

Needs Analysis for a Comprehensive and Contextual Teacher Professional Education Evaluation Model

by

Yuhanida Milhani¹, Suranto², Saliman³

¹Graduate School, Universitas Negeri Yogyakarta, Indonesia

^{2,3}Faculty of Social and Political Sciences, Universitas Negeri Yogyakarta, Indonesia

Corresponding author: yuhanida@uny.ac.id¹

Article History Submitted: 16 September 2026 Revised: 27 September 2026 Accepted: 28 September 2026 Keywords: <i>need analysis; program evaluation; teacher professional education; PRIMA-Eval; employing school</i>	Abstract This study analyzes the need for a comprehensive and contextual evaluation model for the Teacher Professional Education Program (PPG) from the perspective of schools as employers of its graduates. An exploratory qualitative needs-assessment design was employed. Data were collected through three semi-structured interview sessions with principals and academic leaders at schools employing PPG graduates, complemented by a review of relevant policies and teacher-education evaluation literature. Approximately 40 minutes of recorded interviews were transcribed and analyzed through familiarization, coding, categorization, theme development, and interpretation. Credibility was strengthened by comparing evidence across interview sessions and checking its consistency with program documents. Five needs emerged: multidimensional assessment of graduate competence; responsiveness to school-specific competencies; stronger professional and socio-emotional dispositions; better alignment of field experience with school conditions; and systematic involvement of employing schools in outcome evaluation. Graduates were generally perceived as pedagogically, professionally, and socially competent. Nevertheless, the schools identified areas requiring reinforcement, including English for international-class instruction, integration of institutional values, contemporary instructional approaches, mental readiness, and socio-emotional sensitivity. These findings indicate that PPG evaluation should move beyond completion and implementation indicators by connecting context, input, process, product, and outcomes through multi-stakeholder evidence. The findings provide an empirical foundation for developing PRIMA-Eval as an adaptive, improvement-oriented evaluation model.  © Copyrightby Author(s). This is an open-access article under the CC-BY-SA license
--	--

Introduction

Educational quality is inseparable from teacher quality, which is shaped through selection, professional education, clinical experience, induction, and continuing professional development. Indonesia's Teacher Professional Education Program (Pendidikan Profesi Guru, PPG) occupies a strategic position as the professional pathway for preparing teachers with pedagogical, professional, social, and personal competencies. Regulation of the Minister of Education, Culture, Research, and Technology Number 19 of 2024 defines PPG as a post-baccalaureate professional program leading to a teaching certificate. Consequently, PPG quality must be demonstrated not only through participant completion but also through evidence that graduates can perform effectively across diverse school contexts.

Teacher education evaluation is inherently complex because program quality cannot be represented by a single indicator. Evidence of effectiveness may encompass participants' experiences, the quality of coursework and field practice, graduate competence, early-career teaching performance, and effects on schools and students (Bastian et al., 2021; Cochran-Smith et al., 2021; König et al., 2024). Reliance on completion scores or participant satisfaction alone risks producing only a partial account. A useful evaluation must explain the relationships among program needs, resources, implementation, immediate results, and outcomes after graduates enter the profession.

Studies evaluating PPG in Indonesia have generated valuable information, but they have generally applied established models to describe a particular provider or the perspective of a specific stakeholder group. Daud et al. (2020) examined PPG from the perspective of English-language students, whereas Sari et al. (2023) and Lede et al. (2024) used the CIPP model to evaluate program implementation in particular settings. These studies demonstrate the value of evaluating context, input, process, and product, but have not fully connected professional education outcomes with the needs of schools employing PPG graduates. Yet the quality of teacher preparation should be assessed using evidence from candidates, providers, mentors, and workplaces (Bartell et al., 2018; National Academy of Education, 2024).

Employing schools occupy a critical position because they can observe how graduates translate learned competencies into instructional decisions, classroom management, collaboration, discipline, and institutional contributions. New teachers' performance is also influenced by the fit between program preparation and workplace characteristics. Bilingual or international schools, faith-based schools, schools using distinctive

instructional approaches, and schools with substantial socio-emotional needs may require additional competencies. National standards therefore need to be combined with contextual information so that evaluation does not overlook variations in workplace demands.

A further gap concerns field experience. High-quality clinical experiences help prospective teachers connect theory with practice, develop a professional identity, and make decisions in authentic situations (Jenset et al., 2018; Heinz, 2024; Shi et al., 2025). However, these benefits do not arise simply because candidates are placed in schools. The timing of placements, classroom characteristics, mentoring quality, alignment between university coursework and school policy, and opportunities for feedback determine the depth of the experience. Evaluation must therefore capture the conditions that enable or constrain professional learning.

Conceptually, the CIPP model provides a decision-oriented evaluation framework through its context, input, process, and product components (Stufflebeam & Zhang, 2017). The Countenance model, meanwhile, distinguishes descriptions of actual conditions from judgments based on standards (Stake, 1967). Together, they offer a basis for an evaluation that moves beyond documenting activities to producing defensible judgments and recommendations. Nevertheless, operationalizing such a model should begin with an analysis of user needs to ensure that its indicators are relevant to PPG realities and school requirements.

Against this background, this study aimed to analyze the need for a comprehensive and contextual PPG evaluation model from the perspective of schools employing its graduates. The research questions were: (1) How do schools assess the competence and early-career performance of PPG graduates? (2) Which competencies require further strengthening in particular school contexts? and (3) What characteristics should a PPG evaluation model possess? The study serves as a preliminary stage in developing PRIMA-Eval, an evaluation model that integrates professional readiness, integrated monitoring, assessment, and judgment for program improvement.

Method

This study employed an exploratory qualitative needs-analysis design. The approach was selected to understand the assessments, expectations, and needs of schools employing PPG graduates as a basis for defining the characteristics of an evaluation model. The needs analysis constituted the first stage of a modified Borg and Gall research-and-

development procedure used to develop PRIMA-Eval. This article reports only the preliminary stage and does not present model validation or implementation results.

Participants were selected purposively based on their involvement in observing PPG graduates and supervising student field experiences. Data were obtained from three interview sessions involving school principals and academic leaders, including personnel responsible for curriculum or field-practice coordination. The schools were selected because they had served as placement partners or employed PPG graduates. To protect confidentiality, schools and participants were identified as KS-01, KS-02, and KS-03. The interviews were intended to generate in-depth information from graduate users in different contexts rather than statistical generalizations.

Semi-structured interviews addressed graduates' pedagogical, professional, social, and personal competencies; professional image and classroom management; alignment with school standards; adaptability; contributions beyond classroom teaching; constraints affecting field experience; and schools' expectations of teacher education institutions (Lembaga Pendidikan Tenaga Kependidikan, LPTKs). The three recordings lasted approximately 16 minutes 54 seconds, 11 minutes 39 seconds, and 11 minutes 54 seconds, for a total of approximately 40 minutes. Interview data were supplemented by a review of PPG policy and literature on program evaluation and teacher education.

Analysis proceeded in five stages. First, the recordings were transcribed and repeatedly read to establish familiarity with the overall context. Second, meaning units were assigned initial codes, including pedagogical competence, classroom management, English proficiency, soft skills, mental readiness, social-emotional learning, STEM, and placement timing. Third, related codes were grouped into categories. Fourth, categories were compared across interviews and developed into themes. Fifth, the themes were interpreted to formulate implications for the dimensions and characteristics of the evaluation model. Quotations were lightly edited to remove oral repetition without altering their meaning.

Credibility was strengthened through source triangulation across schools, comparison of positive assessments with identified areas for improvement, and examination of thematic consistency with policy and research literature. An audit trail linked meaning units, codes, categories, themes, and evaluative implications. Given the limited number of participants and the diversity of school contexts, the findings are interpreted as preliminary needs that require further examination during model development and field testing.

Result and Discussion

Table 1. Needs-analysis themes and their evaluative implications

Theme	Key evidence	Evaluation need	Relevant dimensions
Multidimensional competence	Pedagogical, professional, and social competence, classroom management, and contributions to the school were evaluated positively.	Use indicators beyond program completion and include authentic performance.	Product and Outcome/Judgment
Context-specific competencies	English proficiency, institutional values, STEM, and contemporary approaches are required in particular schools.	Retain core constructs while providing contextual indicators.	Context, Input, and Process
Professional and socio-emotional dispositions	Discipline, initiative, collaboration, receptiveness to feedback, and sensitivity to students' emotions.	Assess soft skills, mental readiness, and adaptability.	Process and Outcome/Judgment
Field-experience alignment	Placement timing, readiness to enter the classroom, and curriculum alignment affect the field experience.	Assess partnership quality, mentoring, calendar alignment, and candidate readiness.	Input and Process
Employing-school voice	Schools observe graduates' development after employment and local needs that may not be visible at university.	Involve schools in outcome evaluation and curriculum-improvement feedback.	Outcome/Judgment

Source: primary interview data, processed by the researcher.

The analysis generated five interrelated themes. Schools generally evaluated PPG graduates positively while indicating that graduate quality must also be understood contextually. The identified needs did not simply represent individual deficits; rather, they revealed competencies that become visible only when graduates work in particular school environments. Table 1 summarizes the themes.

Graduate competence requires multidimensional assessment

Across the three interviews, participants consistently indicated that PPG graduates possessed strong foundational competencies. They described graduates' ability to plan and deliver instruction, manage classrooms, select strategies suited to student characteristics, address classroom problems, and build positive relationships. At one school, the principal observed greater variation in instructional strategies between the first and second monitoring sessions, as well as adjustments for students' kinesthetic, visual, and auditory learning tendencies. Graduates were also viewed as disciplined, approachable, proactive, and willing to assume responsibilities beyond teaching, including committee work and academic enrichment activities.

These findings show that PPG success cannot be represented adequately by completion status or academic scores. Professional competence becomes evident through actions across multiple settings: instruction, interactions with students, collaboration among teachers, institutional activities, and support for student achievement. This interpretation accords with the view that teacher competence is a continuum expressed through the integration of knowledge, skills, beliefs, and decision-making in specific situations (Blömeke et al., 2015). Teacher education evaluation therefore requires a combination of evidence rather than a single measure (Cochran-Smith et al., 2021; National Academy of Education, 2024).

Accordingly, a PPG evaluation model should connect product, understood as the program's immediate results, with outcomes reflected in graduates' workplace performance. Assessments by candidates and LPTKs remain important, but they should be complemented by observations or feedback from employing schools. Such evidence is not intended to label individual graduates; it is used to determine the extent to which program design produces professional readiness that transfers to the workplace.

Context-specific competencies extend general PPG standards

The clearest context-specific need emerged from a school with a global and Islamic orientation. The principal explained that the school expected instruction to be conducted in English, at least for classroom directions. As the participant stated, "the important

thing is that the classroom instructions are delivered in English” (KS-02). Graduates required time to adjust; however, after approximately three months and after receiving guidance on opening and closing lessons, their use of English classroom instructions improved. The school also expected Islamic values to be integrated into learning content or activities.

This finding should not be interpreted as evidence that English proficiency is deficient among all PPG graduates. The need arose from the characteristics of a particular school. Indeed, graduates' improvement after receiving guidance demonstrates their adaptive capacity. For program evaluation, this information is important because it reveals the gap that may arise between general competencies and workplace demands. The context dimension should identify the profiles of employing schools, while the input and process dimensions should assess whether the curriculum and field experiences provide opportunities to develop adaptive competencies.

Other contextual needs concerned contemporary instructional approaches. A participant at a partner school identified a need to strengthen project-based learning and STEM because previous student cohorts had been prepared mainly for an earlier curriculum. Policies and school-level innovations change rapidly; consequently, professional education curricula require an updating mechanism. This finding supports an evaluation model with stable core constructs and operational indicators that can be adapted systematically to changes in policy and school context.

Professional dispositions and socio-emotional competence need strengthening

Schools assessed not only what graduates knew but also how they participated as members of a professional community. Participants emphasized discipline, interpersonal engagement, initiative, collaboration, receptiveness to evaluation, and willingness to learn. KS-01 stated that teachers “must indeed be equipped with soft skills,” while KS-02 considered an open-minded attitude essential so that feedback from monitoring could be accepted and used for improvement. These perspectives indicate that social and personal competencies are not supplementary; they are prerequisites for applying pedagogical competence effectively.

Principals also identified a need to strengthen socio-emotional competence. In the post-pandemic period, schools have encountered students who need greater support with emotional regulation and social relationships. Teachers are expected to notice subtle changes in student behavior and create emotionally safe learning environments. This

expectation is consistent with evidence that teachers' beliefs and capacities to respond to student diversity and needs are associated with the learning experiences and support they receive during teacher education (Dignath et al., 2022).

The evaluation model should therefore incorporate professional dispositions, reflection, mental readiness, and socio-emotional sensitivity into its process and outcome indicators. These constructs need not be measured through a single test. Evidence may be collected through observation, structured reflection, mentor assessment, situational cases, and feedback from employing schools. Multiple sources are essential to prevent judgments from resting on personal impressions alone.

Field experience must be aligned with school conditions

The interviews revealed that the effectiveness of field experience was influenced by placement timing and candidate readiness. Participants advised against scheduling placements during midterm or final assessment periods because teaching opportunities would be limited. Placement during the first week of the academic year was also considered potentially suboptimal because schools and students were still adjusting. In addition, some candidates had not yet felt confident entering classrooms independently, indicating a need to strengthen mental readiness before field placement.

These findings demonstrate that field-experience quality cannot be evaluated solely by the number of days completed or the fulfillment of administrative requirements. An evaluation model should assess calendar synchronization, partner-school suitability, initial orientation, access to classrooms, supervision quality, feedback intensity, and candidates' progression toward independence. Teacher education research similarly shows that practicum quality depends on the relationship among field experience, mentoring, and opportunities to connect university-based knowledge with practice (Jenssen & Haara, 2024; Shi et al., 2025).

Partnerships between LPTKs and schools should be reciprocal. Schools are not merely placement sites; they are sources of knowledge about problems of practice and changing student needs. Information from schools should return to LPTKs to improve coursework, simulations, and pre-placement support.

Employing schools need to be involved in outcome evaluation

Schools can provide evidence that is unavailable while candidates are still studying at university. Participants observed graduates' development in classroom management, adaptation over several months, consistency of discipline, responsiveness to feedback,

and contributions to school activities. This evidence indicates that professional education outcomes develop over time and may become observable only after graduates encounter authentic workplace demands.

Involving employing schools broadens evaluation from the provider's perspective to that of program beneficiaries. Graduate surveys can provide important evidence about preparation quality, but their interpretation is strengthened when combined with data from mentors, school leaders, and performance evidence (Bastian et al., 2021; Yang et al., 2021). An evaluation model should therefore provide source-specific instruments that nevertheless refer to shared constructs.

The five themes point to the need for a model that is comprehensive, contextual, multi-stakeholder, adaptive, and decision-oriented. Comprehensive evaluation connects context, input, process, product, and outcome. Contextual evaluation recognizes school needs without abandoning common core standards. A multi-stakeholder approach constructs judgments from evidence provided by candidates, teacher educators, mentor teachers, program managers, and employing schools. Adaptability permits indicators to be updated as policies and needs change. Decision orientation ensures that evaluation culminates in improvement priorities rather than scores alone.

These characteristics provide the foundation for PRIMA-Eval. Integrating CIPP with the Countenance model's description–judgment logic enables evaluators to describe actual conditions, compare them with criteria, and formulate action. The proposed contribution is not simply the addition of dimensions but a stronger connection between program information and improvement decisions. For example, the need for English proficiency identified in this study should not automatically produce a negative judgment about PPG as a whole. Evaluators should first examine the school context, assess curriculum and field-experience support, observe the adaptation process, and then determine whether the need is local, shared across schools, or warrants program-level priority.

Conclusion

The needs analysis indicates that PPG graduates are generally perceived as having strong pedagogical, professional, and social competencies. They can manage classrooms, employ varied instructional strategies, collaborate, assume responsibilities, and adapt to workplace environments. Schools nevertheless identified competencies requiring further development, particularly English for international-class instruction, integration of institutional values, contemporary instructional approaches, soft skills, mental readiness, and socio-emotional sensitivity.

The findings confirm the need for a PPG evaluation model that extends beyond completion and implementation. The model should connect context, input, process, product, and outcome; involve employing schools; accommodate contextual indicators; and generate actionable judgments and recommendations. These characteristics provide an empirical basis for developing PRIMA-Eval as a comprehensive and adaptive evaluation model.

This study is limited by the small number of interview sessions and the diversity of school contexts; therefore, the findings are not intended for statistical generalization. Future research should include a broader range of participants, conduct member checking, validate indicators through expert review, and examine the model's construct structure using field data. Despite these limitations, the perspectives of employing schools provide important preliminary evidence for ensuring that PPG evaluation is connected to authentic workplace needs.

References

- Bartell, T., Floden, R., & Richmond, G. (2018). What data and measures should inform teacher preparation? Reclaiming accountability. *Journal of Teacher Education*, 69(5), 426–428. <https://doi.org/10.1177/0022487118797455>
- Bastian, K. C., Sun, M., & Lynn, H. (2021). What do surveys of program completers tell us about teacher preparation quality? *Journal of Teacher Education*, 72(1), 11–26. <https://doi.org/10.1177/0022487119886294>
- Blömeke, S., Gustafsson, J.-E., & Shavelson, R. J. (2015). Beyond dichotomies: Competence viewed as a continuum. *Zeitschrift für Psychologie*, 223(1), 3–13. <https://doi.org/10.1027/2151-2604/a000194>
- Cochran-Smith, M., Stern, R., Sánchez, J. G. B., Stites, R., & Schmidt, R. (2021). “Best practices” for evaluating teacher preparation programs: A critical review of evidence. *Journal of Teacher Education*, 72(5), 508–523. <https://doi.org/10.1177/00224871211013015>
- Daud, A., Novitri, N., & Hardian, M. (2020). Evaluation of teacher professional education program (PPG): English students’ perspective. *Al-Ishlah: Jurnal Pendidikan*, 12(2), 185–200. <https://doi.org/10.35445/alishlah.v12i2.286>
- Dignath, C., Rimm-Kaufman, S., van Ewijk, R., & Kunter, M. (2022). Teachers’ beliefs about inclusive education and insights on what contributes to those beliefs: A meta-analytical study. *Educational Psychology Review*, 34(4), 2609–2660. <https://doi.org/10.1007/s10648-022-09695-0>
- Heinz, M. (2024). The practicum in initial teacher education: Enduring challenges, evolving practices and future research directions. *European Journal of Teacher Education*, 47(5), 865–875. <https://doi.org/10.1080/02619768.2024.2428031>
- Jenset, I. S., Klette, K., & Hammerness, K. (2018). Grounding teacher education in practice around the world. *Journal of Teacher Education*, 69(2), 184–197. <https://doi.org/10.1177/0022487117728248>
- Jenssen, E. S., & Haara, F. O. (2024). High-quality practicum—according to teacher education students on their practicum at partnership schools. *European Journal of*

- Teacher Education, 47(5), 876–894.
<https://doi.org/10.1080/02619768.2024.2370892>
- Ministry of Education, Culture, Research, and Technology of the Republic of Indonesia. (2024). Regulation of the Minister of Education, Culture, Research, and Technology Number 19 of 2024 concerning Teacher Professional Education [Peraturan Menteri Pendidikan, Kebudayaan, Riset, dan Teknologi Nomor 19 Tahun 2024 tentang Pendidikan Profesi Guru].
- König, J., Heine, S., Kramer, C., Weyers, J., Becker-Mrotzek, M., Großschedl, J., Hanisch, C., Hanke, P., Hennemann, T., Jost, J., Kaspar, K., Rott, B., & Strauß, S. (2024). Teacher education effectiveness as an emerging research paradigm: A synthesis of reviews of empirical studies published over three decades (1993–2023). *Journal of Curriculum Studies*, 56(4), 371–391.
<https://doi.org/10.1080/00220272.2023.2268702>
- Lede, Y. U., Njuma, H. K., Wandut, W. K., & Ledes, I. V. (2024). Evaluation of the Teacher Professional Education Program using the CIPP model within the Ministry of Religious Affairs in Southwest Sumba Regency [Evaluasi Program Pendidikan Profesi Guru menggunakan model CIPP pada lingkup Kementerian Agama di Kabupaten Sumba Barat Daya]. *Ideas: Jurnal Pendidikan, Sosial, dan Budaya*, 10(2), 313–322. <https://doi.org/10.32884/ideas.v10i2.1631>
- National Academy of Education. (2024). Evaluating and improving teacher preparation programs. <https://doi.org/10.31094/2024/2>
- Revina, S., Pramana, R. P., Fillaili, R., & Suryadarma, D. (2023). Systemic constraints facing teacher professional development in a middle-income country: Indonesia's experience over four decades. *Professional Development in Education*, 49(2), 283–302. <https://doi.org/10.1080/19415257.2020.1839689>
- Sari, I. K., Kasmini, L., Rosdiana, & Manurung, M. M. H. (2023). The online evaluation of the teacher certification program using the CIPP model. *Jurnal Penelitian dan Evaluasi Pendidikan*, 27(2), 164–176. <https://doi.org/10.21831/pep.v27i2.57914>
- Shi, W., Barthakur, A., Kovanović, V., Stephenson, H., Siemens, G., & Han, X. (2025). Examining practicums within initial teacher education programs: Understanding the dimensions of professional development of pre-service teachers. *Studies in Educational Evaluation*, 85, 101461. <https://doi.org/10.1016/j.stueduc.2025.101461>
- Stake, R. E. (1967). The countenance of educational evaluation. *Teachers College Record*, 68(7), 523–540. <https://doi.org/10.1177/016146816706800707>
- Stufflebeam, D. L., & Zhang, G. (2017). *The CIPP evaluation model: How to evaluate for improvement and accountability*. Guilford Press.
- Wang, X., Husu, J., & Toom, A. (2024). What makes a good mentor of in-service teacher education? A systematic review of mentoring competence from a transformative learning perspective. *Teaching and Teacher Education*, 153, 104822. <https://doi.org/10.1016/j.tate.2024.104822>
- Yang, H., Yang, M., Batt, L., Xie, X., You, E., & Goff, P. (2021). A new evaluation approach for teacher preparation programs using labor market competitiveness of teacher applicants. *Teaching and Teacher Education*, 104, 103368. <https://doi.org/10.1016/j.tate.2021.103368>