 minutes per week—while specific guidance on the mechanisms for implementing the homeroom teacher policy has not been fully provided. This situation is also evident at the level of school supervisors, who have not provided clear guidance on the implementation of the homeroom teacher policy. As a result, schools have considerable leeway in interpreting the policy and translating it into practice, particularly regarding the implementation mechanisms and the division of duties among homeroom teachers.

This finding is consistent with previous research showing that unclear technical guidance from the bureaucracy can act as a barrier to policy implementation at the school level. Dimhari's study (2022) confirms that unclear technical guidance can exacerbate barriers to policy implementation at the school level. Meanwhile, Pitaloka et al. (2026) emphasize the importance of informational support from school leaders to reduce the uncertainty faced by teachers in carrying out their duties. These findings show that policy communication is not sufficient if it is limited to the dissemination of regulations; rather, it must be translated into technical guidelines that provide a concrete picture of what schools and teachers, as implementers, are expected to do.

According to the author, weak inter-organizational communication is one of the factors preventing the full implementation of the homeroom teacher policy. A policy that already has a regulatory foundation requires ongoing communication among policymakers, education authorities, supervisors, school principals, and teachers to prevent misunderstandings in its implementation. A communication focus that is overly dominated by the administrative aspects of meeting workload requirements risks shifting attention away from the primary purpose of homeroom teachers, which is to provide guidance to students. In the author's view, more operational technical guidelines and two-way communication are needed so that schools not only receive instructions but also have the opportunity to voice the challenges they encounter during implementation. In this way, inter-organizational communication can serve as a coordination tool that ensures policies are implemented consistently while also being tailored to the specific conditions of each school.

Furthermore, regarding the disposition or attitude of those implementing the policy, differences in response were found between school principals and teachers in their acceptance of the homeroom teacher policy. The principals at both schools responded positively by instructing the implementation of the homeroom teacher policy. However, some subject teachers still view the duties of a homeroom teacher as an additional workload. This is related to the situation where teachers must simultaneously fulfill their subject-teaching duties, particularly when the school faces a shortage of teachers in certain subject areas. Thus, acceptance of the policy at the leadership level does not yet fully reflect the same level of acceptance among those responsible for its technical implementation.

At SMPN 4 Surabaya, the issue of disposition is also evident in the fact that a large portion of teachers equate homeroom teachers with class advisors. The assignment of students to homeroom

teachers tends to be done based on classes that already have class advisors, so the role of the homeroom teacher is not yet fully understood as a mentoring mechanism with its own distinct characteristics. This situation indicates that implementers' attitudes are influenced not only by their willingness to accept the policy but also by their understanding of the policy's substance. Previous research has shown that perceptions of workload are related to teachers' psychological well-being, while an accumulation of tasks can lead to burnout and reduce the effectiveness of work performance.

According to the authors, the attitudes of practitioners toward the implementation of the homeroom teacher policy are not yet entirely uniform. On the one hand, there is compliance with the policy due to instructions from the principal; on the other hand, there is a perception that this duty adds to teachers' workload. This situation has the potential to result in a merely formal implementation if teachers carry out their homeroom teacher duties solely to fulfill administrative obligations. Research by Purifiedriyaningrum and Saptandari (2022) indicates that mental resilience and social support from the environment can serve as factors that help teachers cope with the stress resulting from an accumulation of tasks. According to the authors, improving teachers' willingness to carry out these duties requires aligning perceptions, strengthening support from school leadership, distributing workloads more proportionally, and recognizing teachers who perform their mentoring roles effectively. Through these measures, teachers' acceptance of the policy will not merely be a matter of compliance but will evolve into a commitment to achieving the policy's objectives.

Furthermore, in terms of the environmental, social, economic, and political dimensions, the implementation of the homeroom teacher policy at both schools demonstrated positive support from the social environment, particularly from students' parents. Parents' supportive response to the policy's implementation is one of the external factors that can strengthen the role of homeroom teachers in schools. This support indicates that the need for student guidance is not only viewed as an internal school matter but is also accepted by students' families. A supportive social environment can create more conducive conditions for teachers to carry out their mentoring roles and help schools build closer relationships with parents.

These findings are consistent with the study by Pitaloka et al. (2026), which emphasizes that social support from the family and community can serve as a protective factor for the psychological well-being of teachers as they carry out their role in guiding students. Such social support becomes

even more important when teachers face diverse jobs. Research by Darmawan et al. (2026) also highlights the importance of balanced, transparent, and sustainable governance in managing teachers' workloads. Thus, the successful implementation of homeroom teacher policies is determined not only by internal school factors but is also influenced by the support of the social environment surrounding the school.

According to the author, parental support is an important form of social capital in strengthening the implementation of the homeroom teacher policy. However, this support must be balanced with adequate outreach regarding the policy so that parents accurately understand the objectives, functions, and mechanisms of the homeroom teacher system. At SMPN 4 Surabaya, the lack of thorough outreach regarding the homeroom teacher program is one of the factors preventing the policy from being implemented optimally. This situation indicates that social support is indeed available but has not been fully accompanied by effective program communication. According to the author, the school needs to establish more intensive communication with parents and the school community through targeted outreach so that social support can be developed into tangible involvement in policy implementation. With such support, homeroom teachers not only gain legitimacy from the policy and school leadership but also receive support from the social environment, which plays a vital role in the process of guiding students.

CONCLUSION

Based on a review of the theory and analysis of field data, it can be concluded that the implementation of the homeroom teacher policy has begun at both schools, although improvements are still needed. Based on Van Meter and Van Horn's theory of policy implementation, there is a need to intensify inter-organizational communication. The Surabaya City Department of Education, as the agency overseeing all junior high schools in Surabaya, needs to pay closer attention to the implementation of the homeroom teacher policy in each school so that teachers—as role models—can fully engage in supporting character education for every student, thereby ensuring that national education goals are achieved. Regarding the disposition or attitude of policy implementers, teachers, subject teachers, and school principals, as policy implementers, they should support the implementation of the homeroom teacher policy as a means of guiding students in character development, rather than treating it merely as a way to fulfill teachers' workloads. Guidance provided wholeheartedly will result in students with far better character; students will feel

comfortable, safe, and cared for. Equally important is the social aspect—collaborating with parents as partners of the school—so that the goals of character-based education can be achieved.

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