

## **Teacher and Lecturer Law-Based Policy Analysis Related to Teacher Profession Improvement and Standardization of Educators and Education in Indonesia**

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### **Abstract:**

Along with the rapid development of the times, teachers are required to improve their quality in order to be able to become professional educators. The issuance of the Teacher and Lecturer Law aims to improve national education, both in quality and quantity, so that Indonesian human resources can be more faithful, creative, innovative, productive, and knowledgeable in order to improve the welfare of the entire nation. Improving the quality of national education includes the national education system, the qualifications and competence of teachers and lecturers, the curriculum standards used, and other matters. In this study, using the library research method, studies related to various existing writings or literature in the form of books, journals, articles, theses, and other relevant sources originating from the internet were used. Research shows that the existence of the Teacher and Lecturer Law is one of the legal umbrellas that is being studied in educational law. Since the existence of the Teacher and Lecturer Law, teachers have been recognized as professional educators, the UUGD indicates that the model for implementing professional teacher education in Indonesia tends to be sequential. However, on the other hand, the model of professional teacher education is concurrent, and this model is still used by LPTK institution. As well as standards for measuring teacher performance in professional competence, there are four teacher competencies (or teacher professional standards): pedagogic, personality, social, and professional competence.

**Keywords:** Policy Analyst; Teacher and Lecturer law; professional

### **Introduction**

The challenges in the world of education recently experienced a significant increase when the Covid-19 pandemic hit and after the outbreak subsided. The face of the world of education has experienced many inevitable changes. As one of the important elements in the world of education, teachers are required to improve their quality so that they are able to become professional educators in line with the development and challenges of that era. This is in line with Subijanto's view that one of the essential factors that influence the quality of educational outcomes is the teacher. As professional educators, teachers have a strategic role in education. With the promulgation of Law of the Republic of Indonesia Number 14 of 2005 concerning Teachers and Lecturers (UUGD), teachers are recognized as professional positions (Cecep 2020).

The duties and responsibilities of teachers and lecturers are not easy. Teachers and lecturers are required to have adequate abilities or competencies, including personal competence, social competence, personality competence, and professional competence. The implementation of the duties and responsibilities of teachers and lecturers always needs to be controlled and developed in such a way that it is more optimal and relevant to existing needs. It has become mandatory that the profession of teachers and lecturers continuously upgrade their abilities and competencies.

In line with government policy, through Law No. 14 of 2005, Article 7 mandates that teacher professional empowerment be carried out through self-development that is carried out in a democratic, fair, non-discriminatory, and sustainable manner by upholding human rights, religious values, cultural values, national pluralism, and a professional code of ethics. Besides that, according to Article 20, in carrying out their professional duties, teachers are obliged to improve and develop academic qualifications and competencies on an ongoing basis in line with developments in science, technology, and art (Yunita, Khodijah, and Suryana, 2022).

So, bearing in mind the weight and complexity of building education, it is very important to make efforts to encourage and empower educators and teaching staff to be more professional. These efforts certainly must have the support and participation of all educators. This, of course, aims to make efforts to build a solid education and be able to develop towards a higher quality.

## **Research Methods**

In this article, the author will discuss policy analysis related to improving the teaching profession and the standardization of teaching and education staff in Indonesia based on the teacher and lecturer law. The method used is library research using studies related to various existing writings or literature, in the form of books, journals, articles, theses, and other relevant sources originating from the internet. For the stages carried out by the author, namely, after collecting various related sources, it is continued by reading and reviewing the sources that have been collected, making notes regarding the relevant core, and making a conclusion to be compiled and then written. So, it can be concluded that the type of data used in this writing is qualitative. It is this data in qualitative form that will also be changed and processed into descriptive data consisting of written data relevant to one another (Rasimin 2018).

## **Results and Discussion**

### **The Background to the Issuance of Policies on Teachers and Lecturers**

The success of education cannot be separated from the intervention of the teacher as an educator. The teacher is one of the factors that can determine the quality of education. Unfortunately, the quality of teachers in Indonesia is still considered low. This is based on the reality that many do not meet the required qualifications and competencies. This condition is also often associated with a very low level of teacher welfare. So, teachers cannot carry out their duties properly because they are divided into focusing on meeting the necessities of life, which are not fulfilled with the income they receive. Law on Teachers and Lecturers (also known as UUGD) was also born with the aim of improving national education, both in terms of quality and quantity, so that Indonesian human resources can be more faithful, creative, innovative, productive, and knowledgeable in order to improve the welfare of the

entire nation. Improving the quality of national education in question includes the National Education System, the qualifications and Competence of Teachers and Lecturers, the curriculum standards used, and other things.

In addition to regulating the important matters above, the UUGD also regulates other things that are no less important for the progress and welfare of teachers. There are five implications, which are also the background to the promulgation of Teacher and Lecturer Law Number 14 of 2005, including (Sutiono 2021):

1. The government considers education to have a strategic role in the framework of human resource development;
2. The issuance of the formal legality of teacher and lecturer law number 14 of 2005 is an effort to recognize and develop teaching as a profession;
3. The law on teachers and lecturers number 14 of 2005, on the ground of reality, when implemented, will increase the dignity and welfare of teachers;
4. The law on teachers and lecturers number 14 of 2005 will also provide directions for the development of the teaching profession so that they are able to face challenges in accordance with changes in local, national, and global life that need to be empowered and improve the quality of teachers in a planned, directed, and sustainable manner; and
5. The detailed formal rules in teacher and lecturer law number 14 of 2005 will also increase teachers' commitment to self-improvement, which the government will facilitate and society will support.

Teachers and lecturers have very strategic functions, roles, and positions in national development in the field of education, so they need to be established as a dignified profession. There are some purposes of making the Teacher and Lecturer Law (Sulaiman and Khoiri, 2023):

1. Upgrading the dignity, image, and teachers quality,
2. Increasing the responsibility of the teaching profession as teachers, educators, trainers, mentors, and learning managers,
3. Empowering and utilizing the teaching profession,
4. Providing welfare guarantees and protection for the teaching profession,
5. Improving the quality of education services and outcomes, and
6. Encouraging community participation and concern for teachers.

In relation to teachers and lecturers as educators, the importance of professional teachers and lecturers who meet the qualification standards is regulated in Article 8 of Law No. 14 of 2005 concerning Teachers and Lecturers (UUGD), which states that teachers are required to have academic qualifications, competencies, certificates as educators, be physically and mentally healthy, and have the ability to realize national education goals (Idris 2020).

In achieving these national education goals, the state formulates a national education policy by setting eight National Education Standards (SNP) as stipulated in the Government Regulation No. 19 of 2005. SNP is a minimum criterion or standard related to the implementation of the existing education system in all jurisdictions of the Unitary State of the Republic of Indonesia. The function of the SNP is as a basis for planning, implementing, and supervising education to realize

quality national education. Meanwhile, the main objective of the SNP is to ensure the quality of national education in the context of educating the nation's life and forming dignified national character and civilization. The eight SNPs are (Widiarto 2020):

1. Standard content;
2. Process standards;
3. Graduate competency standards;
4. Standards for educators and educational staff;
5. Facilities and infrastructure standards;
6. Standard management;
7. Financing standards; and
8. Educational assessment standards.

Of the eight SNPs, those related to teacher management are management standards and standards for educators and education staff. Management standards include management standards by education units, management standards by regional governments, and management standards by the central government. Meanwhile, those related to the standards of educators and education staff stated that educators or teachers must have academic qualifications and competence as learning agents, be mentally and physically healthy, and be able to realize national education goals. Educators must have a diploma or certificate of expertise in accordance with the provisions of the applicable law. The competencies that must be owned by educators include (Widiarto 2020):

1. Pedagogic competence;
2. Personal competence;
3. Professional competence; and
4. Social competence.

From this description, it can be seen that the birth of UUGD is a form of government effort to improve the quality of education in Indonesia. The law is expected to be a strong foundation for increasing professionalism and guaranteeing the welfare of educators, so that it will ultimately improve the quality of education. The birth of UUGD also aims to improve the national education system, both in terms of quality and quantity. Law No. 14 of 2005 concerning teachers and lecturers explains that both teachers and lecturers are required to have academic qualifications, competencies, educator certificates, and be physically and mentally healthy.

### **Teacher and Lecturer Professionalism Policy**

Law 14 of 2005 concerning Teachers and Lecturers was ratified by President. Susilo Bambang Yudhoyono on December 30, 2005. The law was promulgated in the State Gazette of the Republic of Indonesia of 2005 Number 157 and Elucidation of Law No. 14 of 2005 concerning Teachers and Lecturers in the Supplement to the State Gazette of the Republic of Indonesia Number 4586 by Menkumham Yusril Ihza Mahendra on December 30, 2005, in Jakarta (Jogloabang n.d.).

The Teacher and Lecturer Law Number 14 of 2005 is a formality that guarantees legal protection for teachers to be able to work safely, creatively, professionally, and happily, and is an acknowledgment of the teacher as a profession whose welfare needs to be considered. The implementation of Teacher and Lecturer

Law Number 14 of 2005 has made the teacher a professional position, which makes the teacher have certain duties and obligations so that his welfare needs to be considered in a broad sense, including salary, allowances, and a sense of security in carrying out his duties. This welfare is obtained through academic qualifications, competence, and teacher certification (Mukhlisin 2021).

The link between education policy and increasing teacher professionalism is based on the mission of improving the quality of education. So, one of the policies to improve teacher professionalism listed in the Regulation of the Minister of National Education Number 58 of 2008 concerning the Implementation of Undergraduate (S-1) Education Programs for in-Service Teachers, which states the following (Yunita, Khodijah, and Suryana 2022):

Article 2: The objective of implementing an undergraduate (S-1) education program for in-service teachers is to accelerate the improvement of academic qualifications for in-service teachers.

Article 3: The implementation of undergraduate education programs for in-service teachers is carried out by prioritizing: a) enabling teachers to have wider opportunities to gain increased academic qualifications without interfering with their duties and responsibilities at school; b) being able to realize an efficient, effective, and accountable in-service teacher education system and offer wider access to education services without neglecting quality.

Then in Government Regulation No. 19 of 2005 concerning National Education Standards in Chapter VI concerning Standards for Educators and Education Personnel, Article 29 Paragraph (2) states that educators at SD/MI (elementary school) or other equivalent forms have: a) minimum educational academic qualifications of diploma four (D-IV) or undergraduate (S1); b) higher education background in SD/MI education, other education, or psychology; and c) a teacher's professional certificate for SD/MI.

It is also strengthened in the Government Regulation Number 74 of 2008 concerning Teachers in Chapter II regarding Competence and Certification, Part Two, Article 4 Paragraph (1) states that educator certificates for Teachers are obtained through professional education programs organized by tertiary institutions that have programs for procuring accredited educational staff, both held by the government and the community and determined by the government.

The teacher professionalism policy is part of the education policy. This is reinforced in the Law on Teachers and Lecturers Number 14 of 2005, Chapter IV concerning Teachers, Part One concerning Qualifications, Competence, and Certification:

Article 8: Teachers must have academic qualifications, competencies, and educator certificates, be physically and mentally healthy, and have the ability to realize national education goals.

Article 9: The academic qualifications referred to in Article 8 are obtained through a higher education undergraduate program or diploma four program.

Article 11: (1) the educator certificate referred to in Article 8 is given to teachers who have fulfilled the requirements; (2) educator certification is held by tertiary institutions that have a program for procuring educational staff that is accredited and stipulated by the government.

Article 13: (1) the central and regional governments are obliged to provide budgets for improving the academic qualifications and certification of educators for



teachers in positions appointed by education units organized by the government, regional governments, and the community; (2) further provisions regarding the budget for increasing academic qualifications and educator certification as referred to in paragraph (1) shall be regulated by Government Regulation.

As a real implementation of the efforts and roles above, the government will implement the Teacher Professional Education (PPG) policy implemented by the LPTKs. In the implementation process, PPG is attended by graduates of Bachelor of Education and non-Educational Bachelor/D-IV (already taking 144–160 credits) who have the interest and talent to become teachers. They will take 1 (one) year or more of additional education to become professional teachers (get 18–20 credits for PGPAUD/PGSD and 36–40 credits for PGSMTP–PGSMTA). Therefore, it cannot be said that PPG is a shortcut to becoming a professional teacher, but rather a very difficult and long path to take. Even, to be able to take part in this PPG program, prospective applicants are also expected to take part in the SM-3T, namely the Bachelor of Teaching in the Remote, Outermost, and Leading Areas of the Territory of the Republic of Indonesia. After graduating from PPG, they will receive the title of Gr. and can only become CPNS.

PPG is also divided into two parts, namely pre-service education and in-service education. The number of prospective teachers participating in PPG must also be adjusted to meet the needs (supply and demand) (Iqbal et al., 2023).

Based on this explanation, the academic qualifications or certificates of academic education level that must be owned by teachers and lecturers must be in accordance with the type, level, and unit of formal education at the place of assignment. Thus, it is clear that teachers must meet the academic qualifications of S1 or D/Akta IV, both teachers who teach in TK/RA, SD/MI, SMP/MTS, and SMA/MA/SMK/MAK. The policies contained in Regulation of the Minister of National Education Number 58 of 2008, Government Regulation Number 19 of 2005, Government Regulation Number 74 of 2008, and Law Number 14 of 2005 are policies aimed at increasing competence so that teachers become professionals by paying attention to regulations and the law.

### **Implementation of Teacher and Lecturer Professionalism Policies**

Teachers must always improve their competencies by reading, writing scientific papers, attending seminars, discussions, further studies, and so on. A teacher must have four competencies, which include personal, social, pedagogic, and professional competencies. If a teacher already has these four competencies and is also a good teacher, then there will be such a thing as a teacher certification policy. This teacher certification is done by giving a certificate as a form of acknowledgment of being a professional teacher. In addition, certification is also carried out to improve the ability, professionalism, quality, and welfare of teachers.

In general, the teacher certification policy stipulated in the UUGD is that teachers who meet a number of requirements as determined by laws and regulations will be given an educator certificate. The process of certifying teachers as professional educators is carried out by tertiary institutions (LPTKs) (Educational Personnel Education Institutions) that have met the accreditation requirements set by the government. Thus, the LPTK tertiary institutions have the authority to organize certification programs and issue educator certificates for teachers. The provisions of the UUGD state that teachers who already have an educator certificate have the right

to be appointed to certain educational units as professional teachers. Thus, the government should only be allowed to appoint teachers in certain educational units. If this is done outside of these provisions, the government's actions have basically violated the rules of the teacher and lecturer law (Munawir, Aisyah, and Rofi'ah 2022).

The implementation of teacher professional education before the enactment of the Teacher and Lecturer Law tended to use the concurrent model (Iqbal et al., 2023). This concurrent model is a model for implementing teacher education that prepares prospective teachers and is carried out in one breath, one phase, between mastery of the field of study (subject matter) and pedagogical competence (educational science). This model has been used for more than 50 years in the implementation of teacher education in Indonesia. PTPG, FKIP, IKIP, SGB, SGA, SPG, SGO, and PGA, as forms of LPTK that have existed in Indonesia, use this model. This model assumes that a prospective teacher has started to enter the climate from the start, is animate, and is aware of the world of his profession. A teacher is not only required to master the field of study he will teach but also pedagogical, social, academic, and personality competencies as an educator. This competence is not something that is separate but rather a special ingredient composition that inspires it. If teachers are assumed to be professional officers, they must be professionally and deliberately prepared to become teachers, including in institutions that are deliberately created and prepared to educate prospective teachers. Criticism of this model is related to mastery of subjects (fields of science) which is considered weak. They are seen as less capable than a bachelor in (pure) science. This is considered a weakness and is attributed as one of the factors causing the low competence of teachers who have been prepared so far at LPTKs (Efferi 2015).

Along with the times, the policy of professional teacher education in Indonesia is regulated in the Law of the Republic of Indonesia Number 14 of 2005 concerning Teachers and Lecturers, or known as UUGD. After the enactment of the UUGD, the teacher administration model in Indonesia tends to use a sequential model (Yunita, Khodijah, and Suryana, 2022). The assumptions used in this model require teachers to be prepared in a different manner or sequence. This means that prospective teachers were not previously educated in the LPTK setting. They are undergraduates in the field of science, after that, they take further education at the LPTK to obtain an educational certificate that has been positioned as a teacher's professional license. This model requires a bachelor's degree in the field first and then an educational certificate as an educational profession certification. The benefit of this model is to create a teacher with a better mastery of subject but lack of competence in education (pedagogical), social, and personality as prospective teachers. In this pattern, the preparation of subject matter with pedagogical, social, and personality competencies is a different thing, not an integrated professional education design. Since the enactment of the Teacher and Lecturer Law, it seems that the implementation of teacher education currently tends to be carried out using a sequential model; this can be seen in Article 12, which reads: "Everyone who has obtained an educator certificate has the same opportunity to be appointed as a teacher in an educational unit." One of the impacts is the increased public interest and appreciation of the teaching profession. Besides that, the Law also stipulates that the teaching profession must have a minimum education of S-1 or D-4, both educational and non-educational. This implies that the teaching profession is an open profession,

not only for graduates from educational institutions for teaching staff (LPTK), but also for non-LPTKs (Efferi 2015).

Even though this tends to be the case, the implementation of teacher professional education, on the other hand, still maintains a concurrent model that is held at LPTK tertiary institutions. This can be observed from several provisions contained in Law of the Republic of Indonesia Number 14 of 2005 concerning Teachers and lecturers (Iqbal et al., 2023).

From this explanation, it can be understood that the purpose of Certification is to become a means or instrument to achieve a goal. There needs to be awareness and understanding from all parties that certification is a means to quality. This awareness and understanding will give birth to the right activities, ensuring that whatever is done is done to achieve quality. The main goal is not to get a professional allowance but to be able to show that the person concerned already has the competence required by the teacher competency standards. Professional allowances should be considered a logical consequence that accompanies the ability. By being aware of this, teachers will not look for other ways to obtain professional certificates except by preparing themselves by studying the right way to obtain certification. Based on this, certification will have a positive impact, namely increasing the quality of teachers.

### **Evaluation of Teacher and Lecturer Professionalism**

In realizing a Professional Teacher, each party has an important role to play and must actively carry out its mission. Parties involved include Sriwahyuni et al. (2021).

1. The role of the LPTK is to become a "candradimuka crater" for the complete education of prospective teachers; to provide a selective recruitment process; to provide many practical portions, both for building professional ethics and other skills; to develop various innovations to enrich abilities and develop the personalities of prospective teachers; to act as a performance-enhancing institution; and to build cooperation and role synergy with related elements and stakeholders;
2. The role of the teacher, the appreciation of the profession; the teacher is a chosen profession and not an alternative with all the consequences; professional development as an integral part that is carried out inherently with the implementation of the main duties and functions of the teacher, in the context of increasing professionalism and not merely promotion; consistently and consequently, strives to build a person as a competent professional position holder;
3. The role of the government: improving management and implementing teacher management authority more precisely; being consistent; implementing rewards and punishments to prepare the necessary instruments; facilitation of competency development (revitalization of KKG/MKKS/MGMP; comprehensive technical technical research activities; provision of scientific media; competition vehicles; professional development groups; inherently adaptive and continuous development of the profession).

In order for teacher performance to be improved and to make the best possible contribution to students and the school as a whole, it is necessary to evaluate teacher



performance. According to Ronald T.C. Boyd, teacher performance evaluation is designed to serve two purposes: first, to measure teacher competency; second, to support professional development. Therefore, the teacher performance evaluation system must provide benefits as feedback to meet various needs in the classroom and can provide opportunities for the development of the school and the teacher himself. According to Robert Bacal, teacher performance management is a continuous process of communication and is carried out in partnership between the teacher and his superiors or assessors. This process includes activities to build agreement and understanding of existing demands, both related to responsibility for the success of students, teachers, and the school itself (Iqbal et al., 2023).

In Indonesia, in the era of teacher certification, the standards for measuring the performance of professional competence teachers are the four teacher competencies (or teacher professionalism standards: Pedagogic, Personality, social, and Professional Competence), which indicate that all professional teachers state that a competent teacher must have understanding of the characteristics of students, mastery of fields of study, both from scientific or educational institutions, the ability to organize learning to educate, and the willingness and ability to develop professionalism and personality in a sustainable manner. Teacher performance can also be seen and assessed from a sense of responsibility in carrying out the mandate, the profession in which he will hold moral responsibility (Yunita, Khodijah, and Suryana, 2022).

In addition, the role and position of teachers need to be strengthened to achieve the goals of implementing the education system. Unfortunately, the current management of teachers has not supported the optimization of teacher performance. Therefore, several integrative policy breakthroughs are needed to form reliable teachers. First, integrated database system management. Second, provision of budget allocations for improving teacher academic qualifications. Third, the division of authority between the central and regional governments should be collaborative and mutually supportive. Fourth, the need for a professional, transparent, and accountable selection and recruitment process. Fifth, the implementation of teacher protection in carrying out their duties. Sixth, completion of teacher certification in positions that have not been completed. Seventh, the reduction of administrative and technical work because the teacher's workload is already heavy. Eighth, fostering and developing teacher competencies on an ongoing basis (Widiarto 2020).

Teacher competence improvement and development activities should not stop when the teacher has received a certificate. The development of technology and science requires that every teacher also increase their capacity, competence, and expertise in the field of education and teaching. Therefore, the government needs to design or develop a teacher's strategic HR development program based on the development of science and technology.

## **Conclusion**

Based on the explanation above, it can be concluded that teachers play a very strategic role within the framework of carrying out their functions and realizing the goals of national education. Today's students are future human beings who are expected to be able to master science and technology, be skilled, have national character, and become religious people. This policy for the teaching profession in Indonesia is regulated in the Law of the Republic of Indonesia Number 14 of 2005

concerning Teachers and Lecturers (known as UUGD). This law regulates the concepts, principles, and provisions relating to teachers that are part of the policies in the field of education. For this reason, the existence of the UUGD is one of the legal umbrellas that is being studied in education law. Since the existence of the Teacher and Lecturer Law, teachers have been recognized as professional educators.

The UUGD indicates that the model for implementing professional teacher education in Indonesia tends to be sequential. However, the model of concurrent teacher professional education is also maintained by TTI universities. This is, of course, an irony for the graduates of the LPTKs, who were formed from the outset to become professional teacher candidates. Thus, if the teaching profession is given to those who are not experts, it will ruin the profession.

The standards for measuring the performance of professional competence teachers are the four teacher competencies (or teacher professional standards: Pedagogic, Personality, social, and Professional Competence), which show all professional teacher figures stating that a competent teacher must have an understanding of the characteristics of students, mastery of the field of study, either from a scientific or educational institution, the ability to organize educational learning, and the will and ability to develop professionalism and personality in a sustainable manner. Teacher performance can also be seen and assessed from a sense of responsibility in carrying out the mandate, the profession in which he will hold moral responsibility.

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