

TRANSFORMATION OF NEW MODEL PRE-SERVICE TEACHER PROFESSIONAL EDUCATION PROGRAM IN INDONESIA: A CONTENT ANALYSIS

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Abstract. The Pre-Service Teacher Professional Education program in Indonesia is a strategic program designed to address the teacher crisis. The program has undergone various transformations. The new model was launched in 2022 and attracted many young graduates. Therefore, this research aims to explore the narrative or promotion that the government has built regarding this program. This qualitative research applied content analysis, with the main data collected from the YouTube account of Ditjen GTK Kemendikdasmen. This account is the official account of the Directorate General of Teachers and Education Personnel under the Ministry of Primary and Secondary Education in Indonesia. The comparison data on the socialization of the PTPE program were collected from YouTube videos. The number of videos included in this research is 8, published in 2022, 2023, 2024, and 2025. The research results show that the program's narrative has shifted over time. The narration not only changes in educational design and curriculum, but also in career opportunities after graduation. Although the placement guarantee changed after 2022, the number of graduates applying remains high each year. Moreover, the PTPE program appears to be used to socialize changes to the Indonesian curriculum. When the curriculum changes, the PTPE program's courses will also change.

Keywords: *pre-service, teacher, career, professional*

Introduction

Teacher quantity and quality are a central issue that must receive special attention. According to a global teacher crisis projection for 2030, the number of primary and secondary school teachers is expected to reach 44 million. Furthermore, Southeast Asia is projected to face a shortage of 4.5 million teachers by 2030. Although teachers who meet the minimum qualifications globally are stable at around 85%, and in Southeast Asia and East Asia at around 95%, there are other risks to anticipate. For example, teacher attrition doubled from 4.6% in 2015 to 9% in 2022. Moreover, the problem of uncompetitive salaries, workloads, and the younger generation's lack of interest in becoming teachers also exacerbates the shortage of teachers in general (UNESCO, 2024). In Indonesia, Law Number 14 of 2005 concerning Teachers and Lecturers became a turning point in teacher quality standards. Teachers are required not only to have a bachelor's degree, but also to hold an educator certificate. Even though it has been more than two decades since the rule was enacted, not all teachers in Indonesia meet these two standards. In 2025, around 233,000 teachers lacked a bachelor's degree (Shabrina, 2025), and around 1 million lacked an educator certificate (Yanuar, 2025). Another problem that must be addressed is the teacher shortage, with around 679 teachers in 2024 (Ryanthie, 2025), while the average number of teachers who retired until 2030 was more than 60,000 per year (Aisyah, 2024).

One of Indonesia's strategies to ensure the number of teachers with undergraduate education level and educator certificate requirements is through the Teacher

Professional Education program. This program was initiated around 2013 and has been modified several times (Mariana et al., 2021). The latest program from Teacher Professional Education was launched in 2022, with the mission of balancing supply and demand and addressing the teacher crisis caused by the number of teacher pensions each year. The name of this program is “Pendidikan Profesi Guru Model Baru” or The New Model of Teacher Professional Education. This program is divided into two models: the first is an in-service model for teachers already teaching in schools, and the second is a pre-service model for recent graduates. This research focuses on the New Model of Pre-Service Teacher Professional Education (PTPE) program because the increasing number of graduates from this program is important for meeting the future demand for certified teachers. The New Model of PTPE program is designed for one year, and each candidate receives a scholarship in the form of a tuition fee exemption (amounting to Rp17,000,000 for a total of 2 semesters) during the program. The New Model of PTPE's curriculum is designed by the government, and education is implemented in collaboration with universities that meet the requirements, for example, having good accreditation and a relevant field of study. To participate in this program, candidates must undergo a national selection process. The quotas and formations for the PTPE program in each wave are also determined by the government, so universities serve only as organizers by accepting a certain number of students (DJGTK, 2022).

The PTPE program attracted significant interest from bachelor's graduates. This program is not intended only for the field of education; it is also open to non-education students, even if they do not have teaching experience or knowledge relevant to education (DJGTK, 2022). Based on data from 2022-2024, the number of PTPE program participants is in *Table 1*. The government's attractiveness needs to be examined, as it significantly influences young people's decisions to become teachers, especially when career clarity is at issue. Previous research indicates that over 60% of young people in Indonesia apply to PTPE programs to become civil servant teachers (Bima et al., 2019). This instrumental motivation is often criticized because it tends to be oriented towards status and job security rather than commitment to serve and teaching quality.

Table 1. Number of PTPE students.

No	Batch/year	Number of students
1.	1/2022	13,545
2.	2/2022	12,530
3.	1/2023	18,493
4.	2/2023	12,663
5.	1/2024	15,791
6.	2/2024	19,783

Source: DPPG (2025; 2024; 2023).

Literature review

Teacher recruitment in Indonesia

Becoming a teacher in Indonesia is not easy. The impact of the previous period's policy is one of the factors that has affected the next period. The Circular Letter of the Minister of Administrative Bureaucratic Reform of the Republic of Indonesia Number B/2163/M.PAN-RB/06/2015 concerning the “Postponement of Civil Servant Recruitment” established a moratorium on the recruitment of civil servants (Putri,

2018). In 2018, the selection process for civil servant admissions, including teachers, was reopened. However, during the moratorium, many schools recruited contract teachers (non-permanent teachers) independently due to a shortage of educators. Since 2021, teachers have not been recruited as permanent civil servants but instead appointed under the contract-based government (PPPK) (Prireza, 2020), which continues to this day. The most notable differences between civil servants (PNS) and PPPK employees are reflected in their tenure and employment benefits, particularly the absence of pension entitlements for PPPK employees. However, differences also extend to employment status and long-term career security (Nugraheni, 2021). In 2021, PPK admissions were opened for the first time and are targeted to meet the needs of one million teachers. In the first period, the formation of PPPK teachers was prioritized for honorary teachers who have served in schools (Kurniawan, 2021).

Becoming a young teacher in Indonesia: Motivation and challenges

The young generation's motivation to become a teacher can be classified into internal and external factors. Many young people believe they can make a social impact through education. This intrinsic motivation is often related to prior teaching and learning experiences and to the opportunity to work with children and adolescents. Becoming a teacher can also make one have more time with family. Moreover, religion factor is also significant in shaping career choice in Indonesia. Some people believe that teaching is a way to fulfill religious obligations and contribute to social equity (Suryani, 2021; 2017). Another external factor is that the teacher education program is often seen as more accessible due to lower tuition fees, less competitive admissions, and shorter degrees upon completion compared to other fields (Novita, 2021). On the other hand, there are also many challenges to becoming a teacher in Indonesia. The number of programs and students in educational fields in Indonesia is huge. Over-supply and limited teaching positions are causing many graduates of educational programs not to continue their careers as teachers (Suryani, 2021). Moreover, the low salary does not attract graduates to become teachers, especially those seeking financial stability (Suryani, 2017). The recruitment and workplace challenges also make the younger generation reluctant to become teachers. Some cases of non-permanent teacher recruitment indicate that the process is neither transparent nor fair (Muharam, 2016). Moreover, the teacher workload, insufficient support, and poor school facilities make it difficult for them to persist in this job (Suriagiri et al., 2022).

Materials and Methods

This study employs a qualitative method that focuses on content analysis. Content analysis is used to explore the media's representation of government policy, specifically the New Model of the PTPE Program. Therefore, the qualitative content analysis was chosen because it can systematically and objectively interpret the meaning contained in texts or narratives (Krippendorff, 2018). The data collection is conducted through the following steps. First, researchers determine the accounts that are the focus of the research, which include the official account of the Directorate of Teacher Professional Education, Ministry of Primary and Secondary Education, Indonesia. Second, search for the video using keywords such as “PPG 2022”, “PPG 2023”, “PPG 2024”, and “PPG 2025”. Third, selecting the video/content that is relevant to this study. Then, the data were analyzed using content analysis by reduction, coding, categorization, and drawing

conclusions (Miles and Huberman, 1994). The selected information includes PTPE program socialization activities from each period, and several videos on post-graduation careers are in *Table 2*. The speakers in the videos represent the government's stance on the PTPE program. Therefore, qualitative data transcripts were created and coded from the speakers' statements. Then, themes related to the data analysis results were identified in the research results.

Table 2. *Research documents.*

Code	Month, year	Name of program
Document 1	June, 2022	Sapa GTK Episode 5: "Creating a New Generation of Indonesian Teachers through Pre-Service PPG"
Document 2	August, 2022	Webinar on Preparation for the Opening of the 2022 PTPE Program Batch II
Document 3	June, 2023	Webinar PTPE Program 2023
Document 4	October, 2023	Webinar Socialization PTPE Program Batch 3, 2023
Document 5	August, 2023	PPG Talks (Episode 1) "Where Will PTPE Graduates Go?"
Document 6	April, 2024	Webinar of Socialization PTPE Program 2024
Document 7	October, 2025	Socialization of Registration PTPE Program 2025
Document 8	October, 2025	PPG Talks Podcast Episode 3: Understanding the Career Paths of Teacher Professional Education Graduates

Note: All documents are access through visual media from the secondary data such as Youtube Channel.

Results and Discussion

The narration of the PTPE program in 2022

In 2022, the Indonesian government issued the New Model of Teacher Professional Education (PPG Model Baru). There are two types of the New Model of Teacher Professional Education programs: in-service (for teachers who have served in schools and are registered in the main education data) and pre-service (for fresh graduates). The Pre-Service Teacher Professional Education (PTPE) program became a central focus of this research because the New Model of PTPE, introduced in 2022, aims to "realize a balance between the needs and fulfillment of teachers (supply and demand) in terms of quality and quantity" (*Figure 1*). The number of teacher pensions in Indonesia every year is very high. Based on data, around 60,000 to 77,000 teachers retire each year. Therefore, the PTPE program is held to meet teachers' needs in accordance with the law's standards (Document 1). There are 40,000 quotas opened spread across 15 fields of study. This field of study is based on the needs of the number of retired teachers. The scholarship is awarded for two semesters, and graduates of this program will receive an educator's certificate (professional teacher recognition). Therefore, they will be prioritized in the selection of the National Civil Service System (ASN), which can be divided into PPPK and PNS (Document 1). This program has been piloted since 2020 with various stakeholders, and a team was subsequently formed to design it. In the field of selection, there are administrative test; a computer-based test, which consists of content knowledge, literacy, and numeracy tests; and then an interview test. In the field of curriculum, it has been designed to be oriented to field practice and inquiry, integrated with schools and campuses. Teacher Education Institution (LPTK) and lecturers are also prepared, including teachers and practitioners. In 2022, 78 universities held teacher professional education permits, and these universities are expected to partner with private universities and foundations to prepare teachers with a sustainable quantity and quality (Document 1) (*Figure 2*).



Figure 1. Vision of the new model PTPE program.

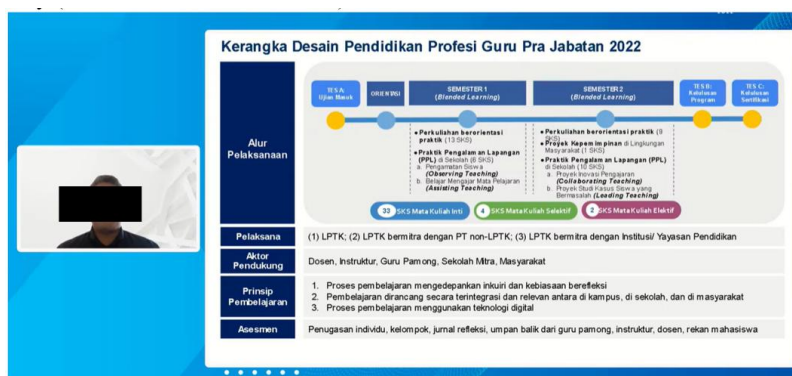


Figure 2. Learning design of the PTPE program in 2022.

In June 2022, the lecture design was socialized to prospective participants. For two semesters, they will take 33 credits of core courses, 4 credits of selective courses, and 2 credits of elective courses. The committee has prepared a learning management system for lectures. The induction (internship at school) is held in semesters 1 and 2, so lectures are expected to be carried out offline and flexibly. The induction and the course are designed to be integrated during the lecture process. The learning outcomes during the lecture will be documented as a portfolio and seminar (Document 1). After completing the PTPE Program in 2022, graduates will be appointed as teachers. Moreover, this program aligns with Merdeka Belajar and the school's partner (Document 1). In the 2nd batch of the PTPE Program socialization period held in August 2022, the presentation of the material was more organized and clear than in the initial period. The narrative about balancing supply and demand remains the main foundation and is accompanied by rationalizations about the importance of an educator certificate for teachers. The differences in the program's policy direction have been further clarified, as explained in Figure 3. Based on the documentation of the webinar in August 2022, the new policy direction of this program consists of several points (Document 2): (1) The PTPE program is carried out by paying attention to the needs of teachers; (2) PTPE program graduates are guaranteed to be recruited as teachers; (3) New teachers are graduates of the Teacher Professional Education program; (4) Novice teacher integrated with induction into the Teacher Professional Education program; (5) Clinical practices of the PTPE program have strong relevance because carried out at the school where the novice teacher will be assigned; and (6) All stakeholders are involved in the recruitment of the new teachers.

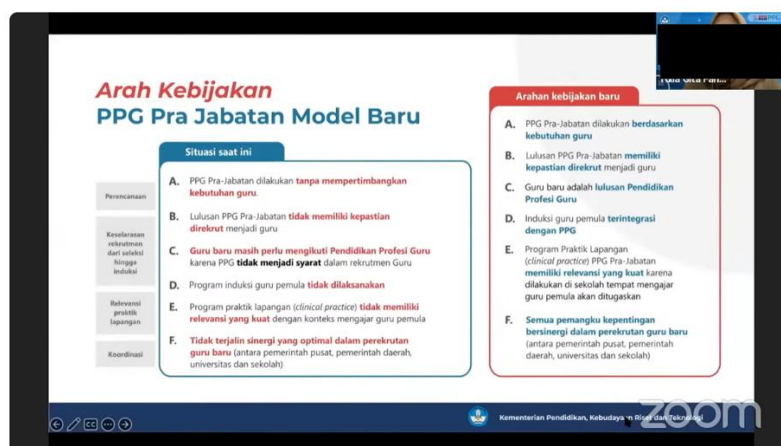


Figure 3. The new direction policy of the new model of PTPE program in 2022.

The narrative of lecture design in this wave remains the same, with no significant differences, but there is an emphasis on learning through practitioners. In this period of socialization, there are also four main emphases on the benefits of being a student of the 2022 PTPE program, namely educational scholarships, guaranteed teaching positions, sharing sessions with education practitioners, and educator certificates, as shown in the following image (Document 2) (Figure 4).



Figure 4. The benefit of the new model of PTPE program in 2022.

The narration of the PTPE program in 2023

In 2023, the PTPE program reopened from May 31 to June 25. There are 59,000 formations spread across 12 general studies, 3 local content studies, and 15 vocational studies. In this period, students take 38 credits, comprising 32 in core courses, 4 in selective courses, and 2 in elective courses. The position on the Merdeka Belajar program and the Kurikulum Merdeka (the new curriculum in effect at that time) was increasingly emphasized as a foothold in the learning process. The purpose of the PPG program is no longer only to emphasize the narrative of the balance of supply and demand for teachers' needs, but on the narrative of various competencies of prospective teachers that are relevant to Medeka Belajar, namely being able to practice Pancasila, be an role model, be competent, and a lifelong learner as shown in the following image

(Document 3). Although this emphasis is given, the lecture design presented in general does not differ significantly from that in 2022 (*Figure 5*). In the 3rd period of 2023, socialization regarding the need for new teachers to fill vacancies in public schools, with around 2.4 million teachers in 2022/2023. A total of 251,962 is expected to be filled by PTPE graduates. Most vacancies are at 29% for classroom teachers and 19% for health care workers, so the openings are focused on specific subjects. In addition, the need for retired teachers in 2024 and 2025 is projected to be quite high. In 2022, there will be 100,000 teacher P3K admission formations, but the available supply is still 26,521. Therefore, the need for teachers remains high, and in 2023, it will be open for up to 3 periods (Document 4).



Figure 5. Teacher profile for realising the Merdeka Belajar philosophy.

Unlike 2022, when post-graduation careers were written very clearly with placement guarantees, in 2023, the career narrative is affirmative in teacher admissions. Postgraduate careers can no longer be interpreted as automatic placements, but will be given priority in selection. This was explained in the session “PPG Talks (Episode 1) “Where Will Pre-Service PPG Graduates Go?” Upon completing the program, graduates will receive an educator certificate. They can work in private schools or in public schools, and their educator certificates are still recognized. For graduates who want to teach in public schools, the Directorate General of Teacher and Personnel has coordinated with various stakeholders, including Ministry of Administrative and Bureaucratic Reform, to get a red carpet in national teacher selection (Document 5). They need to register for the selection of PPPK teacher admissions, Directorate General of Teacher and Personnel has coordinated with related parties to be paired with empty formations, so that the needs of teachers can be met immediately (Document 5). This narrative is strengthened by the benefits of educator certificates in Decree of the Minister of Administrative and Bureaucratic Reform of the Republic of Indonesia No. 649 of 2023. Applicants who hold an educator certificate will receive a 100% maximum score in technical competence, as shown in the following figure (Document 4) (*Figure 6*). Unlike the previous year, motivational material to encourage the younger generation to become teachers was presented in separate sessions. The narrative about teachers is not only noble, but their welfare is also improved by the government, as conveyed in this session. The narrative of prosperity in this world and in the hereafter (entering heaven) is internalized to image the change in the fate of teachers who are now better

(Document 4). In addition, explanations about the real lecture experience on campus and at school were also given. Exposure to documentation of various lectures activities in several courses, self-development, and facilities during the program, so that prospective participants have a detailed experience of the lecture process. The presenter also pointed out that the final exam/program pass rate was very high at 98%. Even though the lectures were intensive, the speaker said the alumni could still enjoy free time. This further builds the narrative that PTPE is a very fun program and not a scary program (Document 4).



Figure 6. Decree of the Minister of Administrative and Bureaucratic Reform (MENPAN-RB) No. 649 of 2023.

Registration for PTPE programs in batch 3 of 2023 is larger than usual, opening up opportunities for applicants across study programs in the Elementary Teacher Education Program. For example, fields of study in the sciences (physics, biology, chemistry), the social sciences (sociology, economics, geography, history), and supporting fields (psychology, counseling, guidance, and Early Childhood Education) can inform the formation of the Elementary Teacher Education Program. The opening of this cross-field formation is in high demand and is intended to address the very high teacher shortage in the Elementary Teacher Education Program, as determined by projections of teacher needs. This was evident in the question-and-answer session, where participants asked about the linearity of their fields in relation to the formation of the Elementary Teacher Education Program (Document 4).

The narration of the PTPE program in 2024

In 2024, the narratives of teacher shortage are still highlighted in socialization programs. Overall, there are projections of about 57.528 teachers in shortage. Graduates of the PTPE program are encouraged to meet teachers' needs. Furthermore, the recruitment process in 2024 differs from last year, given that 36.3% of PTPE graduates did not pass the 2023 PPPK selection (*Figure 7*). This happened because in that year, the competition for the PPPK selection was uneven across several regions, or there was a mismatch between supply and demand. So in 2024, the focus will be on regional demand, while the supply of PTPE graduates will be adjusted to meet these needs.

Participants can choose their preferred district/city from the beginning of registration. Furthermore, these preferences will also be considered in lecture placement, because the Teacher Training Institution assigned in this period is also focused on areas close to the vacancy of teacher formation in the following year (Document 6) (*Figure 8*). This location-selection mechanism is implemented to help program participants become familiar with the environmental and school conditions at the prospective placement site during induction. Thus, they can be sufficiently ready to serve at the location when registering for the 2025 teacher selection. The choice of opportunities in this period is also relatively small, as it focuses on projected data on teacher vacancies in 2025. In this policy, the narrative on teacher needs is expected to help participants step out of their comfort zone and consider future service opportunities in locations where they can serve. In addition, this is done to promote data transparency (Document 6). In 2024, the learning design for students from educational and non-educational backgrounds is different. Non-educational students must complete online matriculation via the learning management system before the start of lectures. The matriculation has not been done in previous periods. Through matriculation, non-educational students are expected to have adequate initial knowledge of the basics of educational theory.



Figure 7. Graduation opportunities for the PTPE program graduates in PPPK selection 2023.

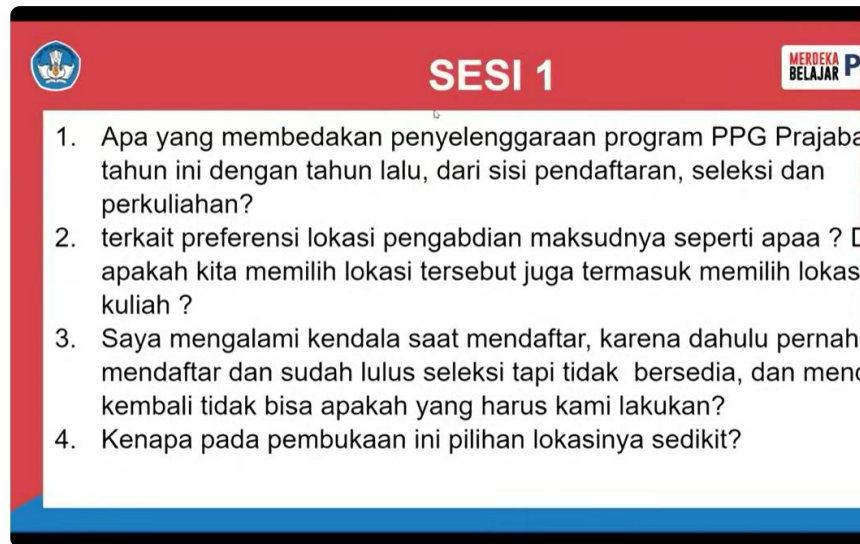


Figure 8. Questions from the participants in the PTPE program in 2024.

The narration of the PTPE program in 2025

General and vocational fields of study are still open in 2025. In addition, the fields of study opened in this program have been prepared based on the analysis of national teacher needs and projected needs until 2027, so that this program is designed to answer the challenges of the need for professional teaching personnel in the next few years (Document 7). The Directorate General of Teacher and Personnel (Dirjen GTK) continues to collaborate with various related agencies, such as the Ministry of Administrative and Bureaucratic Reform (PANRB), the National Civil Service Agency (BKN), as well as local governments and private education foundations (Document 7). The goal is to optimize PTPE graduates so that they can fill teacher vacancies in various educational units (Document 7). Furthermore, one of the main differentiators in the registration process in 2025 is the obligation of prospective participants to fill out a self-reflection questionnaire. This is part of the selection stage which aims to better understand the profile of prospective participants. Meanwhile, the provision allowing participants to choose teaching and lecture location preferences remains in effect, but participants can now select preferences for different teaching locations and lecture venues (Document 7). Based on the 2025 webinar, there are several significant updates to PTPE's curriculum and processes compared to previous years, namely a focus on deep learning and a growth mindset. This update is carried out because it is related to the renewal of the primary and secondary education curriculum, which will be launched in 2025, namely, adding a deep understanding of deep learning, growth mindset, and IT skills as an answer to the challenge of teacher competence in the 21st century (Document 7) (*Figure 9*).

Semester 1 Tahun 2025		Semester 2 Tahun 2025	
Filosofi Pendidikan dan Pendidikan Nilai	2 sks	Pembelajaran Sosial Emosional*	3 sks
Pemahaman tentang Peserta Didik dan Pembelajaran*	3 sks	Pembelajaran Mendalam dan Asesmen Lanjut*	3 sks
Pembelajaran Mendalam dan Asesmen Dasar*	3 sks	Praktik Pengalaman Lapangan (PPL) Mandiri	8 sks
Praktik Pengalaman Lapangan (PPL) Terbimbing	6 sks	Projek Kepemimpinan	2 sks
Pola Pikir Bertumbuh (Growth mindset) dalam Pembelajaran	2 sks	Seminar Pendidikan Profesi Guru	2 sks
MK Pilihan Selektif/Elektif	2 sks	MK Pilihan Selektif/Elektif	2 sks
Total	18 sks	Total	20 sks

* Terhubung dengan PPL

Figure 9. Learning courses distribution for PTPE program 2025.

The clarity of the careers of PTPE graduates was also clarified through the webinar "PPG Talks Podcast Episode 3: Understanding the Career Paths of Teacher Professional Education Graduates." In this session, the narrative emphasized that PTPE graduates are not automatically appointed to ASN positions. However, the educator certificate they obtain after the program is the main requirement to participate in the ASN selection (civil servants and PPPK) and can significantly increase career opportunities compared to those without it. The government is also trying to expand the absorption of graduates, not only in public schools (through the formation of local governments), but also in private schools, Sekolah Rakyat (schools under cooperation with the Ministry of Social Affairs), and non-formal education (Document 8). Local governments are encouraged to redistribute teachers and if there is still a shortage, the local government can propose a formation through an agency-level selection coordinated with PAN RB (Document 8). So far, the government is still focusing on completing the honorary teachers, but after this, it is expected to be completed, and it is hoped that no more teachers will remain uncertified as educators. The "GTK HR Room" platform is being developed to better integrate supply (PTPE graduates) and demand (teachers' needs in schools/agencies). The platform is scheduled to be officially released by the end of 2025 (Document 8).

The transformation PTPE program from 2022 – 2025

Based on the results presented in 2022, 2023, 2024, and 2025, the researcher identifies that at least the transformation regarding the PTPE program socialized by the Indonesian government can be classified as in *Table 3*.

Table 3. Comparison of PPG program policy narratives, learning design and career pathways, 2022–2025.

Aspect	2022	2023	2024	2025
Narrative Focus	Introduction of new programs that differ from previous ones.	Integrated with Merdeka Belajar and Kurikulum Merdeka.	Optimizing the chances of teacher vacancies due to unfilled formations in 2023.	Integrating new curriculum approaches, namely deep learning and growth mindset, into lectures.
Learning design	Total credits 39, Induction in the first semester, 6 credits and 10 credits in the second semester 2,	Total credits 38, Induction in the first semester, 6 credits, and 10 credits in the second semester 2,	Total credits: 38; Induction in the first semester 6 credits and 8 credits in the second semester; 2 provides matriculation for	Total credits 38, Induction in the first semester 6 credits and 8 credits in the second semester; some courses

	involving practitioners.	Not providing practitioners.	students from non-educational backgrounds.	changed because they include deep learning and growth mindset approaches.
Carrier	There is an emphasis on graduates being absorbed and serving in post-graduation school.	The narrative does not expressly guarantee post-graduation absorption or recruitment, but it leads to priority. Applicants from various fields are welcome to meet the needs of teachers, especially for the Elementary Teacher Education Program.	There is a narrative of the location of the service that was identified from the beginning. The initial needs of teachers, by field of study, are shown from the beginning. Teacher Training Institutions focused on the Province of Teacher Needs Service in 2025.	The narrative that they are not automatically appointed as ASN is very strong; teaching does not have to be in public schools, but can also be in private schools. A new platform has been created to bring supply and demand together.

Conclusion

The new PTPE program model introduced in 2022 is considered very promising and useful for new graduates. The change in narrative across several periods is very pronounced in educational design, which is often used to socialize new curricula in schools and in relation to careers. Then, narratives regarding career opportunities are always presented every year. However, career certainty after graduation is not automatic. Even though career certainty is the main attraction for participants; unfortunately, the narrative regarding career certainty has changed and become more affirmative after 2022. Course design is also undergoing changes; practitioners' participation was only socialized during the 2022 program period. Meanwhile, improvements to provide matriculation for students from non-teaching backgrounds began in 2024. Moreover, the PTPE program appears to be used to socialize changes to the Indonesian curriculum. When the curriculum changes, the PTPE program's courses will change as well.

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Conflict of interest

The authors confirm that there is no conflict of interest involve with any parties in this research study.

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