



RALLIES OF OUTCOME-BASED DRIVING TEACHER PROGRAMS

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ABSTRACT

This study analyzes the outcome based implementation of the Guru Penggerak Program (PGP) as a pathway for the appointment of school principals in Indonesia, with particular attention to access equity, implementation challenges, and the leadership perspectives of principals appointed through the program. Using a policy analysis approach based on a systematic literature review and secondary data analysis, the study examines the development and implementation of relevant regulations from Permendikbud No. 40 of 2021 to Permendikbudristek No. 40 of 2024. By the end of 2024, 186,454 teachers had completed the Guru Penggerak program, while only 12,400 (approximately 6.7%) had been appointed as school principals. Compared with the total number of teachers in Indonesia, the proportion of Guru Penggerak remains relatively limited, indicating a substantial gap between program participation and its intended leadership outcomes. The findings identify several structural challenges affecting policy implementation, including geographical disparities in program access, resistance within school organizational cultures, and limited digital infrastructure in disadvantaged areas. The SWOT analysis indicates that the program's main strengths are its comprehensive instructional leadership framework, progressive regulatory support, and competency based leadership development, while its key weaknesses include unequal geographical distribution, technological constraints, and the limited transition of trained teachers into formal school leadership positions. This study contributes to the policy discussion by highlighting the gap between the development of teacher leadership capacity and its realization as a mechanism for school leadership succession. The study recommends strengthening equitable access, improving the capacity of teacher education institutions (LPTK), and promoting multi stakeholder collaboration to enhance the effectiveness and sustainability of the PGP as a pathway for school leadership development.

Keywords: *Driving Teacher, School Principal, Education Policy, Instructional Leadership, Education Equity*

INTRODUCTION

Indonesia's education system has undergone a significant transformation since the introduction of the Merdeka Belajar (Freedom of Learning) policy by the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek) in 2019. This transformation has not only affected curriculum and learning practices but has also reshaped the expected role of school principals. Principals are increasingly positioned not merely as bureaucratic administrators but as learning leaders (*instructional leaders*) who are responsible for developing adaptive, innovative, and student centered educational environments. In this context, principals are expected to focus their leadership on improving the quality of teaching and learning, developing teachers' professional capacity, and creating a school culture that supports continuous improvement. Unlike transactional leadership models that emphasize administrative compliance and procedural performance,



instructional leadership places the improvement of teaching and learning at the center of school leadership (Bush & T., 2020).

The importance of effective school leadership is supported by extensive empirical evidence. A review by Leithwood, Harris, and Hopkins (2020) identifies school leadership as one of the important school level factors associated with student learning outcomes, following classroom teaching quality. This finding suggests that improving educational quality requires not only strengthening teacher competence but also ensuring that school leaders possess the capacity to lead instructional improvement. International experiences further demonstrate that school principals are increasingly prepared through structured and competency based leadership development pathways rather than through purely administrative appointment mechanisms. Countries such as Singapore, Finland, and Canada have developed systematic approaches to school leadership preparation and development that connect professional experience, leadership competencies, and career progression (Pont et al., 2019).

Within this broader policy context, Indonesia developed the Guru Penggerak Program (PGP) as part of its strategy for strengthening teacher leadership and educational transformation. Through Permendikbud No. 40 of 2021, the government established the Guru Penggerak qualification as an important requirement for the appointment of school principals. The policy reflects the principles of the *Leadership Pipeline*, which emphasizes the systematic development of organizational leaders through progressive preparation, training, and professional development (Charan et al., 2018). In the educational context, this approach positions teachers not only as classroom practitioners but also as potential future school leaders. Through the PGP, selected teachers receive structured professional development intended to strengthen their instructional leadership, collaboration, coaching, and change-management capacities. The program therefore represents an attempt to create a more systematic pathway for school leadership succession in Indonesia.

The leadership development orientation of PGP is also consistent with broader developments in international education policy. Singapore, for example, has developed structured career pathways that prepare experienced teachers for school leadership positions through systematic professional development (Tan & S., 2020). Similarly, Australia's leadership preparation system emphasizes the development of leadership capabilities before individuals assume formal principal positions (Leadership, 2019). Although the Indonesian context differs institutionally and geographically, the underlying principle is similar: school leadership should be developed through a deliberate process of competency building rather than relying solely on seniority or administrative experience. In addition, the concept of *Teacher Leadership* supports the distribution of leadership responsibilities across the school community, enabling teachers to contribute to school improvement beyond their individual classroom roles (Spillane & P., 2018). Such an approach can strengthen institutional capacity and support the continuity of school improvement when formal leadership changes.

Despite its strong policy rationale, the implementation of PGP raises an important empirical question concerning the extent to which participation in the program has translated into its intended leadership outcome. According to the data presented in the Ministry of Education's materials, by the end of 2024, 186,454 teachers had completed the Guru Penggerak program, while approximately 12,400 had been appointed as school



principals. Thus, only around 6.7% of trained Guru Penggerak had transitioned into formal principal positions. At the same time, the number of Guru Penggerak remains relatively small compared with the total number of teachers in Indonesia. These figures indicate a substantial gap between the expansion of teacher leadership capacity through PGP and its realization as a mechanism for school leadership succession.

This implementation gap cannot be understood solely in terms of the number of teachers trained. Previous studies have identified several structural and contextual barriers affecting the implementation of PGP, including geographical disparities in access to the program (Muthiah, 2021), organizational resistance toward teachers perceived as receiving preferential treatment (Susanti et al., 2025), and limitations in digital infrastructure that may constrain participation in technology-based professional development, particularly in disadvantaged and remote areas (Prawitasari & Suharto, 2020). These challenges suggest that the effectiveness of PGP depends not only on the quality of its regulatory design and training curriculum but also on the broader organizational, technological, and geographical conditions in which the policy is implemented.

However, existing discussions tend to examine the Guru Penggerak Program from the perspectives of teacher development, program implementation, or educational transformation separately. A comprehensive policy analysis that connects the regulatory framework, program participation, transition into principal positions, implementation barriers, and the perspectives of principals who have followed the Guru Penggerak pathway remains limited. This gap is particularly important because the success of PGP as a school leadership succession mechanism should not be assessed only by the number of teachers who complete the program, but also by the extent to which the program produces meaningful leadership outcomes and contributes to the development of effective school leadership.

Therefore, this study analyzes the implementation of the Guru Penggerak Program as a pathway for school principal appointment in Indonesia. The study specifically examines the regulatory and conceptual foundations of PGP, analyzes the gap between program participation and its intended leadership outcomes, identifies major implementation challenges, and examines the perspectives and characteristics of principals emerging from the Guru Penggerak pathway. To strengthen the policy analysis, the study employs a SWOT framework to identify the program's strengths, weaknesses, opportunities, and threats and to formulate evidence-based recommendations for improving its effectiveness and sustainability. The study contributes to the discussion of education policy by connecting teacher leadership development with school leadership succession and by highlighting the structural conditions that influence the realization of PGP outcomes.

RESEARCH METHODS

This article uses an analytical descriptive policy analysis approach (*Descriptive Analytical Policy Analysis*) which relies on systematic literature studies and secondary data analysis. This approach was chosen because the main objective of the article is to provide a comprehensive and evidence-based understanding of the implementation of PGP policies as a *Outcome*. Primary policy data sources include various related regulations, namely Permendikbud No. 40 of 2021, Permendikbudristek No. 14 of 2022, Permendikbudristek No. 26 of 2022, Permendikbudristek No. 52 of 2023, and Permendikbudristek No. 40 of



2024. Implementation statistical data was obtained from the Ministry of Education (Ministry of Education and Education, 2023) through *Platform* official Driving School. Secondary sources include articles from Scopus and SINTA-indexed journals, reports of research institutions, and relevant textbooks in the field of education management and public policy. The analysis was carried out through three stages, (1) regulatory analysis to map the legal and normative framework of the Driving Teacher Program, (2) analysis of implementation data to identify gaps between targets (*outcome*) and achievements, as well as (3) SWOT analysis (*Strengths, Weaknesses, Opportunities, Threats*) to evaluate the strategic position of the program holistically. The evaluation framework refers to the education policy analysis model, which emphasizes efficiency, effectiveness, and equity as the three main dimensions of based public policy assessment *Outcome* (Weimer et al., 2017).

RESEARCH AND DISCUSSION RESULTS

Efforts to build a sustainable school ecosystem and are ready to face various challenges, especially in leadership/leadership (principals) as the spearhead of the sustainability and success of education at the school level, is carried out by preparing quality teacher human resources embodied in the Driving Teacher Program (PGP). The government realized by issuing Permendikbud No. 40 of 2021 as an initial milestone that stipulated Driving Teachers as one of the requirements for the appointment of school principals and school supervisors. This was followed by the issuance of Permendikbudristek No. 14 of 2022 which regulates the institutions of the Driving Teacher Center (BBGP) and the Driving Teacher Center (BGP) as technical implementation units at the regional level and Permendikbudristek No. 26 of 2022 in more detail regulates the implementation mechanism of Driving Teacher Education, starting from the curriculum, duration, mentoring system, to the participant evaluation mechanism in 2022. Then it was perfected through the first amendment to Permendikbudristek No. 26 of 2022 issued through Permendikbudristek No. 52 of 2023, which, among other things, perfected the selection mechanism and adjusted the program structure based on the evaluation of the implementation of the initial batches. As well as the changes to the continued improvement of Permendikbudristek No. 40 of 2024 as the second amendment presents further adjustments in the requirements and mechanisms for program implementation, reflecting a policy learning process that is responsive to dynamics in the field (Ministry of Education and Culture, 2024).

Driving teachers are expected to be able to implement student-centered learning, as well as become role models and agents of transformation of the educational ecosystem to create the Pancasila Student Profile (Ministry of Education and Culture, 2021). The basic competencies possessed by driving teachers as agents of change are obtained through a six-month educational process with a blended learning system, combining online training, individual mentoring by facilitators, and face-to-face workshops. This model is designed to allow teachers to continue to carry out their duties in school while participating in leadership development programs. The reality on the ground shows that the outcome is still low as the target of the Driving Teacher Program (PDP) – teachers who participate in the Driving Teacher Program (PDP) who are appointed as school principals – which has only been realized at 6.7 percent of the total driving teachers of 186,454 by the end of 2024. In



addition, the existence of driving teachers in schools does not necessarily run in proportion to the goals and expectations of the Driving Teacher Program. The reality in the field is based on information from the principal from the Driving Teacher Program, there is a dichotomy between driving teachers and ordinary teachers. Driving teachers experience resistance from peer teachers who feel competitive. In addition, the problem of equity is still a serious obstacle with geographical location and uneven access, so that teachers' participation in the Teacher Mobilizer Program is still very limited. Another problem that arises in the implementation of the Driving Teacher Program is the low mastery of technology as one of the supporting media, and not all teachers have good adaptability. However, school principals who are appointed from driving teachers (outcomes) have a different leadership style compared to conventionally elected principals, where principals who are appointed from driving teachers are more active in building a conducive and innovative school atmosphere in the development of learning in schools. Even though the basic abilities possessed by the driving teacher must be balanced with the manager's ability.

First, the regulatory basis of the Driving Teacher Program

The Guru Penggerak program has a solid regulatory foundation and has developed gradually since its launch. Permendikbud No. 40 of 2021 is the initial milestone that stipulates Driving Teachers as one of the requirements for the appointment of school principals and school supervisors. This regulation represents a paradigm shift in the selection of school principals from the previous one based on seniority and rank to a selection based on competencies and a track record of learning leadership. This is a form of policy to produce leaders in schools who have competence and qualities so that learning goals can be achieved in schools. A meta-analysis of 27 studies found that the leadership dimension that had the strongest influence on student learning outcomes was the principal's direct involvement in teacher professional development (Robinson et al., 2018). In 2022, the government issued Permendikbudristek No. 14 of 2022 which regulates the institutions of the Driving Teacher Center (BBGP) and the Driving Teacher Center (BGP) as technical implementation units at the regional level. The issuance of this institutional regulation shows the government's seriousness in building the institutional infrastructure needed to support the sustainability of the program. Furthermore, Permendikbudristek No. 26 of 2022 regulates in more detail the mechanism for the implementation of Driving Teacher Education, starting from the curriculum, duration, mentoring system, to the participant evaluation mechanism. The first amendment to Permendikbudristek No. 26 of 2022 was issued through Permendikbudristek No. 52 of 2023, which, among other things, improves the selection mechanism and adjusts the program structure based on the evaluation of the implementation of the initial batches. Then, Permendikbudristek No. 40 of 2024 as the second amendment presents further adjustments in the requirements and mechanism for program implementation, reflecting a policy learning process that is responsive to dynamics in the field. In line with the leadership pipeline theory, popularized by Charan, Drotter, and Noel (2018), states that strong organizational leadership is built through a planned multi-tiered cadre system, where each leader is prepared for the next level of responsibility. In the context of education, this model translates as the development of teachers into learning leaders, who are then gradually prepared to take on formal leadership roles as principals or supervisors. This series of regulations forms a relatively



comprehensive policy architecture, covering institutional, curriculum, selection, and evaluation dimensions. However, the effectiveness of teacher development policies is not only determined by the quality of the regulatory design, but also by the capacity of the system at the regional level to implement it consistently and evenly (Darling-Hammond et al., 2018).

Second, the Concept and Competence of Driving Teachers

Conceptually, the Driving Teacher is defined as a learning leader who encourages the growth and development of students holistically, actively and proactively in developing other educators to implement student-centered learning, as well as being a role model and agent of transformation of the educational ecosystem to realize the Pancasila Student Profile. This definition contains three main dimensions: the transformation of learning in the classroom, the capacity building of peers, and systemic changes in school culture. Transformational leadership, as developed by Burns (1978) and perfected by Bass and Riggio (2019), also provides a relevant theoretical framework, in the context of schools, transformational principals are able to inspire teachers to go beyond self-interest for the collective purpose of the organization, build a shared vision, and encourage innovation in the learning process. This framework is implicitly carried out by PGP, where teachers who have the capacity to drive change in their school environment are given the way to become formal leaders. The competency profile expected of a Driving Teacher includes the ability to implement differentiated learning, build a professional learning community (*Professional Learning Community*), conduct strengths-based coaching, and lead change with an appreciative inquiry approach. This competency framework is aligned with the learning leadership standards developed by *National Association of Secondary School Principals* in the United States and *International Confederation of Principals* (Principals, 2020) at the global level. The education process for Teacher Mobilizers lasts for six months with a blended learning system, combining online training, individual mentoring by facilitators, and face-to-face workshops. This model is designed to allow teachers to continue to carry out their duties in school while following a leadership development program, an approach that is in line with the principles *Job-embedded professional learning* emphasized by Darling-Hammond (Darling-Hammond & L., 2017) as the most effective form of professional development.

Third, Implementation Data Analysis

PGP implementation data illustrates significant growth since the first batch in 2020. By the end of 2024, a total of 186,454 Driving Teachers have successfully completed the program from all over Indonesia. This figure reflects the government's massive efforts in building a quantitatively significant reserve of educational leadership human resources. However, when this figure is compared to the total system requirements, a more complex picture emerges. Of the 186,454 Driving Teachers, 174,164 are still active teachers in the classroom, while 12,400 have been appointed as school principals. The proportion of Driving Teachers who have become school principals is only about 6.7 percent of the total Driving Teachers, a figure that is far from reflecting the potential of this program as a leadership regeneration mechanism, this shows *Outcome* of the Teacher of Mobilization program is still very low. On the other hand, the ratio of Teachers Driving to the total



number of Indonesian teachers (1,126,195) has only reached around 16.5 percent, showing that most Indonesian teachers have not been touched by this program (Ministry of Education and Education, 2023). The inequality in the distribution of Driving Teachers geographically is also a serious concern. Data shows that the concentration of Driving Teachers is still dominated by Java Island and big cities, while the disadvantaged, frontier, and outermost (3T) areas are still very under-represented. This is not just a matter of interest, but rather a matter of infrastructure and capacity: the program that is mostly conducted online requires participants to have stable internet access and adequate digital devices, two things that are still rare in many 3T regions (UNICEF, 2022).

Fourth, Implementation Challenges

a. Treatment Inequality and Organizational Cultural Resistance

One of the most frequently reported challenges of the implementation of PGP is the emergence of perceptions of injustice among teachers who are not selected or have not had the opportunity to participate in the program. The policy that makes the Driving Teacher certificate a requirement for school principals indirectly creates two classes of teachers: those who have a leadership "ticket" and those who do not. This perception has the potential to damage the climate of collegiality in schools and create friction that hinders collaboration (Muthiah, 2021). In some schools, Teachers Mobilizers experience resistance from peers who feel competitive or feel that the program is irrelevant to the real conditions in the field. This resistance can manifest in various forms, ranging from a lack of support in the implementation of programs designed by the Driving Guru, to gossip and group dynamics that weaken the spirit of innovation (Sari et al., 2022). This phenomenon reflects what is referred to as "*Implementation DIP*" or a period of temporary decline that occurs when innovative changes are first introduced in the system (Fullan & M., 2020).

b. Inequality of Geographic Access

The challenge of equitable access is the most fundamental structural issue in the implementation of PGP. Indonesia as the largest archipelagic country in the world with more than 17,000 islands and around 300 ethnic groups has a huge diversity of geographical conditions, infrastructure, and human resource capacity (BPS, 2023). Centrally designed education policies, even with good intentions, are often unable to accommodate this diversity of contexts. The implementation of PGP based on digital technology through online training, virtual learning platforms, and application-based reporting systems presupposes the existence of adequate digital infrastructure. However, a survey conducted by the Indonesian Internet Service Providers Association shows that the internet penetration rate in rural areas and 3T areas is still far below the national average (APJII, 2023). This creates structural barriers that make it systematically more difficult for teachers in remote areas to participate in programs, regardless of their potential and motivation.

c. Challenges of Technology Competence and Adaptation

The implementation of PGP also requires teachers to have an adequate level of digital literacy. Training programs that involve *Learning Management System* (LMS), *Video Conference*, and various *Digital Platforms* Others present their own learning curve for teachers who are not familiar with technology, especially those in the older



age group. The digital literacy level of Indonesian teachers still varies widely, with significant gaps between urban and rural teachers, as well as between young and senior teachers (Wardani et al., 2021). On the other hand, adaptation to the Merdeka curriculum which is an integral part of PGP also presents its own challenges. The paradigm shift from competency-based curriculum to project-based curriculum and differentiated learning requires a profound transformation in the way teachers plan, implement, and assess learning a change that cannot happen overnight and requires ongoing support. (Ministry of Education and Culture, 2022).

Fifth, SWOT Analysis of the Driving Teacher Program

Based on the literature review and data analysis that has been conducted, the following is a synthesis of the SWOT analysis for the Driving Teacher Program as a principal regeneration pathway:

Table 1. SWOT Analysis

<i>Strengths</i>	<i>Weaknesses</i>
a. comprehensive, research-based learning leadership framework b. Strong and gradual regulatory support c. 21st century leadership competency-based curriculum d. Flexible blended learning model e. Professional network between teachers Cross-regional movers	a. Urban area bias in participant distribution b. Limitations of digital infrastructure in 3T areas c. The percentage of driving teachers appointed by school principals (<i>outcome</i>) is still very low d. Not all teachers meet the minimum qualification of D4/S1 e. The potential for exclusivism and teacher dichotomy
<i>Opportunities</i>	<i>Threats</i>
a. Acceleration of national digital transformation (RPJMN 2020-2024) b. Increasing awareness of the importance of quality school leadership (<i>outcomes</i>). c. Collaboration opportunities with international universities and institutions d. Teacher Driving Alumni Network as an Agent of Change e. Strengthening LPTK for upstream and downstream teacher development	a. Inconsistent policy changes between governments b. The cultural resistance of school organizations to innovation c. Dual workload of teachers as program participants d. Gaps in regional qualifications and capacity in implementation e. Potential for corruption and nepotism in the selection process at the regional level

Sixth, Principal's Perspective (*Outcome*) in PGP Implementation

From the perspective of the principal who has gone through the Driving Teacher path (*Outcome*), a number of research findings show significant differences in leadership



styles compared to principals appointed through conventional channels. The principal with a background as a Driving Teacher (*Outcome*) tend to be more active in facilitating Professional Learning Communities (KBP) in their schools, conducting more frequent classroom observations and providing development feedback to teachers, and being more innovative in adopting new learning approaches (Suyatno et al., 2022).

The need for teachers with a good leadership background in accordance with the concept *Teacher Leadership*, where this concept is a step of leadership work that grows from and by teachers, it is getting greater and greater attention in the educational literature globally. In the process, a teacher, individually or collaboratively, influences peers, principals, and the school community to improve learning and learning practices (Barr & Duke, 2020). The research, conducted by Katzenmeyer and Moller, identified that teachers with high leadership capacity tend to be more effective catalysts for school culture change than changes enforced from above (Katzenmeyer et al., 2018). However, the transition from the role of teacher to principal also presents its own challenges. Strong pedagogical ability is not necessarily directly proportional to managerial ability. The effectiveness of the principal requires a balance between learning leadership (*Instructional Leadership*), transformational leadership, and efficient administrative management. The new principal of the Driving Teacher pathway (*Outcome*) often need to get special assistance in managerial aspects such as budget management, human resource management, and educational bureaucratic navigation (Hallinger et al., 2018). Nonetheless, preliminary evidence shows promising positive impacts. In schools led by principals with a background as Driving Teachers (*Outcome*), a survey by the Ministry of Education and Culture (2023) found measurable increases in several indicators: student attendance rates, teacher involvement in professional development activities, the quality of lesson plans prepared by teachers, and guardian satisfaction survey scores. These findings, while more comprehensive longitudinal research is still needed to validate them, provide a positive signal that the direction of PGP policy is on the right track.

CONCLUSION

The policy of the Driving Teacher Program as a condition for the appointment of school principals is a bold educational policy breakthrough and has a strong theoretical foundation. By placing learning leadership competencies as the basis for school leader selection, Indonesia seeks to align its principal regeneration system with global best practices in educational leadership development. However, the analysis that has been carried out shows that good policies in design are not always smooth in implementation. The gap between the number of Driving Teachers printed (186,454) and those who have become principals (*outcome*) (12,400) reflects the existence of systemic barriers that need to be seriously addressed. Challenges of equitable access, organizational cultural resistance, and limited regional capacity are weak points that can erode the effectiveness of the program if not addressed immediately. From a policy analysis perspective, the implementation of PGP requires a more adaptive and contextual approach, one that recognizes the diversity of conditions between regions and provides different support mechanisms according to local needs. The centralization of program design must be balanced with the decentralization of implementation supported by adequate regional capacity.



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