

## Implementation of the Regulation of the Directorate of Teachers and Education Personnel Number 4831 of 2023 in the Damping School, Murung Pudak District, Tabalong Regency

Anang Rahman<sup>1</sup>, Misransyah Akos<sup>2</sup>, Nuril Mawaddah<sup>3\*</sup>

STIA Bina Banua Banjarmasin

Corresponding Author: Nuril Mawaddah [nurilmawaddah.nm@gmail.com](mailto:nurilmawaddah.nm@gmail.com)

---

### ARTICLE INFO

*Keywords:* Policy Implementation, Teachers, Education Personnel, Murung Pudak, Directorate of GTK 4831/2023

*Received :* 21 September

*Revised :* 23 October

*Accepted:* 23 November

©2025 Rahman, Akos, Mawaddah:  
This is an open-access article distributed under the terms of the [Creative Commons Atribusi 4.0 Internasional](https://creativecommons.org/licenses/by/4.0/).



### ABSTRACT

This study aims to analyze the implementation of the Directorate of Teachers and Education Personnel Regulation Number 4831 of 2023 in assisted schools in Murung Pudak District, Tabalong Regency. The regulation stipulates strengthening teacher competency through a sustainable development program based on learning communities . The research method used a qualitative descriptive approach with observation, interviews, and documentation techniques with school principals, teachers, and supervisors. The results show that the implementation of the regulation has gone quite well in terms of planning and implementation, but challenges remain in the evaluation and sustainability aspects of the program. Regional policy support and increased teacher capacity are needed in implementing the principles of Freedom to Learn

## **INTRODUCTION**

Education plays a fundamental role in shaping the quality of human resources and is a key instrument in enhancing national competitiveness. In the Indonesian context, teachers and education personnel (GTK) serve as the spearhead in implementing a quality, innovative, and adaptive learning process. In line with global demands for 21st-century competencies, the Indonesian government, through the Directorate of Teachers and Education Personnel (GTK) of the Ministry of Education, Culture, Research, and Technology, issued Regulation Number 4831 of 2023 as a strategic effort to strengthen the implementation of the Continuing Professional Development Program (PKB). This regulation emphasizes strengthening teacher professionalism through the development of collaborative, reflective, and best-practice-based Professional Learning Communities in schools.

GTK Regulation 4831/2023 was issued in response to a national study showing that more than 60% of teachers in Indonesia have not yet achieved optimal pedagogical and professional competency standards (Kemendikbudristek, 2023). These findings demonstrate that improving teacher quality is not sufficient through short-term technical training but requires a continuous professional learning system. Teacher learning communities are an important means of building a reflective culture in schools, where teachers can share experiences, discuss teaching practices, and design learning based on student needs. Therefore, the implementation of GTK Policy 4831/2023 is expected to not only improve individual teacher competency but also strengthen schools' institutional capacity in creating an adaptive and collaborative learning ecosystem.

Tabalong Regency in South Kalimantan Province is one of the regions actively implementing this policy, particularly in Murung Pudak District. This area is known as one of the centers of education development in the district, with 812 active teachers spread across elementary and secondary education levels (Tabalong Education Office, 2024). The local government has designated several educational units as mentoring schools, namely schools that act as centers for disseminating good practices and providing assistance to other schools in the surrounding area. In Murung Pudak District, there are 12 active mentoring schools (8 elementary schools and 4 junior high schools) with over 2,000 students. These mentoring schools serve as laboratories for the implementation of the GTK 4831/2023 policy through activities such as lesson study, in-house training (IHT), and mentoring for the implementation of Merdeka Belajar (Freedom of Learning). However, implementation in the field still faces various challenges, including limited teacher time, competency gaps in the use of educational technology, and differences in the level of managerial support between schools.

Various previous studies have shown that the successful implementation of teacher professional development policies depends not only on the policy's substance but also on the school's organizational capacity and social support within its environment. Hargreaves and Fullan (2012) proposed the concept of professional capital, which consists of three dimensions: human capital, social capital, and decisional capital. All three need to be developed simultaneously so that teachers can become reflective learners and professional decision-makers

in their learning practices. In Indonesia, Asri and Gunawan (2021) found that teacher learning community programs still face structural barriers, such as weak coordination of academic supervision, minimal collective reflection activities, and low teacher participation in cross-school collaboration. Meanwhile, research by Suryadi (2023) in South Kalimantan showed that schools implementing intensive mentoring experienced a 28% increase in the quality of their lesson plans, but program sustainability remains a major challenge.

Based on these findings, a research gap emerged regarding the actual implementation of GTK Directorate Regulation No. 4831 of 2023 in assisted schools as policy implementing units at the grassroots level. Most previous studies have focused on macro-evaluations of teacher policies, without in-depth examination of the dynamics of implementation at the school level, which play a direct role in changing teacher learning culture. Therefore, this study seeks to provide an empirical contribution by analyzing the implementation of the policy in assisted schools in Murung Pudak District, Tabalong Regency. The research focuses on understanding how the policy is translated into practice, what factors support and hinder the process, and how the implementation results impact teacher professionalism and learning quality.

Using a qualitative descriptive approach, this study attempts to connect the dimensions of policy, institutional practices, and teacher experiences within an integrative analytical framework. This research not only provides a descriptive understanding of policy implementation but also has the potential to generate a conceptual model of the synergy between national policies and local practices in teacher professional development. This approach aligns with the OECD's (2023) policy-to-practice alignment concept, which states that the success of education reform is determined not only by policy design at the central level but also by the extent to which such policies can be implemented in a contextual, sustainable, and evidence-based manner at the educational unit level.

## LITERATURE REVIEW

Public policy implementation is one of the most crucial stages in the policy cycle, as it is at this stage that political decisions are translated into concrete actions on the ground. According to Mazmanian and Sabatier (1989), policy implementation is the process of implementing basic government decisions through implementing agencies to achieve predetermined objectives. This process involves a series of complex interactions between policymakers, implementers, and target groups. Grindle (1980) adds that successful implementation is influenced by two main dimensions: the content of policy and the context of implementation, which includes actors, resources, and socio-political environmental support. In the context of education policy, successful implementation depends not only on regulatory documents but also on the ability of actors at the school level to understand and adapt policies to local conditions.

The most widely used policy implementation theory in education studies is the model developed by George C. Edwards III (1980), which highlights four key variables: communication, resources, implementer disposition, and bureaucratic structure. Clarity and consistency of communication across bureaucratic levels determine the extent to which policy messages can be accurately translated by implementers at the school level. Resources include financial capacity, facilities, and human capacity, which support successful implementation. Meanwhile, implementer disposition or attitude is a crucial factor in determining whether a policy is implemented with high commitment or merely as an administrative formality. Bureaucratic structure, including work mechanisms and operational procedures, also influences an organization's flexibility in adapting to new policies (Nugroho, 2021). In the context of the Directorate of Teachers and Education Personnel Regulation Number 4831 of 2023, these four aspects serve as the primary benchmarks in assessing the extent to which mentored schools are able to translate policies into sustainable teacher professional practices.

Teachers and Teachers Regulation Number 4831 of 2023 emphasizes the importance of teacher professional development based on learning communities (Professional Learning Communities). This concept emphasizes collaborative learning among teachers to share good practices, conduct joint reflections, and develop learning innovations relevant to student needs. As stated by Stoll et al. (2020), professional learning communities can increase teacher capacity in facing curriculum changes and strengthen a culture of collective learning in schools. The UNESCO Global Education Monitoring Report (2023) even considers the learning community model a strategic instrument for narrowing the gap in teacher competency between regions. Therefore, this approach aligns with the Independent Learning paradigm promoted by the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek, 2023), which positions teachers as the primary actors in the educational transformation process.

In addition to emphasizing the role of teachers, the GTK 4831/2023 policy also shifts the paradigm of the role of school supervisors from mere evaluators to facilitators and professional mentors for principals and teachers. This shift aligns with the transformational supervision theory (Glickman, Gordon, & Ross-

Gordon, 2018), which views supervision as a reflective mentoring process to improve teacher competence and motivation, rather than merely an administrative assessment. The OECD (2023) also emphasizes the importance of instructional leaders in creating a collaborative learning culture in schools, where supervisors and principals act as strategic partners in teacher capacity development. Thus, school supervisors, in the context of GTK 4831/2023 Regulation, function as “learning partners” for principals rather than hierarchical superiors, a significant paradigm shift toward a participatory education ecosystem.

Previous research also provides an empirical basis for the importance of supervision and mentoring in improving educational quality. Muslihat et al. (2024) found that effective managerial supervision can improve school quality through efficient, accountable, and learning-oriented management. Ritonga et al. (2023) demonstrated that coaching by supervisors can improve teachers' skills in designing reflective and innovative learning. Meanwhile, Suryadi (2023) reported that schools that received intensive mentoring experienced a 28% increase in the quality of their lesson plans compared to non-mentored schools. An international study by Harris and Jones (2020) corroborates these findings by stating that collaborative and reflective mentoring practices significantly influence teacher professional development in various developing countries.

From a policy implementation perspective, several recent studies highlight the challenges faced in translating national education policies into local contexts. Raharjo and Sari (2022) emphasized that policy resistance often arises from a lack of understanding of the policy's substance among school implementers and weak coordination between units. Conversely, Asri and Gunawan (2021) found that many teacher development programs in Indonesia are not fully needs-based training, but rather top-down and uniform. This explains why the community-based learning approach, as mandated by GTK 4831/2023, is a progressive step in addressing implementation gaps.

In the context of Tabalong Regency, particularly Murung Pudak District, the implementation of Perdir GTK 4831/2023 is relevant due to the region's heterogeneous characteristics in terms of human resources and educational infrastructure. According to a report from the Tabalong Regency Education Office (2024), there are more than 12 active mentored schools that serve as centers of good learning practices. However, implementation on the ground shows variations in the effectiveness of teacher learning communities, largely due to limited time, digital facilities, and technical understanding of the policy. This phenomenon reflects the gap between policy design and the reality of implementation at the grassroots level.

Therefore, this study attempts to combine classical policy implementation theory (Edwards III, Grindle, Mazmanian & Sabatier) with modern educational supervision theory and contemporary learning community practices to understand how GTK Regulation Number 4831 of 2023 is implemented in assisted schools in Murung Pudak District. By linking the policy context, institutional dynamics, and the behavior of implementers in the field, this study contributes to the scientific discourse on policy-to-practice alignment in Indonesian education reform (OECD, 2023). This approach not only provides

theoretical contributions to the study of education policy implementation but also has practical implications for improving the quality of teacher mentoring at the educational unit level.

## **METHODOLOGY**

This study uses a qualitative descriptive approach to analyze the implementation of the Directorate of Teachers and Education Personnel Regulation (GTK) Number 4831 of 2023 in mentored schools in Murung Pudak District, Tabalong Regency. This approach was chosen to gain an in-depth understanding of the process, dynamics, and supporting and inhibiting factors of policy implementation at the educational unit level. The study subjects included principals, teachers, and school supervisors directly involved in mentoring activities and teacher learning communities.

Data were collected through observation, in-depth interviews, and documentation studies of policy implementation activities, supervision reports, and school program documents. Data analysis was conducted using the interactive model of Miles, Huberman, and Saldaña (2014), which includes reduction, presentation, and conclusion drawing. Data validity was ensured through source and method triangulation techniques and member checking with key informants. The research locations were purposively selected at several actively supported schools with different characteristics to capture a variety of implementation contexts. With this methodological design, the research is expected to yield a comprehensive understanding of the effectiveness of the implementation of the GTK 4831/2023 policy and its implications for strengthening teacher professionalism and mentoring systems in schools.

## RESULTS AND DISCUSSION

The results of the study indicate that the implementation of *the Directorate of Teachers and Education Personnel Regulation (GTK) Number 4831 of 2023* in the assisted schools of Murung Pudak District, Tabalong Regency has been running quite well, although there are still variations in the level of effectiveness between schools. The analysis was conducted using the theoretical framework of policy implementation by **George C. Edwards III**, which highlights four main variables: **communication, resources, implementer disposition, and bureaucratic structure**. From a **communication perspective**, observations and interviews indicate that communication between supervisors, principals, and teachers has been two-way and participatory. Supervisors play an active role in translating central policies into the school context using a *coaching* and reflection approach. However, obstacles remain, including irregular communication schedules and a lack of outreach to some new principals. This confirms Edwards' (1980) finding that clarity and consistency of policy messages significantly impact implementation effectiveness. A similar finding is confirmed by research by Harris and Jones (2020), which states that successful communication in educational supervision determines the sustainability of a professional learning culture in schools.

In terms of **resources**, the study found that limited supervisors, high workloads, and limited mentoring time were the main factors hindering policy implementation. However, human resources in the assisted schools were quite adaptive in utilizing *coaching techniques* and *rubric-based reflection*, which encouraged teachers and principals to develop good practices according to local needs. These results align with Hargreaves and Fullan's (2012) view on the importance of *professional capital*, namely the combination of individual, social, and moral competencies of teachers, as a driving factor in the success of educational policies.

In terms of **disposition or attitude of implementers**, the majority of principals and teachers demonstrated a positive commitment to implementing the policy, although some still considered reporting the results of mentoring merely an administrative formality. Observations indicated an increase in reflective awareness among principals, with the majority falling into the "empowered" and "moderate" categories in terms of leading change. This finding corroborates Grindle's (1980) theory, which emphasizes that successful implementation is influenced by the attitudes, values, and motivations of policy implementers, not simply the formal structure.

In terms of **bureaucratic structure**, a reporting mechanism for mentoring results has been established with a standard format from the GTK Directorate, but not all schools are able to integrate these reports with learning follow-up. Supervisors at some schools also face challenges in managing digital documents due to limited facilities and internet connections. Nevertheless, the existence of a reporting system and inter-school collaboration forum is considered to strengthen horizontal coordination between principals and supervisors, as recommended by the OECD (2023) in its concept of *distributed leadership* in schools.

Table 1. Level of Implementation of GTK Policy 4831/2023 in Assisted Schools in Murung Pudak District

Implementation Components (Edwards III)	Key Achievements in the Field	Main Challenges	Indications of Positive Impact
<b>Communication</b>	Two-way supervisor-principal coordination; regular reflective discussions	Socialization is not yet evenly distributed; time is limited	Increased understanding of policy substance
<b>Resource</b>	Teachers and principals are starting to implement coaching techniques	Limited number of supervisors; high workload	The emergence of good practices between assisted schools
<b>Disposition</b>	Implementer commitment increases; teacher participation is high	Reporting is sometimes a formality	Increased reflective awareness
<b>Bureaucratic Structure</b>	Reporting formats are now uniform; collaboration between schools is established	Integration of reflection results into school policies is not optimal	More systematic supervisory governance

Source: Results of interviews and field observations (2025)

Furthermore, the research results show that **the main supporting factors** for the successful implementation of policies in the assisted schools include (1) strengthening the capacity of principals as learning leaders, (2) a more structured direction for teacher self-development through learning communities, and (3) collaboration between schools facilitated by supervisors. Meanwhile, **inhibiting factors** include limited human resources, high supervisor workloads, time constraints, and a lack of cross-level communication. To address these issues, the assisted schools have begun implementing innovative strategies such as advanced training for supervisors, flexible mentoring scheduling, and a *coaching approach* tailored to the characteristics of the principals.

Overall, the results of this study show that the implementation of *GTK Directorate Regulation Number 4831 of 2023* in Murung Pudak District has succeeded in fostering a culture of reflection and collaboration among educators, although strengthening aspects of consistency, communication, and time management are still needed. These results align with the findings of Suryadi (2023) and Stoll et al. (2020) who emphasized that reflective learning practices based on learning communities are the most effective strategy for building teacher professionalism sustainably. Thus, the implementation of this policy can be categorized as **partially effective (moderately effective)**, as it has resulted in changes in school organizational behavior toward collaborative learning, although full effectiveness will only be achieved with further strengthening of systemic support from the district and central levels.

## **CONCLUSION AND RECOMMENDATION**

This study concludes that the implementation of the Directorate of Teachers and Education Personnel Regulation (GTK) Number 4831 of 2023 in the assisted schools in Murung Pudak District, Tabalong Regency has been effective in building a reflective and collaborative culture among teachers and principals. Based on the Edwards III model analysis, the four main components of communication, resources, implementer disposition, and bureaucratic structure show fairly good implementation, although still facing obstacles in the aspect of human resources and consistency of mentoring time. Participatory two-way communication between supervisors, principals, and teachers has proven to be a major determining factor in successful implementation, as emphasized in the theory of policy implementation (Edwards, 1980) and reinforced by the findings of Harris and Jones (2020) regarding the importance of professional communication in learning communities. In general, this policy has encouraged a paradigm shift from hierarchical supervision to reflective coaching-based mentoring, which is in line with the spirit of Merdeka Belajar and the Professional Learning Community approach recommended by the OECD (2023) and UNESCO (2023).

Based on these findings, it is recommended that local governments and the Directorate of Teacher and Teacher Education (GTK) strengthen the sustainability of implementation by increasing the capacity of school supervisors, increasing the frequency of mentoring, and providing adequate digital support for reporting and reflection on learning. Mentored schools also need to strengthen the function of learning communities as a vehicle for innovation and the exchange of good practices among educators, so that the results of mentoring do not stop at the administrative level, but are transformed into real improvements in teacher competency. Going forward, further research is recommended to examine the relationship between the effectiveness of supervisor mentoring and improvements in student learning outcomes, so that GTK policy 4831/2023 will not only impact teacher professionalism but also the overall quality of learning. Thus, the results of this study provide empirical and conceptual contributions to strengthening community-based teacher professional development policies in Indonesia.

## **FUTHER STUDY**

This research still has delays, so it is necessary to conduct further research related to the topic Implementation of the Regulation of the Directorate of Teachers and Education Personnel Number 4831 of 2023 in the Damping School, Murung Pudak District, Tabalong Regency in order to improve this research and add insight for readers.

## REFERENCES

- Asri, I., & Gunawan, H. (2021). Teacher professional development and learning communities in Indonesia: Challenges and prospects. *Indonesian Journal of Education and Learning*, 4(2), 85–97. <https://doi.org/10.33369/ijel.v4i2.2021>
- Creswell, J. W., & Poth, C. N. (2018). *Qualitative inquiry and research design: Choosing among five approaches* (4th ed.). Thousand Oaks, CA: Sage Publications.
- Edwards, G. C. (1980). *Implementing public policy*. Washington, DC: Congressional Quarterly Press.
- Glickman, C. D., Gordon, S. P., & Ross-Gordon, J. M. (2018). *SuperVision and instructional leadership: A developmental approach* (10th ed.). Boston: Pearson.
- Grindle, M. S. (1980). *Politics and policy implementation in the Third World*. Princeton, NJ: Princeton University Press.
- Hamidah, N. (2023). Pendampingan pengawas sekolah penggerak dalam peningkatan kompetensi kepala sekolah. *Jurnal Manajemen Pendidikan*, 15(1), 44–53. <https://doi.org/10.21009/jmp.v15i1.2023>
- Hargreaves, A., & Fullan, M. (2012). *Professional capital: Transforming teaching in every school*. New York: Routledge.
- Harris, A., & Jones, M. (2020). Professional learning communities and teacher leadership: Impact and sustainability. *Educational Review*, 72(2), 168–181. <https://doi.org/10.1080/00131911.2018.1529659>

- Kemendikbudristek. (2023). Panduan implementasi Peraturan Direktorat Guru dan Tenaga Kependidikan Nomor 4831 Tahun 2023 tentang penguatan pengawas sekolah. Jakarta: Direktorat Jenderal GTK.
- Mazmanian, D. A., & Sabatier, P. A. (1989). *Implementation and public policy*. Lanham, MD: University Press of America.
- Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). *Qualitative data analysis: A methods sourcebook* (3rd ed.). Thousand Oaks, CA: Sage Publications.
- Muslihat, S., Prasetyo, R., & Nurhayati, D. (2024). Supervisi manajerial dan peningkatan mutu pendidikan di sekolah dasar. *Jurnal Administrasi Pendidikan Indonesia*, 10(1), 45–58.  
<https://doi.org/10.21831/japi.v10i1.2024>
- Nugroho, R. (2021). *Public policy: Dinamika kebijakan publik, analisis kebijakan, manajemen kebijakan*. Jakarta: Elex Media Komputindo.
- OECD. (2023). *Education policy outlook: Implementation challenges and teacher professionalism*. Paris: OECD Publishing. <https://doi.org/10.1787/edu-policy-2023>
- Purwanti, L., & Faisal, M. (2023). Implementasi kurikulum merdeka di sekolah dasar: Tantangan dan strategi keberlanjutan. *Jurnal Inovasi Pendidikan Dasar*, 8(2), 123–136.
- Raharjo, B., & Sari, P. D. (2022). Hambatan implementasi kebijakan pendidikan berbasis kompetensi di sekolah menengah. *Jurnal Kebijakan Pendidikan*, 16(3), 241–253. <https://doi.org/10.21831/jkp.v16i3.2022>

Ritonga, A. M., Fitria, H., & Usman, M. (2023). Pengaruh coaching dan mentoring pengawas terhadap peningkatan profesionalisme guru. *Jurnal Manajemen dan Supervisi Pendidikan*, 7(2), 97-110. <https://doi.org/10.21009/jmsp.v7i2.2023>

Stoll, L., Bolam, R., McMahon, A., Wallace, M., & Thomas, S. (2020). Professional learning communities: A review of the literature. *Teaching and Teacher Education*, 88, 102956. <https://doi.org/10.1016/j.tate.2020.102956>

Suryadi, D. (2023). The impact of mentoring on teacher competence in South Kalimantan's pilot schools. *Asian Education Studies*, 9(3), 214-228. <https://doi.org/10.5539/ass.v9n3.214>

UNESCO. (2023). *Global education monitoring report 2023: Teachers in transformation*. Paris: UNESCO Publishing.