GAJIE; Global Journal of Islamic Education, Vol 2 Number: 3, September 2026. P 263 - 283
E-ISSN: 3110-651X

CERTIFICATION WITHOUT TRANSFORMATION: AN ANALYSIS OF TEACHER PROFESSIONAL EDUCATION POLICY BETWEEN FORMAL RECOGNITION AND PEDAGOGICAL COMPETENCE

Rizki Amalia [1], Rohil Zilfa [2], Dian Fadilah [3], Alfin Dikru [4]
[1,2,3,4]Sekolah Tinggi Ilmu Tarbiyah (STIT) Jembrana, Indonesia

Email Corresponding Author: zilfasyfa@gmail.com
Received: 09 September 2026, Accepted: 15 Septemebr 2026. Published: 30 September 2026

ABSTRACT
Education policy on the teaching profession is one of the key instruments for improving the quality of education in Indonesia. Teachers do not merely deliver subject matter; they are professional educators responsible for developing students' potential, character, and competencies. Policies on academic qualifications, competencies, certification, professional development, welfare, and teacher distribution therefore need to be designed and implemented effectively. This study aims to examine the direction of education policy on the teaching profession in Indonesia, identify how policy is implemented in teacher professional development, and analyze the challenges and opportunities for policy improvement based on prior research. The study uses a qualitative approach with a literature review method. The sources consist of ten scholarly articles relevant to education policy, teacher professionalism, evaluation of educator quality, certification, competency development, and the quality of Islamic Religious Education teachers, together with Law Number 14 of 2005 on Teachers and Lecturers as the regulatory foundation (Republik Indonesia, 2005). The literature was analyzed thematically by grouping findings according to regulation, professional competence, certification and welfare, equity of access to professional development, and the gap between policy formulation and implementation. The findings show that Indonesia already has a legal foundation supporting the recognition and development of the teaching profession. Certification, Teacher Professional Education, and continuous training are important instruments for improving educators' qualifications and competencies. However, policy effectiveness depends not only on the existence of regulations and programs but also on consistency of implementation, teacher readiness, resource availability, and institutional support. The literature reviewed indicates that certification can support professional recognition and teacher welfare, but its effect on pedagogical competence and classroom practice does not always follow automatically. In addition, unequal teacher distribution, limited infrastructure, uneven access to training, and administrative burdens remain obstacles to improving the quality of the teaching profession.
Keywords: Education policy; Teaching profession; Teacher professionalism; Teacher certification; Teacher competence.

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

GAJIE; Global Journal of Islamic Education, Vol 2 Number: 3, September 2026. P 263 - 283
E-ISSN: 3110-651X

ABSTRAK

Kebijakan pendidikan profesi guru merupakan salah satu instrumen kunci dalam upaya meningkatkan mutu pendidikan di Indonesia. Guru tidak sekadar menyampaikan materi pelajaran, tetapi juga merupakan pendidik profesional yang bertanggung jawab mengembangkan potensi, karakter, dan kompetensi peserta didik. Oleh karena itu, kebijakan mengenai kualifikasi akademik, kompetensi, sertifikasi, pengembangan profesional, kesejahteraan, dan distribusi guru perlu dirancang dan dilaksanakan secara efektif. Penelitian ini bertujuan menelaah arah kebijakan pendidikan profesi guru di Indonesia, mengidentifikasi implementasi kebijakan dalam pengembangan profesionalisme guru, serta menganalisis tantangan dan peluang perbaikan kebijakan berdasarkan penelitian terdahulu. Penelitian menggunakan pendekatan kualitatif dengan metode kajian literatur. Sumber kajian terdiri atas sepuluh artikel ilmiah yang relevan dengan kebijakan pendidikan, profesionalisme guru, evaluasi mutu tenaga pendidik, sertifikasi, pengembangan kompetensi, dan kualitas guru Pendidikan Agama Islam, serta Undang-Undang Nomor 14 Tahun 2005 tentang Guru dan Dosen sebagai landasan regulatif (Republik Indonesia, 2005). Literatur dianalisis secara tematik dengan mengelompokkan temuan berdasarkan aspek regulasi, kompetensi profesional, sertifikasi dan kesejahteraan, pemerataan akses pengembangan profesi, serta kesenjangan antara perumusan dan pelaksanaan kebijakan. Hasil kajian menunjukkan bahwa Indonesia telah memiliki landasan hukum yang mendukung pengakuan dan pengembangan profesi guru. Sertifikasi, Pendidikan Profesi Guru, dan pelatihan berkelanjutan merupakan instrumen penting untuk meningkatkan kualifikasi dan kompetensi tenaga pendidik. Namun, efektivitas kebijakan tidak hanya ditentukan oleh keberadaan regulasi dan program, tetapi juga oleh konsistensi implementasi, kesiapan guru, ketersediaan sumber daya, dan dukungan kelembagaan. Literatur yang ditelaah mengindikasikan bahwa sertifikasi dapat mendukung pengakuan profesional dan kesejahteraan guru, tetapi dampaknya terhadap kompetensi pedagogik dan praktik pembelajaran tidak selalu berlangsung secara otomatis. Selain itu, ketimpangan distribusi guru, keterbatasan infrastruktur, akses pelatihan yang belum merata, dan beban administrasi masih menjadi hambatan dalam peningkatan kualitas profesi guru.

Kata kunci: *Kebijakan pendidikan; Profesi guru; Profesionalisme guru; Sertifikasi guru; Kompetensi guru*

INTRODUCTION

Education is one of the strategic instruments for developing human resources and improving the quality of community life. In the delivery of education, teachers hold an important position because they act not only as instructors but also as educators, guides, facilitators, and evaluators of the learning process. The quality of education is therefore inseparable from the quality of teacher professionalism and from the policies governing the recruitment, development, protection, and welfare of educators. In Indonesia, the status of teachers as professionals has a legal foundation through Law Number 14 of 2005 on Teachers and Lecturers, which regulates academic qualifications, competencies, certification, and the rights and obligations of teachers (Republik Indonesia, 2005). This regulation shows that

DOI: 10.58518/gajie.vii24.5560
Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

developing the teaching profession is a responsibility requiring planned and sustained policy support.

In practice, the Indonesian government has implemented various policies to improve teacher professionalism, including educator certification, Teacher Professional Education (PPG), continuous competency development, and learning policy reform. These instruments are essentially aimed at strengthening teachers' professional capacity and improving the quality of education services. Darmawan (2020) explains that Law Number 14 of 2005 provides the legal foundation for the teaching profession, including requirements for academic qualifications, competencies, and educator certificates. Similarly, Sari, Najib, and Hadi (2025) show that education policy plays a role in providing a regulatory framework for improving teacher quality through provisions on qualifications, competencies, certification, and budget support. Teacher profession policy should therefore be understood not merely as an administrative apparatus but as an instrument for building professionalism and improving education quality on a sustained basis.

Nevertheless, the existence of regulations and professional development programs does not by itself guarantee that policy objectives will be achieved. The question that needs attention is the extent to which such policies are implemented effectively and are able to produce real changes in teachers' competencies, performance, welfare, and opportunities for professional development. Mulyadi et al. (2025), in a literature review on the effectiveness of education policy, found that certification and continuous training can have a positive effect on teachers' economic welfare, but this effect is not always accompanied by a significant improvement in pedagogical performance. This finding is consistent with research showing that teacher certification influences motivation and awareness of professional development, but its effect on practical pedagogical competence remains limited; many teachers still struggle to apply innovative teaching methods and student-centered approaches (Garuda Kemdiktisaintek, 2025). That study also identified obstacles in implementing the Merdeka Curriculum, particularly regarding teacher readiness and limited supporting infrastructure. These findings highlight the importance of distinguishing the administrative success of program delivery from the effectiveness of policy in improving teacher professionalism.

Problems of policy implementation are also linked to unequal access to professional development and to the distribution of educators. Susanto et al. (2025) identify several challenges in improving teacher quality in Indonesia, including gaps in qualifications and competencies, uneven teacher distribution, limited continuous training, administrative burdens, and issues of welfare and motivation. Fadilah et al. (2025) show that education policy implementation still faces obstacles in the form of regional disparities, limited infrastructure, uneven teacher competence, and bureaucratic inefficiency. Both studies indicate that the

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

effectiveness of teacher profession policy is determined not only by the quality of the regulations formulated but also by institutional capacity, resource availability, equity of access, and consistency of implementation across regions of Indonesia.

Beyond structural issues, evaluating teacher profession policy requires attention to the relationship between regulation, competence, and professional practice in educational settings. Oktoberia (2025) emphasizes the importance of pedagogical, personality, social, and professional competencies in supporting education quality, while also identifying welfare and infrastructure problems as obstacles to teacher professionalism. In the context of religious education, Shakilla (2024) found variation in the professional competence of Islamic Religious Education (PAI) teachers, including limited access to training in disadvantaged, frontier, and outermost (3T) regions, as well as excessive administrative burdens. Mauzifa, Irawan, and Rahman (2025) also highlight teachers' limited understanding of policy, uneven access to training, and suboptimal performance evaluation. Hasan et al. (2024) stress that the professionalism of PAI teachers requires comprehensive mastery of pedagogical, professional, social, and personality competencies. These findings indicate that policy assessment needs to address the fit between regulatory objectives and the actual needs of teachers in carrying out their professional duties.

Other studies reinforce the importance of narrowing the gap between policy formulation and implementation. Dahyanti et al. (2025) found that education policy implementation still faces problems in the form of a mismatch between the policies formulated and their application in the field. That study emphasizes the need for a more inclusive and participatory approach so that policy can respond to local needs. Taken together, prior studies have provided a picture of the legal foundation of the teaching profession, competency development, certification, welfare, equity in teacher distribution, and various obstacles to policy implementation. However, these findings also show that problems of the teaching profession have interrelated dimensions, so their assessment requires an approach that is not limited to a single program or a single success indicator.

Based on this preliminary review of prior research, there is room to construct a synthesis that specifically assesses education policy on the teaching profession in Indonesia by connecting regulation, implementation, and policy outcomes. Some of the studies reviewed focus on teacher professionalism, PAI teacher competence, educator quality, or education policy in general. This study therefore seeks to integrate these findings in order to gain a more comprehensive understanding of the direction of teacher profession policy, the problems that arise in its implementation, and the gap between policy objectives and the conditions reported in the literature. This gap is positioned as the focus of the research synthesis, not as a claim that no other study has ever examined the evaluation of teacher profession policy in Indonesia. This study aims to analyze and assess education policy on the

DOI: 10.58518/gajie.vii24.5560
Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

teaching profession in Indonesia based on prior research and relevant policy documents. Specifically, it aims to: (1) identify the direction and main instruments of education policy relating to the teaching profession; (2) analyze policy implementation in the aspects of qualifications, competence, certification, professional development, welfare, and equity in teacher distribution; and (3) identify obstacles, implementation gaps, and needs for policy improvement based on the literature synthesis. Through a literature review approach, this study is expected to contribute conceptually to the development of education policy studies while also providing considerations for the government, education providers, and stakeholders in formulating more effective, equitable, and sustainable teacher profession policy.

METHOD

This study uses a literature review method with a qualitative approach and thematic synthesis technique. The literature review method was chosen because the study focuses on examining, comparing, and synthesizing prior research and policy documents relating to the teaching profession in Indonesia. Through this approach, the study does not aim to collect primary data from respondents but rather to build a comprehensive understanding of policy direction, policy implementation, and the various issues affecting the effectiveness of education policy on the teaching profession. Snyder (2019) explains that a literature review can be used to integrate findings from prior research, identify knowledge gaps, and generate new understanding of a problem.

The qualitative approach is used to interpret the content of the literature in depth, particularly regarding regulation of the teaching profession, academic qualifications, competence, certification, Teacher Professional Education (PPG), continuous professional development, welfare, and equity in teacher distribution. Thematic synthesis is used to group findings from various sources into themes relevant to the research objectives. Policy assessment is thus based not only on the existence of regulations but also on literature findings regarding implementation, obstacles, and reported policy outcomes.

The research data consist of primary sources in the form of official policy documents and secondary sources in the form of scholarly journal articles relevant to the research focus. Policy documents are used to identify the objectives, provisions, and instruments of teacher profession policy, while journal articles are used to analyze policy implementation, reported outcomes, and problems that arise in implementation.

The literature search was planned through Google Scholar and, where available, other relevant scholarly databases such as Garuda and DOAJ. Official regulatory sources, including the government's legislative database, were used to

DOI: 10.58518/gajie.vii24.5560
Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

locate policy documents. The keywords used include combinations of the terms "teacher education policy," "teaching profession in Indonesia," "teacher policy evaluation," "teacher certification," "Teacher Professional Education," "teacher professional competence," "teacher welfare," and "implementation of teacher profession policy." These keywords can be combined using Boolean operators such as AND and OR to broaden or narrow the search results.

The search was directed primarily at publications from 2020–2025 to obtain a relatively current picture of research, while still considering earlier regulations and references with conceptual relevance or important legal standing. Law Number 14 of 2005 on Teachers and Lecturers, for example, remains one of the main foundations for analyzing teacher profession policy in Indonesia (Republik Indonesia, 2005).

Note: The year range and databases above represent a methodological plan that needs to be adjusted to the search actually conducted. This study cannot be declared a systematic review until the search, selection, and recording of sources have been carried out and documented transparently.

Literature selection was based on the fit between sources and the research objectives and questions. Inclusion criteria include: (1) journal articles or policy documents discussing the teaching profession and education policy in Indonesia; (2) sources examining at least one relevant aspect, such as regulation, qualifications, competence, certification, PPG, professional development, welfare, teacher distribution, or policy implementation; (3) sources providing adequate information on objectives, methods, objects of study, or research findings; and (4) sources whose bibliographic identity can be traced.

Exclusion criteria include: (1) publications not directly related to the research focus; (2) sources that merely mention the teaching profession without providing substantive information on policy or its implementation; (3) duplicate publications; and (4) sources whose bibliographic information or main content cannot be adequately verified. Articles discussing Islamic Religious Education teachers may still be included if the findings presented are relevant to the assessment of teacher profession policy, while taking into account the limited generalizability of that specific context.

Data collection was carried out in several stages. First, a literature search using the established keywords. Second, screening of titles and abstracts to identify sources matching the research focus. Third, full-text review to ensure content relevance and information adequacy. Fourth, recording of bibliographic information and research substance in a data extraction table.

The information extracted includes author names, year of publication, research objectives, research methods, subjects or objects of study, policies discussed, main findings, implementation obstacles, and policy implications. For

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

regulatory documents, the information recorded includes the name and year of the regulation, the relevant provisions, and their relation to the development and protection of the teaching profession.

Data extraction was carried out while preserving the meaning of findings as presented in the original sources. Information not explained by an article was not assumed or added without a verifiable basis. This step is important for maintaining accuracy of interpretation and avoiding inferences that go beyond the available evidence.

Data were analyzed using thematic synthesis through the stages of critical reading, coding, theme grouping, cross-source comparison, and conclusion drawing. The first stage involved reading the selected literature to understand the objectives, context, methods, and findings of each study. The second stage involved coding findings related to teacher profession policy, such as regulation, certification, competence, welfare, equity, and implementation.

The third stage involved grouping codes into broader analytical themes: (1) legal foundation and direction of teacher profession policy; (2) development of qualifications and professional competence; (3) teacher certification and welfare; (4) equity in distribution and access to professional development; and (5) effectiveness of implementation and policy evaluation. The fourth stage involved comparing findings across sources to identify consistent patterns, differences in results, recurring obstacles, and aspects not yet adequately explained in the literature.

The findings were then analyzed using five assessment dimensions established as the study's analytical framework: policy relevance to the needs of the teaching profession, consistency of implementation with policy objectives, effectiveness of reported outcomes, equity of benefits and opportunities for professional development, and sustainability of policy support. These dimensions were used as interpretive tools for assessing the available evidence, not as indicators that have all been empirically measured by prior studies. Where evidence for a dimension is limited, that limitation is stated explicitly.

The final stage was to construct a synthesis linking the regulatory foundation with implementation findings and their implications for the quality of the teaching profession. The synthesis results were then used to formulate conclusions on the strengths of the policy, problems in implementation, and recommendations for improvement supported by the literature. This approach is consistent with Snyder's (2019) view that a quality literature review must go beyond descriptive summary and produce an integration of findings useful for advancing knowledge and policy practice.

The validity of the analysis was maintained through checking the correspondence between claims, findings, and the sources used; comparing findings across several publications; and re-examining the bibliographic identity

DOI: 10.58518/gajie.vii24.5560
Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

and substance of policy documents. Differences in findings across sources were not automatically treated as errors but were analyzed by considering differences in context, object of study, methods, and scope of research.

This study has limitations because its conclusions depend on the availability, coverage, and quality of the literature obtained. Findings from a literature review also cannot directly prove causal relationships between policy and education outcomes if the sources reviewed do not provide adequate empirical evidence. The study's conclusions are therefore limited to patterns of findings, literature-based assessment, and policy implications supported by the sources. Transparency regarding search strategy, selection criteria, and analytical process is an important part of maintaining the traceability and credibility of the research results

RESULTS AND DISCUSSION

Based on the analysis of ten prior studies, education policy on the teaching profession in Indonesia was found to cover several main aspects: the legal foundation of the teaching profession, improvement of competence and professionalism, certification and welfare, equity in teacher distribution, and effectiveness of policy implementation. These five aspects are interrelated in determining the capacity of education policy to support teacher professionalism and improve the quality of education services.

The synthesis shows that teacher profession policy already has a clear regulatory basis, but its implementation still faces a number of problems. Problems recurring in the literature include competency gaps, limited access to training, uneven teacher distribution, administrative burdens, welfare issues, and a mismatch between policy objectives and implementation conditions. These findings indicate that assessing teacher profession policy requires considering the relationship between policy design, implementation process, and reported outcomes.

Based on the comparison of research findings, the main findings can be grouped as follows.

Table 1. Thematic synthesis of research on education policy relating to the teaching profession in Indonesia

Research theme	Main sources	Synthesis of findings
Legal foundation and regulation of the teaching profession	Darmawan (2020); Sari et al. (2025)	Regulation provides the basis for academic qualifications, competence, certification, and professional development of teachers. However, the existence of regulation needs to

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

		be followed by consistent implementation.
Professionalism and competency development	Oktoberia (2025); Hasan et al. (2024); Mauzifa et al. (2025)	Mastery of pedagogical, professional, social, and personality competencies is an important element of professionalism. Competency development faces obstacles in the form of limited policy understanding and access to training.
Certification and policy effectiveness	Mulyadi et al. (2025); Oktoberia (2025)	Certification and training are instruments for improving professionalism. However, improved welfare is not always followed by a significant improvement in pedagogical performance.
Welfare and working conditions	Mulyadi et al. (2025); Susanto et al. (2025)	Welfare, motivation, and administrative burden are factors that need attention in teacher professional development.
Equity and access to professional development	Fadilah et al. (2025); Susanto et al. (2025); Shakilla (2024)	Regional disparities, uneven teacher distribution, limited infrastructure, and access to training in 3T regions hinder professional development.
Policy implementation gap	Dahyanti et al. (2025); Fadilah et al. (2025); Mauzifa et al. (2025)	There is a gap between the policies formulated and their implementation, related to limited resources, policy understanding, and local conditions.

Source: Processed from the ten studies in the research reference document.

The table shows that prior studies converge on the importance of teacher profession policy but also identify different implementation problems. Darmawan (2020) focuses primarily on the legal foundation of the teaching profession, while more recent studies discuss program effectiveness, equity of access to professional

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

development, and obstacles to policy implementation. These differing focuses provide a basis for assessing teacher profession policy more comprehensively through a synthesis of these various dimensions.

Legal Foundation and Direction of Teacher Profession Policy

Darmawan (2020) explains that Law Number 14 of 2005 on Teachers and Lecturers is an important legal foundation for regulating the teaching profession (Republik Indonesia, 2005). The regulation sets out requirements for academic qualifications, competence, and educator certificates. Sari et al. (2025) also show that education policy plays a role in shaping the framework for professional development through provisions on qualifications, competence, certification, and budget support. As an operational derivative, Minister of Education, Culture, Research, and Technology Regulation Number 19 of 2024 on Teacher Professional Education regulates participants, delivery, human resources, quality assurance, and monitoring and evaluation of PPG (Kementerian Pendidikan, Kebudayaan, Riset, dan Teknologi, 2024).

These findings show that teacher professional development in Indonesia does not take place without a regulatory framework. The government has established a legal basis for determining professional requirements and the direction of teacher development. However, the existence of regulation is not sufficient to show that policy objectives have been achieved. Assessment needs to be directed at consistency of implementation, accessibility of programs, and the benefits of policy for improving teacher quality.

Competency Development and Teacher Professionalism

Oktoberia (2025) stresses that teacher competencies covering pedagogical, personality, social, and professional aspects play an important role in improving education quality. This finding is consistent with Hasan et al. (2024), who emphasize that the professionalism of PAI teachers requires comprehensive mastery of competencies and continuous qualification development.

In the context of policy implementation, Mauzifa et al. (2025) found challenges in the form of teachers' limited understanding of policy, uneven access to professional training, and a performance evaluation system that is not yet optimal. Meanwhile, Shakilla (2024) identified variation in the professional competence of PAI teachers, including limited access to training for teachers in 3T regions and excessive administrative burdens. Similar findings have been reported in studies on teacher certification, which show that although certification influences motivation and awareness of professional development, its effect on practical

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

pedagogical competence remains limited; many teachers still struggle with innovative teaching methods and student-centered approaches (Garuda Kemdiktisaintek, 2025).

Overall, these findings indicate that improving competence cannot be achieved adequately through the establishment of professional standards alone. Policy also needs to provide access to continuous development, support the application of knowledge in learning, and ensure that performance evaluation can be used to improve teacher competence.

Certification, Welfare, and Policy Effectiveness

Mulyadi et al. (2025) found that certification policy and continuous training can have a positive effect on teachers' economic welfare, but this effect is not always accompanied by a significant improvement in pedagogical performance. This finding shows that policy success indicators need to distinguish between economic benefits and changes in the quality of professional practice.

On the other hand, Susanto et al. (2025) identify teacher welfare and motivation as part of the challenges in improving educator quality. Oktoberia (2025) also highlights welfare and limited infrastructure as obstacles to teacher professionalism. Survey data from Dompet Dhuafa and the Institute for Demographic and Poverty Studies (IDEAS) in 2024 show that 74.3% of honorary or contract teachers earn below IDR 2 million per month, and 20.5% of them earn below IDR 500 thousand (MPR RI, 2025). This condition shows that welfare remains a substantive challenge in the teaching profession.

Based on these findings, certification and professional development programs need to be assessed through more than one indicator. Improved welfare is an important aspect but cannot be the sole measure of policy success. Assessment also needs to consider mastery of competencies, application of teaching methods, continuous professional development, and support from the working environment.

Equity in Teacher Distribution and Access to Professional Development

Susanto et al. (2025) found that uneven teacher distribution, especially in 3T regions, is one of the structural challenges in improving education quality. Fadilah et al. (2025) also identify regional disparities, limited infrastructure, and unequal teacher competence as obstacles to education policy implementation. Shakilla's (2024) findings reinforce this problem through a discussion of limited access to professional training for PAI teachers in 3T regions.

A study on the distribution of public elementary school teachers in East Java found that unequal teacher distribution is influenced by recruitment policy, placement not based on the real needs of schools, limited regional incentives, and negative perceptions of distant and hard-to-reach duty locations (Kawuryan et al.,

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

2021; see also Garuda Kemdiktisaintek, 2025). This finding indicates that the effectiveness of teacher profession policy is closely related to equity of opportunity. Professional development programs available nationally do not necessarily provide equal benefits when access to training, facilities, mentoring, and resources differs between regions.

Policy assessment therefore needs to consider not only the number of programs organized but also the distribution of their benefits. Effective policy should be able to reach teachers with different needs and working conditions, including those working in areas with limited educational facilities.

Gap Between Policy Formulation and Implementation

Dahyanti et al. (2025) show that the gap between the policies formulated and their implementation remains a problem in efforts to improve education quality. Fadilah et al. (2025) identify limited infrastructure, unequal competence, and bureaucratic inefficiency as obstacles to implementation. Meanwhile, Mauzifa et al. (2025) highlight limited policy understanding, access to training, and performance evaluation in the context of PAI teachers.

Mulyadi et al. (2025) also report that implementing the Merdeka Curriculum faces obstacles related to teacher readiness and supporting infrastructure. These findings show that policy implementation takes place under institutional and regional conditions that are not always uniform. In the context of accelerating certification, data from the Ministry of Primary and Secondary Education show that nationally around 238 thousand teachers still do not hold educator certificates, although more than 800 thousand teachers completed certification through PPG in 2025 (Kemendikdasmen, 2025). This figure shows that efforts to ensure equitable access to certification still require serious attention.

Based on this synthesis, the success of teacher profession policy needs to be assessed by considering the interrelationship between policy objectives, implementer capacity, available resources, and evaluation mechanisms. Implementation gaps do not always indicate a weakness in policy formulation alone but may also be related to limited support and a mismatch between programs and the needs of implementers in the field.

Teacher Profession Policy: Regulatory Strength and Implementation Challenges

The synthesis shows that education policy on the teaching profession in Indonesia already has a regulatory foundation governing professional requirements and development. Darmawan (2020) and Sari et al. (2025) show the importance of regulation in providing direction for teacher professional development. However, Mulyadi et al. (2025), Fadilah et al. (2025), and Dahyanti et

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

al. (2025) show that the existence of policy has not always been followed by optimal implementation.

Analytically, this condition points to a difference between the regulatory capacity and the implementation capacity of policy. Regulatory capacity refers to the ability of policy to set standards, requirements, and directions for professional development. Implementation capacity, by contrast, relates to the ability of implementing institutions to provide resources, communicate information, support teachers, and evaluate implementation outcomes.

This difference matters because policy quality cannot be judged solely by the completeness of rules. Regulations with good objectives can still produce limited results if their implementation is not supported by adequate infrastructure, funding, coordination, and capacity development. Assessing teacher profession policy therefore requires combining analysis of regulatory substance with analysis of implementation conditions. UIN Sulthan Thaha Saifuddin Jambi (2026) stresses that policy must not stop at meeting administrative indicators but must ensure real change in teachers' competence, attitudes, and professional practice.

These findings also imply that policy reform should not be oriented solely toward creating programs or changing rules. Attention needs to be directed at consistency of implementation, alignment between policy objectives and instruments, and the capacity of the education system to provide support on a sustained basis.

Teacher Certification and the Importance of Outcome-Based Assessment

One important finding in the literature is that certification and professional development can provide benefits, but the results are not always uniform. Mulyadi et al. (2025) report a positive effect of certification and training on teachers' economic welfare without always finding a significant improvement in pedagogical performance. This finding is reinforced by studies showing that teacher certification influences motivation and awareness of professional development, but its effect on practical pedagogical competence remains limited (Garuda Kemdiktisaintek, 2025).

These findings raise an evaluative question: is it sufficient to judge policy success by the fulfillment of certification requirements and the delivery of programs, or should changes in competence and classroom practice also be examined? Given the objective of improving education quality, policy assessment should distinguish output indicators from outcome indicators.

Outputs may include the number of teachers participating in training or obtaining educator certificates, while outcomes relate to changes in competence, teaching practice, and the quality of learning services. Both types of indicators are complementary but cannot be substituted for one another. A large number of

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

program participants, for example, does not by itself prove an improvement in learning quality.

Certification and professional development policy therefore need to be complemented by evaluation capable of assessing changes in competence and the application of training results. Mentoring, reflection on teaching practice, and development-oriented evaluation can be considered part of such a mechanism. This recommendation is an analytical implication of the literature synthesis, not a claim that all such mechanisms have been tested for effectiveness by the ten studies reviewed.

Teacher Professionalism as a Product of Continuous Development

Findings from Oktoberia (2025), Hasan et al. (2024), Mauzifa et al. (2025), and Shakilla (2024) show that teacher professionalism encompasses various competencies and is influenced by conditions of professional development. Pedagogical, professional, social, and personality competencies relate not only to mastery of subject matter but also to the ability to design learning, interact with students, and carry out professional responsibilities.

In the context of policy, these findings indicate that professionalism should not be treated as a condition that is complete once a teacher meets formal requirements. Professionalism is better understood as a capacity that needs to be maintained and developed in line with changing learning needs, advances in knowledge, and conditions in the educational environment.

Professional development policy therefore needs to consider continuity between initial education, PPG, in-service training, mentoring, and performance evaluation. If development programs run separately without clear linkages, their benefit to classroom practice may be limited. Conversely, development connected to teachers' actual needs can provide a more relevant basis for improving competence. In this framework, educator certification is positioned not as an endpoint but as part of a continuous professional development process (Kemendikdasmen, 2025).

Findings on teachers' limited understanding of policy and limited access to training also point to the importance of policy communication that is easy to understand and development opportunities that teachers can actually reach. Responsibility for improving professionalism should therefore not rest solely on individual teachers but also requires support from the education system and provider institutions.

Welfare and Working Conditions as Part of Policy Assessment

Findings from Mulyadi et al. (2025) and Susanto et al. (2025) show that welfare, motivation, and working conditions are aspects that need attention in

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

teacher professional development. Shakilla (2024) highlights excessive administrative burdens as one obstacle to developing the competence of PAI teachers. Survey data from Dompet Dhuafa and IDEAS in 2024, showing that 74.3% of honorary teachers earn below IDR 2 million per month, reinforce the urgency of this issue (MPR RI, 2025).

Analytically, these findings indicate that policies to improve professionalism need to be assessed alongside policies governing working conditions. Demands to improve competence and learning quality will be difficult to meet optimally if teachers have limited time to develop themselves or face administrative burdens that reduce opportunities to prepare for teaching.

This does not mean that welfare automatically produces better performance. Mulyadi et al. (2025) actually show that economic benefits are not always followed by a significant improvement in pedagogical performance. The relationship between welfare and professionalism should therefore be understood as a problem involving several factors, including competence, organizational support, working conditions, and development opportunities.

The policy implication is the need for assessment that integrates welfare, workload, competency development, and professional performance. In this way, evaluation assesses not only the material benefits of a program but also whether the working environment supports teachers in carrying out their professional responsibilities.

Equity as a Dimension of Justice in Teacher Profession Policy

The gaps in teacher distribution, infrastructure, and access to training reported by Susanto et al. (2025), Fadilah et al. (2025), and Shakilla (2024) show that teacher profession policy needs to be assessed from an equity perspective. The same program does not necessarily provide the same benefits when teachers face different regional conditions, facilities, and institutional support. A study on the distribution of public elementary school teachers in East Java found that unequal teacher distribution is influenced by recruitment policy, placement not based on the real needs of schools, limited regional incentives, and negative perceptions of distant duty locations (Kawuryan et al., 2021).

In policy assessment, effectiveness and equity are two related but distinct dimensions. Effectiveness relates to the achievement of policy objectives, while equity relates to the distribution of access and benefits among groups or regions. A program may achieve certain results in aggregate while still leaving groups of teachers without adequate development opportunities.

Teacher professional development policy therefore needs to consider teachers' needs based on the context in which they work. Flexible training support, use of technology suited to available infrastructure, professional mentoring, and

DOI: 10.58518/gajie.vii24.5560
Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

strategies for equitable teacher distribution can be considered as directions for improvement. However, the choice of these instruments needs to be adapted to local needs and evaluated based on their implementation outcomes. Findings on 3T regions also remind us that equity cannot be achieved merely through the formal availability of programs. Real access to programs, availability of time, supporting facilities, and opportunities to apply training results need to be part of the assessment. In this way, the principle of justice in teacher profession policy can be translated into attention to the distribution of opportunities and professional support.

Strengthening Implementation Evaluation and Policy Accountability

Dahyanti et al. (2025), Fadilah et al. (2025), and Mauzifa et al. (2025) all identify problems of policy implementation, albeit with different research focuses. These problems include the gap between formulation and implementation, limited resources, policy understanding, and performance evaluation mechanisms that are not yet optimal.

The similarity of these findings indicates that implementation evaluation needs to be an integral part of teacher profession governance. Policy designed without adequate feedback mechanisms risks maintaining programs that do not meet the needs of implementers. Conversely, evaluation that collects and uses information regularly can help identify obstacles, adjust implementation, and improve support for teachers.

Such evaluation should ideally cover the alignment of objectives and implementation, resource availability, program reach, changes in competence, and the obstacles experienced by teachers. The involvement of teachers and schools is also relevant to ensure that evaluation does not rely solely on administrative reports but considers the experience of those implementing policy.

In this context, accountability does not merely mean reporting budget use or program target achievement. Accountability also includes the ability to explain whether policy provides the expected benefits, which groups still face obstacles, and what improvements are needed. This emphasis is consistent with literature findings showing that challenges in the teaching profession stem not only from the substance of regulation but also from implementation conditions.

A Framework for Assessing Teacher Profession Policy in Indonesia

Based on the synthesis of ten studies, the assessment of education policy on the teaching profession can be organized through five analytical dimensions. These dimensions are used to integrate literature findings and direct evaluation of policy more systematically.

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

Table 2. Framework for assessing education policy relating to the teaching profession

Assessment dimension	Evaluative question	Indicators that can be examined
Policy relevance	Are policy objectives and instruments aligned with the needs of the teaching profession?	Alignment of regulation with needs for qualifications, competence, and professional development.
Implementation consistency	Is policy implemented in accordance with established objectives and provisions?	Clarity of implementation, institutional support, policy understanding, and administrative obstacles.
Outcome effectiveness	Does policy produce the expected changes?	Changes in competence, classroom practice, professional development outcomes, and reported program benefits.
Equity of benefits	Do teachers receive adequate access and support in a fair manner?	Teacher distribution, access to training, infrastructure, and support for 3T regions.
Sustainability	Is professional development supported consistently over the long term?	Continuity of training, welfare support, competency development, and periodic evaluation.

Source: Developed based on the synthesis of prior research.

This framework is a conceptual development from the literature reviewed, not an assessment instrument that has been tested for validity and reliability. Its application in this study aims to help organize findings, compare implementation problems, and formulate policy implications.

Overall, the synthesis shows that assessing teacher profession policy needs to go beyond examining the existence of regulations and programs. Assessment must connect policy objectives with the implementation process, reported outcomes, equity of benefits, and sustainability of support. With this framework, policy studies can provide a more balanced picture of the aspects that have been built and the problems that still require attention.

Based on the results and discussion, several policy implications can be considered. First, teacher professional development needs to connect certification, PPG, and continuous training with the evaluation of competence and classroom practice. This is necessary so that program success is not measured solely by

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

participation or fulfillment of formal requirements. Second, policies to improve professionalism need to consider teacher welfare and working conditions. Reducing non-essential administrative burdens, supporting competency development, and providing a supportive working environment can be considered part of efforts to strengthen professionalism.

Third, the government and education providers need to pay attention to gaps in teacher distribution and access to professional development between regions. Support needs to be adapted to local conditions, especially for regions with limited infrastructure and access to training. Fourth, policy evaluation needs to be carried out continuously using indicators that distinguish program outputs from outcomes achieved. Information on program reach, changes in competence, implementation obstacles, and equity of benefits can be used to improve policy implementation. Fifth, the process of policy formulation and evaluation needs to involve teachers and schools so that implementers' needs can be taken into account more accurately. A participatory approach can help identify gaps between policy design and actual conditions, as highlighted in the study by Dahyanti et al. (2025).

These implications should be understood as recommendations derived from the literature synthesis. The priority and effectiveness of each recommendation still need to be tested through more in-depth policy evaluation, including empirical research involving teachers, school administrators, and relevant stakeholders.

CONCLUSION

Based on the literature review, education policy on the teaching profession in Indonesia already rests on a clear regulatory foundation, most notably Law Number 14 of 2005 on Teachers and Lecturers (Republik Indonesia, 2005). This law positions teachers as professionals who are expected to meet academic qualification requirements, possess the required competencies, hold an educator certificate, and continue developing their professionalism throughout their careers. A range of policies, *Pendidikan Profesi Guru* (PPG) or educator certification training and competency development shows that the government has been working to raise teacher quality and strengthen national education.

Having regulations and professional development programs in place does not automatically mean teacher quality improves evenly across the board. The literature reviewed shows that policy effectiveness still depends heavily on how well implementation is carried out, how prepared teachers are, whether facilities and infrastructure are available, how accessible training is, what teachers' welfare looks like, and how geographic conditions and differing regional capacities come into play. Educator certification, for instance, can support professional recognition and improve teacher welfare, but better welfare does not always go hand in hand with stronger pedagogical competence or better classroom practice. Nor is it enough

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

to judge teacher professionalism by diplomas, certificates, or training attendance alone. Professionalism needs to show up in subject mastery, the ability to design and deliver instruction, a solid personality, social skills, and the capacity to evaluate learning outcomes and adapt teaching to students' needs. Competency development therefore has to be continuous and tied to what schools actually need, including for Islamic Religious Education (PAI) teachers.

This study also points to a gap between what policy sets out to achieve and how it plays out in practice. Uneven teacher distribution, limited training in certain regions, administrative burdens, budget constraints, and unequal infrastructure all pose challenges that can undercut policy effectiveness (Kawuryan et al., 2021; MPR RI, 2025). Assessing teacher profession policy therefore needs to look at how well regulations fit the context, how consistently they are implemented, what competency development actually produces, whether opportunities are distributed fairly, and whether support is sustained over time. Overall, teacher profession policy should be understood as something that is continuously evaluated, not just a series of administrative programs.

First, the government needs to strengthen post-certification evaluation mechanisms so that they measure PPG's impact on classroom practice, not just the number of graduates. Second, teacher distribution policy should be based on data about what schools actually need, with adequate incentives for placement in 3T regions. Third, administrative burdens should be streamlined so that teachers have enough time for professional development. Fourth, teachers and schools should be involved in policy formulation and evaluation to ensure that policies fit local needs. Fifth, further research using empirical data is needed to test how effective these recommendations are in a more rigorous way.

BIBLIOGRAPHY

Andriani, I., Arafat, Y., & Mulyadi. (2021). Pengaruh sertifikasi guru dan motivasi kerja guru terhadap kinerja guru. *Jurnal Pendidikan Tambusai*, *5*(1).

Dahyanti, D. dkk. (2025). Kesenjangan implementasi kebijakan pendidikan di Indonesia. *Jurnal Kebijakan Pendidikan*, *14*(1), 45–60.

Daheri, M., Pattiasina, P. J., Saputra, N., Nurdiansyah, N. M., & Uzlifah, L. (2023). Pengaruh reward dan punishment terhadap profesionalisme guru. *Munaddhomah: Jurnal Manajemen Pendidikan Islam*, *3*(4), 388–397. https://doi.org/10.31538/munaddhomah.v3i4.304

Darmawan, I. (2020). Landasan hukum profesi guru di Indonesia. *Jurnal Pendidikan dan Kebudayaan*, *5*(2), 112–128.

Fadilah, D. dkk. (2025). Hambatan implementasi kebijakan pendidikan: Perspektif regional. *Jurnal Ilmu Pendidikan*, *27*(1), 33–48.

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

Garuda Kemdiktisaintek. (2025). *Dampak sertifikasi guru terhadap kompetensi pedagogik guru di UPT SD Negeri 007 Pulau Lawas*. https://garuda.kemdiktisaintek.go.id/author/view/9257897

Hasan, M. dkk. (2024). Profesionalisme guru PAI: Kompetensi pedagogik, profesional, sosial, dan kepribadian. *Jurnal Pendidikan Agama Islam*, *12*(2), 89–104.

Juniardi, M. A. (2024). Pengaruh sertifikasi terhadap kinerja guru dalam perencanaan dan pelaksanaan pembelajaran. *Jurnal Evaluasi Pendidikan*, *14*(1), 33–48. [Catatan: data bibliografis sebagian diverifikasi melalui penyebutan dalam sumber sekunder.]

Kawuryan, S. P., et al. (2021). Ketimpangan distribusi guru sekolah dasar negeri dan pemerataan akses mutu pendidikan. *Jurnal Analisis Kebijakan Pendidikan*, *9*(2), 145–162. https://makassar.lan.go.id/jap/index.php/jap/article/download/607/133/

Kemendikdasmen. (2025). *Kemendikdasmen dorong percepatan sertifikasi pendidik melalui pendataan guru di Kabupaten Garut*. https://www.kemendikdasmen.go.id/download/file/1686

Kementerian Pendidikan, Kebudayaan, Riset, dan Teknologi. (2024). *Peraturan Menteri Pendidikan, Kebudayaan, Riset, dan Teknologi Nomor 19 Tahun 2024 tentang Pendidikan Profesi Guru*. https://peraturan.bpk.go.id/Details/287342

Lubis, S. (2020). Pendidikan Profesi Guru untuk meningkatkan mutu pendidikan. *Inovasi Kurikulum*, *17*(2), 117–122. https://ejournal.upi.edu/index.php/JIK/article/download/51713/20451

Mardhatillah, O., & Surjanti, J. (2023). Peningkatan kompetensi pedagogik dan profesionalitas guru di Indonesia melalui Pendidikan Profesi Guru (PPG). *Jurnal Pendidikan Ekonomi Undiksha*, *15*(1), 103.

Mauzifa, N., Irawan, R., & Rahman, F. (2025). Pemahaman guru terhadap kebijakan pendidikan dan akses pelatihan. *Jurnal Studi Guru*, *8*(1), 55–70.

MPR RI. (2025). *Lestari Moerdijat: Kesejahteraan saja tak cukup, tata kelola dan kompetensi guru harus berjalan seiring*. https://mpr.go.id/berita/lestari-moerdijat-kesejahteraan-guru-tata-kelola-kompetensi

Mulyadi, M. dkk. (2025). Efektivitas kebijakan sertifikasi dan pelatihan berkelanjutan. *Jurnal Evaluasi Pendidikan*, *13*(1), 22–38.

Oktoberia, R. (2025). Kompetensi guru dan kesejahteraan: Sebuah analisis kritis. *Jurnal Pendidikan Nasional*, *10*(1), 77–92.

Pangestika, M. W., & Fitri, R. (2015). Pendidikan Profesi Guru sebagai program pengganti Akta IV. *Jurnal Pendidikan Dasar*, *6*(1), 55–68. [Catatan: data bibliografis belum sepenuhnya terverifikasi melalui sumber daring.]

Republik Indonesia. (2005). *Undang-Undang Nomor 14 Tahun 2005 tentang Guru dan Dosen*. https://peraturan.bpk.go.id/Details/40266/uu-no-14-tahun-2005

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)

Ristianey, F., Harapan, E., & Destiniar, D. (2020). Pengaruh sertifikasi guru dan motivasi kerja terhadap kinerja guru. *JMKSP (Jurnal Manajemen, Kepemimpinan, dan Supervisi Pendidikan)*.

Raikhan, Dampak Sertifikasi Terhadap Lembaga Pendidikan Islam, Darajat : Jurnal PAI Volume 2 Nomor 2 September 2019

Sari, D. P., Najib, M., & Hadi, S. (2025). Kerangka regulasi dan dukungan anggaran dalam pengembangan profesionalisme guru. *Jurnal Kebijakan Publik*, *16*(1), 1–16.

Sativa, A., et al. (2023). Kurikulum PPG: Integrasi teori dan praktik dalam penyiapan guru profesional. *Jurnal Pendidikan Tinggi*, *11*(2), 145–162. [Catatan: data bibliografis belum sepenuhnya terverifikasi melalui sumber daring.]

Shakilla, N. (2024). Kompetensi profesional guru PAI di wilayah 3T. *Jurnal Pendidikan Islam*, *15*(2), 201–218.

Snyder, H. (2019). Literature review as a research methodology: An overview and guidelines. *Journal of Business Research*, *104*, 333–339. https://doi.org/10.1016/j.jbusres.2019.07.039

Sugiono, E., et al. (2022). Sertifikasi tanpa pelatihan pendukung dan penurunan motivasi kerja guru. *Jurnal Manajemen Sumber Daya Manusia*, *10*(1), 1–16. [Catatan: data bibliografis belum sepenuhnya terverifikasi melalui sumber daring.]

Susanto, A. dkk. (2025). Tantangan peningkatan kualitas guru di Indonesia: Distribusi, pelatihan, dan kesejahteraan. *Jurnal Manajemen Pendidikan*, *17*(1), 88–105.

UIN Sulthan Thaha Saifuddin Jambi. (2026). *Guru profesional: Lebih dari sekadar sertifikat*. https://uinjambi.ac.id/guru-profesional-lebih-dari-sekadar-sertifikat/

Licensed under Creative Commons Attribution 4.0 International (CC BY 4.0)