



HUMAN RESOURCE DEVELOPMENT PRODUCTIVE TEACHER OF SMK PALU CITY AT THE CENTRAL SULAWESI PROVINCIAL EDUCATION OFFICE

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Abstract. This study originates from the issue of weak human resource development (HRD) among productive teachers in Palu City, characterized by an imbalance between the number of productive teachers and the ideal needs, resulting in a heavy workload that diminishes motivation for self-development. The comfortable status of teachers as civil servants and their financial stability through regular salaries and professional allowances further weaken both internal and external incentives to improve competencies. In contrast, the absence of economic incentives, rewards, or sanctions related to professional development activities reduces teachers' commitment to responding to the evolving demands of vocational education. The study aims to analyze HRD among productive teachers using Swanson's theoretical framework, which consists of three levels of analysis: individual, process, and organizational. A qualitative approach is employed to understand how individual motivation, capacity, readiness to develop, learning processes, and organizational policies influence teachers' competency development. The findings indicate that the application of Swanson's framework has not operated effectively due to fundamental weaknesses at the individual level, which hinder the optimal functioning of learning processes and organizational support. Overall, HRD among productive teachers in Palu City has not aligned with Swanson's principles, highlighting the need for policy interventions in teacher staffing, strengthened professional development incentives, and the cultivation of an organizational culture that promotes continuous learning.

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INTRODUCTION

The development of human resources (HR) for productive teachers in Vocational High Schools (SMK) is a central focus of the government's efforts to improve the quality of vocational education in Indonesia (Misbah et al., 2020; Pambudi & Harjanto, 2020). Law Number 20 of 2003 concerning the National Education System stipulates that vocational secondary education aims to equip students with intelligence, knowledge, and skills to enable them to work in specific fields. In this context, teachers play a strategic role as educators, mentors, and role models for students.

The enhancement of teacher quality was further reinforced by Law Number 14 of 2005 on Teachers and Lecturers, which emphasizes the importance of a minimum academic qualification of a bachelor's degree (S1) or diploma four, along with adequate professional competence. This regulation marked the beginning of HR development for teachers in Indonesia, which was subsequently strengthened by the transfer of authority for managing secondary education to the provincial level as regulated by Law Number 23 of 2014 concerning Regional Government. Since then, local governments have played a vital role in designing and implementing policies to improve teacher quality, including that of productive teachers in SMKs.

In Central Sulawesi Province, the Department of Education has identified improving education quality and teacher competence as top priorities in its 2021–2026 Strategic Plan. These efforts include providing laboratory facilities, training programs, and competency certification initiatives. However, in the City of Palu, the implementation of these policies continues to face several challenges, such as a shortage of approximately 1,300 productive teachers, limited learning facilities, and a gap between industrial needs and existing teacher competencies. These conditions have contributed to the low employability of SMK graduates. According to the

2022/2023 Tracer Study by the Directorate General of Vocational Education, only 49.4% of SMK graduates were employed or self-employed, while 50.6% continued their education or remained unemployed.

In this study, productive teachers are understood as educators who possess professional competencies beyond the basic pedagogical, social, and personal requirements stipulated in Minister of Education and Culture Regulation (Permendikbud) Number 34 of 2018 concerning National Education Standards for SMK/MAK. Theoretically, the concept of HR development for productive teachers aligns with Richard A. Swanson's theory (Swanson, 1995, 2001), which emphasizes three levels of HR development: the individual level (enhancement of personal skills and competencies), the process level (learning and training strategies), and the organizational level (policy support and a conducive work environment). However, the implementation of HR development for productive teachers in practice has not been optimal. There remain competency gaps, limited industry-based training, inadequate infrastructure, and weak collaboration between SMKs and the business/industrial sectors (DUDI). These issues reveal a discrepancy between the ideal concept of HR development and its actual implementation at the school level.

The context of Palu City presents an interesting dimension for analysis. In addition to limited resources, Palu is a disaster-prone area that was severely affected by the 2018 earthquake and tsunami (Yunus et al., 2025; Sulbadana, 2020; Yulianto et al., 2020). This condition has implications for the availability of educational facilities and the allocation of HR development budgets. According to the 2023/2024 Dapodik data, there are 23 SMKs in Palu, with a significant disparity between public and private schools in terms of both the number of productive teachers and supporting learning facilities. Of the total 306 productive teachers, 76% are employed in public SMKs, while only 24% are in private SMKs, reflecting an imbalance in the availability of qualified educators (see Table 1).

Table 1. General Profile of Productive Teachers in Vocational High Schools (SMK) by Institution

Status	Name of School	Productive Teachers
Negeri	SMKN 1 Palu	36
	SMKN 2 Palu	51
	SMKN 3 Palu	62
	SMKN 4 Palu	18
	SMKN 5 Palu	14
	SMKN 6 Palu	28
	SMKN 7 Palu	10
	SMKN 8 Palu	15
	Total	234
Swasta	SMKS Farmasi Nusantara Palu	15
	SMKS Muhammadiyah 1 Palu	10
	SMKS Nurul Islam Tawaeli Palu	3
	SMK Yadika Palu	8
	SMKS Bina Potensi	5
	SMKS Kristen Bala Keselamatan Palu	8
	SMKS PGRI Palu	3
	SMKS Pelayaran Maritim	1
	SMKS Mandalasila Palu	4
	SMKS Kelas Jauh Di Ponpes Putri Alkhaeraat Palu	4
	SMKS Alkhairaat Palu	4
	SMKS Pancasila Palu	4
	SMK Toveaku	1
	SMKS Swadaya Palu	2
	Total	72
Total	306	

Previous studies have highlighted the role of productive teachers in enhancing learning effectiveness in vocational high schools (SMK) (Tamsah et al., 2021; Budirahayu & Saud, 2023; Cirocki, 2021; Monika & Adman, 2017; Ritonga & Nurdianto, 2022; Rizqiyana et al., 2023). However, research focusing on regions with limited resources, such as Palu City, remains scarce.



In fact, geographical factors, infrastructure conditions, and post-disaster circumstances significantly influence strategies for developing the human resources (HR) of productive teachers (Adamy et al., 2018; Arif, 2025; Fahmi et al., 2025; Haksama et al., 2024; Parrott et al., 2025; Santi, 2024). Based on these conditions, this study aims to analyze the effectiveness of HR development strategies for productive teachers in SMKs in Palu City, identify the challenges in policy implementation, and explore optimal strategies to strengthen teacher competencies (Adam et al., 2025; Hantoro et al., 2024; Lubis & Sumatera, 2024; Sumual et al., 2024; Torracco, 2019; Yudhoyono et al., 2024). This research is expected to provide theoretical contributions to enrich the discourse on HR development in the vocational education sector, while also offering relevant policy recommendations for regions with similar characteristics.

RESEARCH METHODS

This study employed a qualitative approach to gain an in-depth understanding of the strategies and policies for human resource (HR) development of productive teachers in Vocational High Schools (SMKs) in Palu City. The analysis was conducted using Swanson's theory, which emphasizes three levels of HR development: individual, process, and organizational. The study examines the processes and strategies of HR development for productive teachers implemented by the Provincial Education Office of Central Sulawesi. At the same time, the research subjects include productive teachers, education office officials, representatives from the business and industrial sectors (DUDI), and SMK graduates.

Data were collected through in-depth interviews, observation, documentation, and Focus Group Discussions (FGD) involving various stakeholders. Semi-structured interviews were conducted to obtain detailed information on HR development policies and practices. Intensive in-depth interviews were conducted with four principals of SMKs in Palu City, namely, SMKN 1 Palu, SMKN 3 Palu, SMKN 4 Palu, and SMKN 8 Palu (see Table 2). The duration of each interview ranged from 60 to 120 minutes. In addition, interviews were also conducted with several productive teachers, selected using a snowball sampling technique. The FGD involved several heads of divisions and expert staff at the Provincial Education Office of Central Sulawesi, including the Head of the Division for Teacher and Educational Personnel Development.

Table 2. Profile of Research Informants

No	Name	Institution	Position
1	MS	SMKN 1 Palu	Principal
2	RH	SMKN 8 Palu	Principal
3	HK	SMKN 3 Palu	Principal
4	YL	SMKN 4 Palu	Principal
5	AS	SMKN 8 Palu	Productive Teacher
6	NZ	SMKN 1 Palu	Productive Teacher
7	NM	SMKN 3 Palu	Productive Teacher
8	EW	SMKN 4 Palu	Productive Teacher
9	MN		Head of Teacher and Education Personnel Development Division

Data analysis employed the interactive analysis model of Miles and Huberman, which consists of three main stages: data reduction, data display, and conclusion drawing/verification (Creswell, 2024; Naderifar et al., 2017; Sarfo et al., 2021). The analysis was carried out thematically by identifying patterns, themes, and interlevel relationships in the human resource (HR) development of productive teachers in SMKs in Palu City. This approach is expected to provide a comprehensive depiction of how Swanson's theory is applied in the local context to enhance the capacity and professionalism of productive teachers in vocational high schools.

RESULTS AND DISCUSSION

This study employs Swanson's theory to analyze Human Resource Development (HRD) among productive teachers in Central Sulawesi, with Palu City as the research locus. Conceptually, Swanson emphasizes that HRD is a systemic process that must be understood



through three interrelated levels of analysis that cannot be separated from one another (Swanson, 1995, 2001). The first is the individual level, which highlights the importance of strengthening personal capacity by fulfilling competencies, developing professional skills, fostering motivation, and enhancing learning readiness. The second is the process level, which relates to how workflows, training mechanisms, instructional design, and performance evaluation systems are integrated and function as pathways for continuous capacity development. The third is the organizational level, which refers to structural and policy contexts that provide institutional support for sustained HRD efforts, including regulations, organizational culture, governance, and supporting facilities.

According to Swanson, these three aspects operate synergistically: HRD begins with individual strengthening, followed by improvements in learning processes and work mechanisms, and finally institutional support that ensures competence transformation can be sustained (Swanson, 1995, 2001). Thus, HRD should not be understood merely as training activities but as part of a structured system driven by consistent policies, a conducive work culture, and the institution's strategic planning (Kezar et al., 2025; Singun, 2025).

However, field findings show that the context of human resource development (HRD) among productive teachers in Palu City demonstrates dynamics that are not fully aligned with Swanson's theoretical model (Swanson, 1995, 2001). The most fundamental obstacle lies in the availability of productive teachers, which is quantitatively far below the ideal requirement. This phenomenon occurs not only in Palu and Indonesia more broadly but also affects many other countries worldwide (Donitsa-schmidt & Zuzovsky, 2016). This shortage creates serious structural problems that directly influence the HRD process. Within Swanson's framework, individual development requires an adequate number of personnel so that competency enhancement efforts can be effectively implemented (Swanson, 1995, 2001). However, the situation in Palu shows that limited teacher availability places vocational education institutions in a difficult position: they must meet high service demands while lacking sufficient human resources.

This situation limits the space for implementing a comprehensive HRD model. Theoretically, HRD quality cannot be separated from the adequacy of teaching personnel (Pusvitasari, 2021). This aspect has been repeatedly emphasized by scholars, including Kooli, who argues that HRD quality runs in parallel with the availability of qualified educators. Kooli's perspective, which attempts to reinforce the relationship between HRD quality and the availability of education personnel, further affirms the crucial interconnection between these two dimensions (Kooli, 2022). When the workforce is below the required threshold, organizations tend to focus on fulfilling basic staffing needs rather than systematically improving quality (Qutni et al., 2021). As a result, discussions on enhancing teacher quality, whether in pedagogical, technical, or professional aspects, become far from ideal. The multi-layered development model proposed by Swanson is reduced to a mere survival effort rather than systematic quality enhancement (Swanson, 1995, 2001).

Thus, the imbalance between the need for and availability of productive teachers is not merely an administrative issue but a fundamental factor hindering the implementation of HRD principles as conceptualized by Swanson (Swanson, 1995, 2001). This indicates that the success of HRD depends not only on theoretical design or policy formulation but also on structural conditions on the ground that determine whether the theory can be applied. Data from key informants, including school principals, heads of productive programs, and the productive teachers themselves, reinforce this argument. Their accounts consistently highlight chronic understaffing, overloaded teaching duties, and the absence of structured institutional support for professional development. When interpreted through Swanson's three-level HRD framework and aligned with earlier empirical studies on vocational teacher development, these findings clearly demonstrate how both individual and organizational constraints undermine the intended HRD design.

"We only have two productive teachers, whereas ideally we need at least five. As a result, they have to teach almost all classes, so how can they participate in training?" (Interview



with Ms. RT, Productive Teacher at SMKN 8 Palu).

This statement illustrates how understaffing directly restricts teachers' opportunities for training and significantly narrows the pathway for implementing a comprehensive HRD model.

"I actually want to continue my studies to the master's level, but my teaching hours are too demanding. By the time I get home, I am already exhausted, and with household responsibilities on top of that, there is almost no time left to study." (Interview with Ms. NM, Productive Teacher at SMKN 3 Palu).

This testimony highlights the interplay between professional workload and domestic responsibilities, showing how such conditions diminish the psychological and physical space needed for self-development. The imbalance between the number of productive teachers and the ideal requirements further generates significant implications, particularly when analyzed through Swanson's HRD structure. At the individual level, Swanson emphasizes motivation, readiness to grow, and personal capacity as foundational prerequisites for competency enhancement (Swanson, 1995, 2001). However, the interview data reveal that these conditions are difficult to cultivate among productive teachers in Palu City. Their comfortable employment status reduces the internal drive to strengthen professional capacity, a pattern consistent with previous research showing how job security can dampen intrinsic motivation for continuous learning (Ostermeier et al., 2023; Wang, 2024).

In addition to motivational constraints, heavy workloads represent a significant obstacle at the individual level. Productive teachers must fulfill teaching obligations, administrative tasks, and often domestic responsibilities (Swanson, 1995, 2001). This combination results in substantial physical and mental fatigue, limiting the energy and cognitive resources needed for self-development activities such as attending training, reading up-to-date literature, or pursuing further education. These findings align with broader studies on teacher well-being, which indicate that excessive workloads inhibit educators' ability to engage in meaningful HRD processes. As an illustration, at SMKN 3 Palu City, the current condition of teachers shown in Table 3 indicates that the educational backgrounds of productive teachers are predominantly at the bachelor's degree level, accounting for 77.4%. In comparison, the remaining 22.6% hold a master's degree. This condition is further exacerbated by the fact that approximately 38.7% of them are employed under PPPK (government contract) status.

In Swanson's perspective, individuals who lack strong motivation to develop themselves will impede the effectiveness of HRD interventions. Motivation is a fundamental prerequisite for individuals to respond to the development opportunities provided by the institution. Therefore, the low motivation of productive teachers in Palu City is not merely a personal issue but becomes a structural barrier to the implementation of the overall HRD model. When development at the individual level does not occur, the subsequent levels—process and organization lose the basic foundation needed to create sustainable human resource transformation.

This situation illustrates that the shortage of productive teachers not only creates problems with workforce availability but also affects individuals' psychological dynamics. When a limited number of teachers carry a heavy workload, the space for growth and development narrows even further. Consequently, the imbalance between the number of productive teachers and their needs creates a cycle of stagnation at the individual level, ultimately hindering the overall HRD process, as recommended by Swanson (Swanson, 1995, 2001).

Table 3. Educational Background and Age Profile of Productive Teachers at SMKN 3 Palu

Aspect	Qualification/Status	Amount	Percentage
Education	S1	24	77.4%
	S2	7	22.6%
Status	PNS	16	51.6%
	PPPK	12	38.7%
	Guru Honore	3	9.7%

In addition to the dual workload that drains the physical and emotional energy of productive teachers, field findings also indicate the presence of other structural factors that hinder human resource development at the individual level, namely the absence of economic benefits or



incentives for teachers who engage in self-development. From the perspective of educational economics, incentives are among the primary drivers of individuals' investment in improving their competencies (Órdenes et al., 2024). However, for productive teachers in Palu City, participation in training, workshops, certification programs, or other forms of professional development requires personal financial allocation, as the institution or the local government does not fully support these activities.

This condition leads to self-development being perceived as an additional financial and time burden rather than an investment that yields direct benefits for career progression (Órdenes et al., 2024). Teachers who wish to attend training must pay out of pocket, which in many cases is disproportionate to the compensation or short-term benefits they receive. This situation leads to growing reluctance to participate in professional development activities, particularly among teachers with limited income or significant family financial responsibilities.

The absence of a reward-and-punishment mechanism is another critical factor contributing to low motivation among productive teachers. According to Swanson, a healthy HRD system should provide both internal encouragement and external stimuli to motivate individuals to grow (Swanson, 1995, 2001). However, field evidence shows that teachers experience no positive or negative consequences regardless of whether they participate in self-development programs. The lack of formal recognition, such as promotion, additional honorarium, professional awards, or financial incentives after attending training, leads teachers to perceive that self-development efforts do not provide significant added value to their career trajectory.

Conversely, there are no sanctions or policy pressures requiring teachers to enhance their professional capacity continually. In the absence of binding accountability standards, teachers tend to remain passive and maintain their comfort zones. In Swanson's terms, such conditions result in stagnation of performance improvement because the organizational system fails to create incentives that encourage behavioral change (Swanson, 1995, 2001). The absence of both rewards and sanctions eliminates the driving force that stimulates internal motivation, particularly in an educational environment that is rapidly evolving and increasingly demands 21st-century competencies (Mahendra et al., 2024; Nyuhuan, 2024).

Therefore, the low motivation among productive teachers in Palu City does not stem solely from personal factors but is also shaped by an incentive structure that fails to support development. The lack of economic rewards and professional recognition significantly weakens HRD at the individual level. From Swanson's perspective, this condition illustrates that the failure of development at the individual level does not stem from teachers' inability, but rather from the absence of supportive policy environments and reward systems that foster sustainable motivation. Ultimately, teachers do not perceive a clear connection between investing in self-development and improving their professional quality or well-being, leading to stagnation in HRD at the very first level.

"There are no consequences for me whether I pursue further studies or attend training. My salary remains the same anyway. It makes no difference whether I participate or not. If there were consequences, maybe I would consider it. However, so far, there really are not any consequences." (Interview with Ms. RT, Productive Teacher at SMKN 8 Palu).

In summary, the comfortable position of productive teachers, both in terms of status and financial security, has become one of the most decisive factors weakening their motivation for continuous self-development. Field findings show that this comfort is supported by two main dimensions: guaranteed political status as civil servants and relatively stable financial conditions. From a political status perspective, most productive teachers are employed as Civil Servants (ASN). This status provides a high degree of job security, with a monthly income from a base salary and regularly received professional allowances, not tied to activity levels or professional development success. In other words, whether they attend training or not, whether instructional quality improves or not, or whether their competence develops or remains stagnant, none of these affects their income stability or employment position.

Within Swanson's theoretical framework, such conditions create an individual environment that lacks external stimuli for development, thereby weakening intrinsic motivation as well



(Swanson, 1995, 2001). When self-development is not an important factor in promotion or professional recognition, the perceived urgency to develop becomes minimal. In addition to status, the financial dimension also plays a significant role in maintaining this comfort zone. On average, productive teachers in Palu City are in relatively stable economic conditions. They receive regular civil servant salaries along with substantial certification allowances. Financially, this provides a comfortable and predictable level of welfare. This financial stability, although beneficial, indirectly reduces the urgency to enhance professional capacity. When improvements do not affect income, teachers do not feel compelled to spend time, energy, or money on training or other self-development programs.

From Swanson's perspective, this illustrates that HRD at the individual level cannot operate effectively without reinforcement mechanisms that link self-development efforts to incentives or improved welfare (Swanson, 1995, 2001). In other words, teachers are placed in a situation where "not developing is not a problem." As a result, many productive teachers choose to maintain the status quo rather than step out of their comfort zone, especially when self-development demands investments of time, energy, and financial resources that do not yield adequate compensation. This condition creates a substantial gap between Swanson's ideal model, which emphasizes the importance of individual motivation for change, and the structural realities in the field that dampen such motivation. Consequently, the comfort zone derived from status and financial security becomes a substantial barrier to HRD, even before the process and organizational levels are considered.

CONCLUSIONS AND SUGGESTIONS

This study demonstrates that Swanson's concept of human resource development operating across three levels of analysis: individual, process, and organizational, cannot be optimally applied in the context of productive teachers in Palu City, Central Sulawesi. Swanson emphasizes that the individual level is the fundamental foundation that must be strengthened before advancing to improvements at the process and organizational levels. However, the findings reveal that individual development encounters significant structural barriers, particularly due to the imbalance between the number of productive teachers and the ideal number. This quantitative gap creates high workload pressure, affecting teachers' psychological readiness, motivation, and capacity for professional growth.

In addition to these structural challenges, the study finds that productive teachers' low motivation to pursue self-development is influenced by the comfort associated with employment status and financial stability. Most productive teachers hold civil servant (ASN) status with fixed salaries and professional allowances, meaning there is no direct correlation between improved competence and increased welfare. The absence of economic incentives, reward mechanisms, or sanctions that reinforce the importance of self-development leaves teachers in a comfort zone. Consequently, both intrinsic and extrinsic motivations to enhance professional competence weaken, distancing them from the spirit of continuous improvement that lies at the core of Swanson's theory.

Overall, the study concludes that the human resource development of productive teachers in Palu City has not aligned with Swanson's theoretical framework due to weak foundational prerequisites at the individual level. The insufficient number of teachers, overlapping workloads, and the absence of structural incentives create an environment that is not conducive to professional capacity building. As a result, development efforts at the process and organizational levels become limited and fail to produce meaningful HR transformation. This condition underscores the need for staffing policy reforms, the provision of incentives that support self-development, and the strengthening of organizational culture to enable HR development to proceed systematically, sustainably, and in accordance with Swanson's principles.

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