



Government Policy for Strengthening Teacher Human Resource Capacity at Islamic Boarding School

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Abstract

Strengthening teacher competencies constitutes a strategic factor in improving the quality of *pesantren* (Islamic boarding school) education, particularly amid ongoing educational transformation that emphasizes professionalism, instructional innovation, and digital literacy. However, the implementation of government policies aimed at strengthening teacher competencies in *pesantren* continues to encounter significant challenges. This study aimed to analyze the implementation of government policies on teacher competency development at *Pondok Pesantren Nurul Haromain Malang* and to identify the supporting and inhibiting factors influencing their implementation. The study employed a qualitative approach using a descriptive case study design. Data were collected through observation, in-depth interviews, documentation, and focus group discussions (FGDs), and were analyzed using data reduction, data display, and conclusion drawing techniques. The findings revealed that the implementation of the policy had successfully strengthened teachers' *rubiyah* (spiritual) competence and exemplary character through continuous religious development programs. However, the enhancement of pedagogical competence, instructional methodology, and digital literacy remained suboptimal due to limitations in strategic planning, human resource evaluation systems, and an organizational culture that continued to rely on conventional practices. Although government regulations, including the Minister of Religious Affairs Regulation (PMA) No. 31 of 2019 and the Minister of Religious Affairs Decree (KMA) No. 348 of 2022, have established a policy framework for developing teacher competencies in *pesantren*, their implementation has remained predominantly focused on spiritual development rather than technology-oriented professional competency enhancement. This study concludes that strengthening teacher competencies in *pesantren* requires a more comprehensive approach through the integration of *rubiyah*, pedagogical, professional, and digital literacy competencies in order to support adaptive, high-quality, and contextually relevant *pesantren* educational governance.

Keywords: policy implementation; teacher competency; *pesantren* (Islamic boarding school); human resource development.

Abstrak

Penguatan kompetensi guru merupakan faktor strategis dalam meningkatkan mutu pendidikan pesantren, terutama di tengah tuntutan transformasi pendidikan yang menekankan profesionalisme, inovasi pembelajaran, dan literasi digital. Namun, implementasi kebijakan penguatan kompetensi guru di lingkungan pesantren masih menghadapi berbagai tantangan. Penelitian ini bertujuan menganalisis implementasi kebijakan penguatan kompetensi guru di Pondok Pesantren Nurul Haromain Malang serta mengidentifikasi faktor-faktor yang mendukung dan menghambat pelaksanaannya. Penelitian menggunakan pendekatan kualitatif dengan metode studi kasus deskriptif. Data

diperoleh melalui observasi, wawancara mendalam, dokumentasi, dan *focus group discussion* (FGD), kemudian dianalisis menggunakan teknik reduksi data, penyajian data, dan penarikan kesimpulan. Hasil penelitian menunjukkan bahwa implementasi kebijakan telah berhasil memperkuat kompetensi ruhiyah dan keteladanan guru melalui pembinaan keagamaan yang berkelanjutan. Namun, penguatan kompetensi pedagogik, metodologis, dan literasi digital belum berjalan optimal akibat keterbatasan perencanaan strategis, sistem evaluasi sumber daya manusia, serta budaya organisasi yang masih bersifat konvensional. Meskipun kebijakan pemerintah, seperti PMA Nomor 31 Tahun 2019 dan KMA Nomor 348 Tahun 2022, telah memberikan kerangka pengembangan kompetensi guru pesantren, implementasinya masih lebih berfokus pada pembinaan spiritual dibandingkan pengembangan kompetensi profesional berbasis teknologi. Penelitian ini menyimpulkan bahwa penguatan kompetensi guru di pesantren memerlukan pendekatan yang lebih komprehensif melalui integrasi kompetensi ruhiyah, pedagogik, profesional, dan literasi digital agar mampu mendukung tata kelola pendidikan pesantren yang adaptif, berkualitas, dan relevan dengan perkembangan zaman.

Kata kunci: implementasi kebijakan; kompetensi guru; pondok pesantren; pengembangan sumber daya manusia.

INTRODUCTION

In recent years, global developments have brought about significant transformations across various sectors, including education. One of the most notable changes has been the emergence of the Society 5.0 era, a concept of societal development that integrates human intelligence with digital technology to create a more human-centered society.¹ This concept positions technology as an instrument for enhancing human well-being rather than replacing the role of human beings. Consequently, educational institutions are expected to produce human resources who are adaptive, innovative, ethically grounded, and equipped with competencies that meet the demands of contemporary society. Within the context of *pesantren* (Islamic boarding school) education, this transformation has made the modernization of educational management including the strengthening of teacher competencies a strategic necessity to ensure that *pesantren* remain capable of fulfilling their educational, *da'wah* (Islamic outreach), and community empowerment functions in a manner that is relevant to the digital era.

Findings from the study conducted at *Pondok Pesantren Nurul Haromain Pujon* indicate that the institution has experienced the growing demands of twenty-first-century education, particularly in terms of strengthening human resource capacity, especially that of its teachers. Teachers within the *pesantren* are expected not only to possess a profound mastery of Islamic sciences but also to adapt to the rapid advancement of digital technologies and implement innovative instructional approaches that respond to the needs of today's learners.²

However, observations and in-depth interviews conducted during the study revealed several critical issues. One of the most fundamental problems was the suboptimal implementation of government policies aimed at strengthening teacher competencies in *pesantren*. The most frequently encountered challenges included teachers' limited digital literacy, inadequate access to technology-based professional development programs, and human resource management practices that continued to rely predominantly on conventional

¹ Suharsaputra, U. (2018). *Manajemen Pendidikan: Teori dan Praktik*. Bandung: Refika Aditama, hlm. 5.

² Hasil observasi penulis di Pondok Pesantren Nurul Haromain Pujon, Maret 2024.

² Hasil observasi penulis di Pondok Pesantren Nurul Haromain Pujon, Maret 2024.

approaches.³ Despite these challenges, the government has established various regulatory frameworks to support the development of *pesantren*, including Law No. 18 of 2019 on *Pesantren*, Presidential Regulation No. 82 of 2021 on the Financing of *Pesantren* Operations, as well as a number of teacher professional development programs initiated by the Ministry of Religious Affairs of the Republic of Indonesia.⁴ Nevertheless, the findings reveal a clear gap between the policy framework formulated by the government and its actual implementation in practice.

A review of the existing literature indicates that these issues have also been widely documented in previous studies. Masitoh and Purbowati (2024) argued that enhancing teacher professionalism in the Society 5.0 era requires the development of integrative competencies, namely the ability to combine technological proficiency, character development, and cross-disciplinary collaboration.⁵ Likewise, a study by Amel and Miterianifa (2024) confirmed that contemporary educational transformation must be supported by the digitalization of learning and the adoption of pedagogical models that align with the characteristics of modern learners.⁶ Furthermore, Pangestu and Rahmi (2023) highlighted the potential of virtual technology-based media, such as the metaverse, to improve the quality of teaching and learning more effectively in the future.⁷

Based on the empirical evidence, the implementation challenges identified in the field, and the review of previous studies, a significant research gap remains regarding the implementation of government policies for strengthening teacher competencies within *pesantren*. Most existing studies have primarily focused on improving teachers' pedagogical competencies, professionalism, or the implementation of professional development programs. In contrast, relatively little attention has been given to examining how government policies are internalized into institutional human resource development systems at the *pesantren* level. In fact, the effectiveness of a policy is determined not only by the quality of the regulations themselves but also by the capacity of educational institutions to translate those policies into sustainable planning, implementation, and evaluation of teacher competency development.

Accordingly, this study focuses on analyzing the implementation of government policies for strengthening teacher competencies at *Pondok Pesantren Nurul Haromain Pujon* by examining the process through which these policies are internalized within the institution's teacher human resource development system. The novelty of this study lies in its analysis of policy implementation, which extends beyond assessing regulatory compliance to uncover

³ Wawancara penulis dengan pengelola pesantren, Maret 2024.

⁴ Undang-Undang Republik Indonesia Nomor 18 Tahun 2019 tentang Pesantren dan Peraturan Presiden Nomor 82 Tahun 2021 tentang Pendanaan Penyelenggaraan Pesantren

⁵ Masitoh, S. D., & Purbowati, D. (2024). Enhancing Teacher Professionalism in Indonesia: Challenges and Strategies for Digital Technology Utilization in the Society 5.0 Era, *Heutagogia: Journal of Islamic Education*, 4(2), hlm. 15-18

⁶ Amel, A. M., & Miterianifa, M. (2024). Perkembangan Society 5.0 pada Pendidikan IPA di Indonesia, *Jurnal Education and Development*, 12(1), hlm. 22-25

⁷ Pangestu, D. M., & Rahmi, A. (2023). Metaverse: Media Pembelajaran di Era Society 5.0 untuk Meningkatkan Kualitas Pendidikan Indonesia, *Journal of Pedagogy and Online Learning*, 7(1), hlm. 33-36.

how government policies are adapted, internalized, and operationalized within the teacher competency development system of a *pesantren*—an Islamic boarding school with distinctive institutional characteristics.

This study also seeks to explore in detail how teacher professional development programs, digital literacy enhancement, the adoption of modern instructional methodologies, and curriculum adaptation have been implemented at *Pondok Pesantren Nurul Haromain Pujon* as part of the institution's efforts to respond to the challenges of the Society 5.0 era. In addition, the study investigates the supporting and inhibiting factors affecting the optimization of policy implementation, including limitations in institutional facilities, the readiness of human resources, and the organizational culture of the *pesantren*.

Based on the foregoing discussion, this study focuses on analyzing the implementation of government policies for strengthening teacher competencies at *Pondok Pesantren Nurul Haromain Pujon*. Specifically, it aims to describe the policy implementation process and identify the factors that facilitate and hinder its effectiveness at the institutional level of the *pesantren*. Accordingly, this study is expected to provide empirical evidence that contributes to strengthening the implementation of teacher competency development policies in *pesantren*, while also offering practical insights for policymakers and *pesantren* administrators in formulating more effective, sustainable, and contextually relevant strategies for teacher competency development in the digital era.

METHOD

This study employed a qualitative approach using a case study design to analyze the implementation of government policies for strengthening teacher competencies at *Pondok Pesantren Nurul Haromain Pujon*. This design was selected because it enabled an in-depth understanding of the policy implementation process within the institutional context of the *pesantren* and the interactions among the actors involved.⁸ The research was conducted at *Pondok Pesantren Nurul Haromain Pujon*, Malang Regency, East Java, Indonesia. Informants were selected through purposive sampling based on their involvement in and knowledge of the implementation of teacher competency development policies. They included the *pesantren* leader, the *madrasah* principal, the curriculum coordinator, teachers, and representatives of the Malang Regency Office of the Ministry of Religious Affairs. The number of informants was determined according to the principle of data saturation, whereby data collection was concluded once the information obtained became repetitive and no longer generated new categories relevant to the research objectives.⁹

Data were collected through participant observation, in-depth interviews, document analysis, and Focus Group Discussions (FGDs). Participant observation focused on the implementation of teacher competency development programs, instructional practices, institutional coordination, and the application of government policies in educational

⁸ John W. Creswell and Cheryl N. Poth, *Qualitative Inquiry and Research Design: Choosing Among Five Approaches*, 4th ed. (Thousand Oaks, CA: Sage Publications, 2018), 43–47;

⁹ Sharan B. Merriam and Elizabeth J. Tisdell, *Qualitative Research: A Guide to Design and Implementation*, 4th ed. (San Francisco: Jossey-Bass, 2016), 96–99; Lexy J. Moleong, *Metodologi Penelitian Kualitatif*, ed. revisi (Bandung: PT Remaja Rosdakarya, 2021), 224–228.

activities. Semi-structured interviews were conducted to explore the informants' experiences, perceptions, and practices regarding policy implementation. Document analysis was undertaken to examine relevant regulations, institutional work programs, activity reports, and other supporting documents. In addition, FGDs were employed to validate and further elaborate the interview findings through collaborative discussions involving relevant institutional stakeholders.¹⁰

Data were analyzed using the interactive model developed by Miles, Huberman, and Saldaña, which consists of data condensation, data display, and conclusion drawing and verification.¹¹ Data interpretation was guided by George C. Edward III's policy implementation framework, encompassing four dimensions: communication, resources, implementers' disposition, and bureaucratic structure. This analytical framework enabled the study not only to describe the empirical findings but also to explain the factors influencing the effectiveness of policy implementation.¹² The trustworthiness of the data was ensured through source triangulation and methodological triangulation as validation strategies. Furthermore, the overall rigor of the study was established by applying Lincoln and Guba's criteria of credibility, transferability, dependability, and confirmability.¹³

RESULTS AND DISCUSSION

1. Implementation of the Teacher Competency Development Policy: The Communication Dimension

The findings indicate that the implementation of government policies on teacher competency development at *Pondok Pesantren* Nurul Haromain began with policy communication conducted through both formal and informal channels. The dissemination of regulations, including Minister of Religious Affairs Regulation (PMA) No. 31 of 2019 on *Pesantren* Education and Decree of the Minister of Religious Affairs (KMA) No. 348 of 2022 on Strengthening ***Pesantren* Teacher Competencies**, was initially conveyed to the *pesantren* leadership through coordination with the Malang Regency Office of the Ministry of Religious Affairs. The information was subsequently communicated to teachers through staff meetings, regular mentoring sessions, and internal capacity-building activities.

Nevertheless, the findings reveal that policy communication has not yet resulted in a comprehensive understanding of the substance of teacher competency development. Most teachers tended to perceive the policy primarily as an initiative aimed at strengthening *ruhiyah* (spiritual development) and character formation, while the enhancement of pedagogical competence, professional competence, and digital literacy was not widely recognized as an integral component of the policy.

¹⁰ Norman K. Denzin and Yvonna S. Lincoln, eds., *The SAGE Handbook of Qualitative Research*, 5th ed. (Thousand Oaks, CA: Sage Publications, 2018), 776–783.

¹¹ Matthew B. Miles, A. Michael Huberman, and Johnny Saldaña, *Qualitative Data Analysis: A Methods Sourcebook*, 4th ed. (Thousand Oaks, CA: Sage Publications, 2020), 7–15.

¹² Implementing Public Policy (Washington, DC: Congressional Quarterly Press, 1980), 9–12.

¹³ Yvonna S. Lincoln and Egon G. Guba, *Naturalistic Inquiry* (Newbury Park, CA: Sage Publications, 1985), 289–331.

These findings indicate that the success of policy implementation depends not only on the effective transmission of information but also on the clarity of its substance and the consistency of the messages received by policy implementers. From the perspective of policy implementation, George C. Edward III identifies communication as a fundamental prerequisite for successful implementation, encompassing three key dimensions: transmission, clarity, and consistency. When policy information is not comprehensively understood, it may give rise to divergent interpretations among implementers, thereby limiting the effective achievement of the policy's intended objectives.¹⁴

The findings of this study corroborate previous research demonstrating that policy communication is a critical factor in the implementation of educational quality improvement programs within *pesantren*. However, unlike earlier studies that primarily emphasized the dissemination of policy information, this study reveals that the principal challenge lies in the process of internalizing the substantive content of the policy into the institutional system of teacher competency development. These findings suggest that effective policy communication in the *pesantren* context cannot rely solely on the dissemination of regulatory information. Rather, it requires sustained mentoring and continuous institutional support to ensure that all dimensions of teacher competency, as mandated by government policy, are understood and implemented in a balanced manner. Accordingly, effective policy communication constitutes a fundamental foundation for strengthening teacher competencies that are responsive to the evolving educational needs of *pesantren* in the digital era.

2. Implementation of the Teacher Competency Development Policy: The Resource Dimension

The findings indicate that the implementation of government policies aimed at strengthening teacher competencies at *Pondok Pesantren* Nurul Haromain continues to face limitations in terms of **resources**. Although the *pesantren* regularly organizes teacher development and training programs, these initiatives are primarily oriented toward strengthening *rubiyah* (spiritual development), character formation, and the internalization of *pesantren* values and culture. In contrast, training programs focusing on the enhancement of pedagogical competence, instructional technology, and digital literacy remain relatively limited. This condition is reflected in the continued predominance of conventional teaching methods and the suboptimal utilization of digital learning platforms and Learning Management Systems (LMSs) within the instructional process.

From the perspective of George C. Edward III's policy implementation framework, the adequacy of resources constitutes a fundamental prerequisite for successful policy implementation. Resources encompass not only the availability of personnel but also the competencies of implementers, financial support, facilities, access to information, and the authority necessary to ensure effective policy execution.¹⁵ The findings of this study indicate that government regulations, including Minister of Religious Affairs Regulation (PMA) No. 31 of 2019 on *Pesantren* Education and Decree of the Minister of Religious Affairs (KMA)

¹⁴ George C. Edward III, *Implementing Public Policy* (Washington, D.C.: Congressional Quarterly Press, 1980), 10–17.

¹⁵ George C. Edward III, *Implementing Public Policy* hlm. 53–61.

No. 348 of 2022 on Strengthening *Pesantren* Teacher Competencies, have established a normative framework for enhancing teachers' professional capacities. Nevertheless, their implementation at the institutional level has not yet been fully supported by competency development programs that provide a balanced integration of the spiritual, pedagogical, professional, and digital dimensions of teacher competence.

3. Implementation of the Teacher Competency Development Policy: The Implementers' Disposition Dimension

The findings indicate that the successful implementation of the teacher competency development policy at *Pondok Pesantren* Nurul Haromain is supported by the relatively strong disposition of its implementers. Teachers demonstrated a high level of commitment to their educational responsibilities, as reflected in their exemplary moral conduct, discipline, sense of responsibility, and the deeply rooted *ruhiyah* (spiritual) culture that characterizes the *pesantren*. Regular spiritual development programs have fostered positive attitudes among teachers toward various professional development initiatives organized by both the *pesantren* and the government. As a result, teachers serve not only as instructors who deliver academic content but also as *murabbi* (educators responsible for holistic moral and spiritual development), guiding the character formation and Islamic values of the *santri* (students of Islamic boarding schools).

From the perspective of policy implementation, George C. Edward III explains that **disposition** encompasses the commitment, integrity, and willingness of policy implementers to accept and execute policies in accordance with their intended objectives.¹⁶ The findings indicate that teachers generally demonstrate a positive attitude toward government policies, as the substance of these policies is perceived to be consistent with the educational values upheld by the *pesantren*. However, this commitment has not yet been fully accompanied by a readiness to adopt more innovative instructional approaches, particularly those involving the integration of digital technologies into the teaching and learning process. Consequently, the primary challenge to policy implementation lies not in resistance to the policy itself but rather in the gradual process of transforming teachers' competencies to meet contemporary educational demands.

These findings are consistent with the perspective of Imam al-Ghazālī, who regarded educators as *uswah ḥasanah* (exemplary moral role models). From this perspective, educational success is determined not only by teachers' mastery of knowledge but also by their integrity and exemplary moral character.¹⁷ Similarly, Al-Māwardī emphasized that educational governance should be founded upon the principles of *amānah* (trustworthiness) and competence in order to promote the *maṣlaḥah* (public good or common welfare) of the community..¹⁸ In the context of contemporary Islamic education, Abuddin Nata likewise emphasizes that teacher professionalism should be developed through a balanced integration of academic competence and Islamic character formation, thereby enabling teachers to fulfill

¹⁶ George C. Edward III, *Implementing Public Policy*hlm. 89–104.

¹⁷ Imam Abū Ḥāmid al-Ghazālī, *Iḥyā' 'Ulūm al-Dīn*, Juz I (Beirut: Dār al-Kutub al-'Ilmiyyah, t.t.), hlm. 53–58.

¹⁸ Abū al-Ḥasan al-Māwardī, *Adab al-Dunyā wa al-Dīn* (Beirut: Dār al-Kutub al-'Ilmiyyah, 1987), hlm. 143–149.

both their instructional and moral responsibilities effectively.¹⁹ Therefore, this study demonstrates that *ruhijah* (spiritual) culture constitutes an important form of social capital that strengthens the implementation of government policies within the *pesantren*. However, this social capital needs to be integrated with the development of pedagogical competencies and technological capabilities to ensure that the government's policy objectives of enhancing teacher quality can be achieved in a more comprehensive and sustainable manner.

4. Implementation of the Teacher Competency Development Policy: The Bureaucratic Structure Dimension

The findings indicate that the implementation of the teacher competency development policy at *Pondok Pesantren* Nurul Haromain continues to face challenges related to its bureaucratic structure. Although responsibilities for implementing teacher competency development programs have been distributed among the *pesantren* leadership, the *madrasah* principal, and teachers, the mechanisms for coordination, monitoring, and evaluation have not yet been conducted in a systematic manner. Teacher training programs are generally implemented as routine institutional activities; however, they are typically not preceded by a training needs assessment (TNA) nor followed by an evaluation of their impact on improving teachers' competencies. Furthermore, documentation of training outcomes and professional development activities has not been managed through an integrated system that could serve as a basis for strategic decision-making in human resource development.

From George C. Edward III's policy implementation perspective, bureaucratic structure is a key determinant of policy implementation effectiveness, particularly through the presence of clear Standard Operating Procedures (SOP) and effective coordination among policy implementers. A bureaucratic structure that is not supported by standardized monitoring and evaluation mechanisms may undermine the consistency of policy implementation, even when policy communication is effective and implementers demonstrate a strong commitment to carrying out the policy.²⁰ The findings of this study indicate that the implementation of government regulations, including Minister of Religious Affairs Regulation (PMA) No. 31 of 2019 on *Pesantren* Education and Decree of the Minister of Religious Affairs (KMA) No. 348 of 2022 on Strengthening *Pesantren* Teacher Competencies, still requires stronger institutional governance to ensure that policy objectives are effectively translated into more systematic and strategically directed teacher professional development programs.

These findings are consistent with the perspective of Edward Sallis, who argues that a culture of quality within educational institutions can only be established through a management system supported by systematic planning, continuous evaluation, and ongoing improvement (*continuous improvement*).²¹ Similarly, George R. Terry conceptualizes planning, organizing, actuating, and controlling (POAC) as an integrated management cycle in which each function is interdependent and collectively contributes to the achievement of

¹⁹ Abuddin Nata, *Ilmu Pendidikan Islam* (Jakarta: Kencana, 2017), hlm. 159–167.

²⁰ George C. Edward III, *Implementing Public Policy* (Washington, D.C.: Congressional Quarterly Press, 1980), hlm. 125–148.

²¹ Edward Sallis, *Total Quality Management in Education*, 3rd ed. (London: Routledge, 2014), hlm. 93–108.

organizational objectives. Accordingly, the findings of this study suggest that strengthening the bureaucratic structure of *pesantren* requires not only a clear division of responsibilities but also the establishment of systematic planning, coordinated implementation, continuous monitoring, and comprehensive evaluation to ensure the effective and sustainable implementation of teacher competency development policies.²² Therefore, this study demonstrates that strengthening the bureaucratic structure requires not only a clear division of roles and responsibilities but also the development of Standard Operating Procedures (SOPs), data-driven monitoring systems, and comprehensive evaluation mechanisms. These measures constitute essential prerequisites for achieving a more effective, accountable, and sustainable implementation of teacher competency development policies within the *pesantren*.

Based on the analysis of the four dimensions of George C. Edward III's policy implementation framework, this study concludes that the implementation of government policies for strengthening teacher competencies at *Pondok Pesantren* Nurul Haromain has not yet been fully optimized, as each implementation dimension exhibits a different level of effectiveness. The communication and implementers' disposition dimensions emerged as relatively supportive factors. The policy dissemination process has fostered a fundamental understanding of the importance of strengthening teacher competencies, while the *rubiyah* (spiritual) culture, teachers' commitment, and professional integrity have served as important forms of social capital that reinforce acceptance of government policies. Nevertheless, the strengths observed in these two dimensions have not been matched by adequate resource availability or by a bureaucratic structure capable of supporting systematic policy implementation.

The limited provision of pedagogical and digital competency development programs, the insufficient support for instructional facilities, and the weaknesses in monitoring, evaluation, and documentation systems indicate that policy implementation remains predominantly normative rather than capacity-driven and needs-based. These findings suggest that the success of policy implementation within the *pesantren* context depends not only on the existence of regulatory frameworks but also on the institution's capacity to translate those policies into a well-planned, measurable, and sustainable human resource management system..^{23,24}

The primary contribution of this study lies in demonstrating that the implementation of teacher competency development policies in *pesantren* possesses distinctive characteristics that differentiate it from their implementation in formal educational institutions. The findings reveal that the *rubiyah* (spiritual) values and organizational culture of the *pesantren* constitute the principal strengths in fostering policy implementers' commitment. However, these strengths do not automatically lead to improvements in pedagogical, professional, and digital competencies unless they are supported by adequate resources and effective institutional governance.

²² George R. Terry, *Principles of Management* (Homewood, IL: Richard D. Irwin, 1977), hlm. 4–18.

²³ George C. Edward III, *Implementing Public Policy* (Washington, D.C.: Congressional Quarterly Press, 1980), hlm. 1–16;

²⁴ Edward Sallis, *Total Quality Management in Education*, 3rd ed. (London: Routledge, 2014), hlm. 29–41.

This study extends the literature on educational policy implementation by demonstrating that the effectiveness of policy implementation in the *pesantren* context requires the integration of Islamic values, human resource capacity development, and organizational governance reform. Accordingly, the implementation of teacher competency development policies in *pesantren* should be understood as a process of institutional transformation that continuously harmonizes the spiritual, professional, and managerial dimensions of educational practice.

CONCLUSION

This study concludes that the implementation of government policies aimed at strengthening teacher competencies at *Pondok Pesantren Nurul Haromain Pujon* has been initiated but has not yet achieved optimal effectiveness. Based on the analysis using George C. Edward III's policy implementation framework, the communication and implementers' disposition dimensions emerged as relatively supportive factors, as reflected in the policy dissemination process, teachers' commitment, and the strong *ruhiah* (spiritual) culture within the *pesantren*. In contrast, the resource and bureaucratic structure dimensions remain the principal constraints, evidenced by the limited development of pedagogical competencies and digital literacy, the suboptimal utilization of educational technologies, and the absence of a systematic and sustainable framework for monitoring, evaluating, and documenting teacher professional development. These findings demonstrate that the success of policy implementation depends not only on the existence of regulatory frameworks but also on the institution's capacity to translate policy into a well-planned, adaptive, and quality-oriented human resource development system.

From a practical perspective, the findings imply that teacher competency development in *pesantren* should be directed toward a more balanced integration of *ruhiah* (spiritual) development, pedagogical competence, professional competence, and digital literacy. Achieving this objective requires institutional policy support through the development of training programs based on training needs assessments, the provision of digital learning facilities, strengthened coordination among stakeholders, and the implementation of continuous monitoring and evaluation systems as integral components of *pesantren* human resource governance. This study is subject to certain limitations, as it was conducted at a single *pesantren* using a qualitative case study design; therefore, the findings cannot be generalized to all *pesantren* typologies in Indonesia. Future studies are recommended to include a broader range of *pesantren* types including *salaf* (traditional), *kebalaf* (modern), and integrated *pesantren* and to employ comparative or evaluative approaches in order to generate a more comprehensive understanding of the effectiveness of teacher competency development policy implementation.

The principal contribution of this study lies in enriching the scholarship on Islamic educational policy implementation by integrating George C. Edward III's policy implementation model with the distinctive institutional characteristics of *pesantren* governance. The findings demonstrate that *ruhiah* culture, exemplary leadership, and Islamic values constitute important forms of social capital that strengthen the disposition of policy implementers in carrying out government policies. However, this social capital does not

automatically translate into enhanced teacher competencies unless it is supported by adequate resources and an adaptive bureaucratic structure. These findings broaden the understanding that the effectiveness of policy implementation in *pesantren* cannot be adequately explained solely from the perspective of public administration; rather, it must also consider the interaction between *pesantren* institutional values, organizational capacity, and human resource management systems. Accordingly, this study offers a more contextually grounded perspective for explaining the implementation of teacher competency development policies within *pesantren*-based educational institutions.

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