



Policies for Providing Honorary Teacher Welfare in Order to Improve the Quality of Education in Surabaya

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ABSTRACT

This study discusses the Policy of Provision of Welfare for Honorary Teachers in Order to Improve the Quality of Education in the City of Surabaya, this study also uses a Qualitative research method. In this study, it has been found that there is a policy program that has been provided by the government for honorary teachers. What I found in this study is the Government Policy Program provided is PPPK, the PPPK program provided is intended to provide certainty of career levels for honorary teachers. With the inclusion of the name of the honorary teacher in the PPPK program data collection, the status of the honorary teacher is no longer an honorary teacher but has changed to a PPPK teacher. In this study, I found that there are inhibiting factors for the government in providing welfare for honorary teachers, these inhibiting factors are the low salaries and incentives received by honorary teachers. Some honorary teachers still often get salaries that are far below the regional minimum wage (UMR), some of them are also seen not getting incentives (allowances) from the government.

INTRODUCTION

Education is a science that should be obtained or learned by mankind, why? Because education can provide us with information or knowledge that we have never known and from there we can know, remember and be good at new objects. For example, when we learn about mathematics or science, can we do it right away? Of course the answer is no, that's why education is needed so that we know how to do/learn about mathematics, science, and other subjects.

If seen by the general public, honorary teachers must get wages or salaries according to the minimum wage and get excess allowances like permanent teachers/teachers with PNS status, in reality some honorary teachers still get very small salaries and do not get any allowances. Especially honorary teachers who work in schools that lack facilities and government assistance funds (BOS), they will get smaller salaries than other honorary teachers. The success of education and the development of education is in the hands of teachers, while the success and progress or increase in teacher performance is in the hands of the government. That is why government policies are needed that support the development of a teacher's performance, so that teachers in Indonesia, especially in the city of Surabaya, can provide a lot of knowledge and lessons because with that the increasing learning given to students will also increase the quality of education in Indonesia, especially in the city of Surabaya.

Teachers have a very important role and position in the development of national education. Based on Law Number 14 of 2005 concerning Teachers and Lecturers (UUGD), teachers are recognized as professional educators who are tasked with educating, teaching, guiding, training, assessing, and evaluating students at various levels of education. However, structurally, honorary teachers are often placed in a lower position compared to civil servant teachers, which results in significant differences in dignity and welfare between the two.

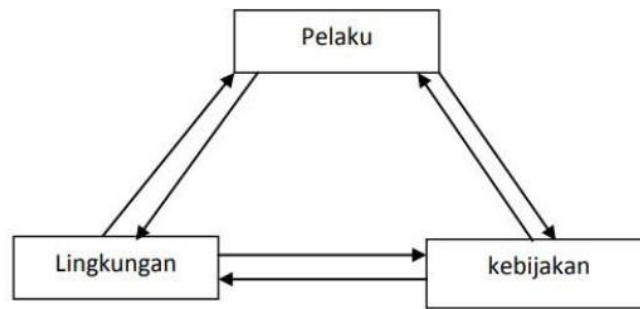
Many teachers, especially those with honorary status, experience economic difficulties due to low salaries and minimal allowances. This forces some of them to seek additional work outside of teaching duties, such as becoming private teachers, motorcycle taxi drivers, or selling. Given the concerning condition of teacher welfare, it is hoped that the government can provide additional incentives, such as allowances outside of basic salary, to improve their welfare.

LITERATURE REVIEW

Public Policy

Anderson, as quoted in Agustino (2017: 17), explains that public policy consists of a series of activities aimed at achieving certain goals, carried out by individuals or groups related to certain issues. Policy can also be understood as a system, which is a collection of elements that interact and depend on each other, regulated by certain rules to form a unity.

Dunn (1994) added that the policy system includes interactions between three main elements: public policy, policy actors, and the policy environment. The reciprocal relationship between these three components can be depicted in a diagram.



Further explanation of the system and components of public policy was also put forward by William Dunn in Ayuningtyas (2014:16) as follows:

- a. Policy content, or what is known as policy content, includes a series of decision choices related to public affairs, including the decision not to take action. These decisions are made by government agencies and officials in response to various public issues covering various aspects of life, such as defense, security, energy, health, education, and welfare.
- b. Policy actors or stakeholders, known as policy stakeholders, are individuals or groups that have a direct connection to a policy. They can influence or be influenced by the decisions made. These stakeholders can include various entities, such as groups of citizens, labor organizations, street vendors, journalist communities, political parties, government agencies, and others.
- c. The policy environment is the specific context in which a policy is implemented. This environment influences policy actors and public policy itself.

Education

In English, the term education is translated as "education," which comes from the Greek word "educare," which means to bring out the potential in children to guide them to grow and develop. Meanwhile, in the context of Indonesian, education refers to the process of educating or activities that involve communication between educators and students. This process involves input received by students consciously, which will then be processed by their souls, minds, and bodies, resulting in knowledge (cognitive), skills (psychomotor), and attitudes (affective) that are in accordance with the objectives of education.

Basically, the definition of education refers to the National Education System Law No. 20 of 2003, which is a conscious and planned effort to create a learning atmosphere and learning process so that students actively develop their potential to have spiritual religious strength, self-control, personality, intelligence, noble morals, and the skills needed by themselves, society, nation, and state.

- a. Mohammad Syafei (1896-1969)

A founder of Kayutanan School in West Sumatra. According to him, the basis of education is:

1. Think logically and rationally and abandon mystical and superstitious ways of thinking.

2. The content of education is adjusted to the needs of society; and the usefulness of educational outcomes for the advancement of society.
3. Education must succeed in instilling a sense of self-confidence and the courage to take responsibility.
4. The community assesses the graduates as competent graduates and gives them a "diploma" or recognition from the community.

b. Ivan Illich (1926-1990)

Education is not only carried out in schools, but can be carried out in the environment, in nature, or other informal institutions, or by using distance learning methods such as e-learning.

c. Jan Komesky (1592-1970)

The school environment should be based on the principle of natural growth and development of children, allowing a variety of appropriate activities and teaching should take place in a pleasant atmosphere, including using familiar language and objects.

d. John Locke (1632-1704)

Learning is an active process of examining and obtaining data from the world around us, and therefore people must have the freedom to learn.

Honorary Teacher Welfare Policy

Public policy is the result of a complex interaction between various ideas, theories, ideologies, and interests that reflect a country's political system. This policy has a complex structure; on the one hand, it functions as a tool to produce decisions, programs, and results that are based on values believed by decision makers. On the other hand, policies can also produce conflicting values, such as domination and processes that do not support development (Considine, 1994). According to Heinz Eulau and Kenneth Prewitt (1973), public policy can be defined as a permanent decision, characterized by consistency and repetition of the behavior of decision makers and implementers. Carl Friedrich (1969) added that policy is a series of actions proposed by individuals, groups, or governments in a context that is often faced with various obstacles and opportunities, with the aim of overcoming problems and achieving desired results.

In the context of work organizations, individuals will face various challenges related to their work. This process starts from the desire to work, choosing a job, considering a future career, to determining attitudes towards the tasks at hand. In addition, individuals also need to adapt to the work environment, including organizational dynamics, and consider the possibility of changing jobs or getting a promotion, and improving their abilities and work performance. In this case, a teacher as an educator is also not free from various challenges that can affect their performance.

Teacher welfare is a very important issue in the world of education, especially because the many problems faced can cause dissatisfaction with their work activities. Teacher welfare is still relatively low and not comparable to the

dedication given, where salary is the main aspect of this welfare. In addition to salary, other factors that affect teacher welfare include smooth promotion, career certainty, and interpersonal relationships. Therefore, teacher welfare is very important in educational services, because a fair incentive system is expected to encourage teacher commitment to provide optimal and best services to the community.

METHODOLOGY

The research method is a scientific approach used to collect data with specific purposes and uses. This study aims to describe the welfare policy for honorary teachers in order to improve the quality of education in Surabaya. Researchers try to find important and unique findings in the field related to the welfare of honorary teachers, the impact of government policies, and factors that hinder their welfare. To explore the symptoms that emerge, researchers choose a qualitative approach.

In this study, to collect valid data, accurate information is needed and in accordance with the conditions in the field. Therefore, the right technique must be used to obtain information. Data collection will be carried out through methods commonly used in qualitative approaches, such as observation, interviews, documentation, and literature studies. The purpose of this data collection is to gain a deep understanding of the policy of providing honorary teacher welfare in the context of improving the quality of education in Surabaya, with a focus on a case study of honorary teacher welfare in the area.

RESULTS AND DISCUSSION

Impact of Government Policy Programs

On the impact of this policy program I take an analysis using the policy theory in chapter 2 related to the theory used. Here I will explain what policies are provided by the government, we can see that the government has several policies for honorary teachers, this policy is a new policy for honorary teachers including the following:

- a. The first policy provided by the government that I know of is the policy of appointing honorary teachers to become teachers with PPPK status. In this policy I want to explain that the central and regional governments carry out the process of appointing honorary teachers to become teachers with PPPK status (Government Employees with Work Agreements). Here the government will see and assess honorary teachers who have met the requirements determined by the government in Government Regulation (PP) Number 49 of 2018.
- b. The second policy provided by the government that I know is the policy of determining part-time PPPK. Why is it said that? because teachers who are still honorary who have followed the selection or appointment procedure set by the government and for honorary teachers who do not pass the PPPK selection, then the honorary teachers will be determined as teachers with part-time PPPK status. Judging from the problem of this

policy, this decision was made because it was taken from financial constraints from the central government and local governments.

- c. The third policy provided by the government that I know is the policy on legal protection. According to my review, this policy provides legal protection for honorary teachers, this policy can provide confidence to honorary teachers if they face any problem, they can rely on this legal protection policy. The central government and local governments have provided preventive and repressive legal protection to honorary teachers in Indonesia, especially in the city of Surabaya. Viewed from legal protection, it can provide an opportunity for the people or honorary teachers to submit opinions or objections that they feel before the decisions of the central and local governments become definitive.

Above I have explained that there is an impact of the policy program provided by the government for honorary teachers, the impacts of the policy program include positive and negative impacts. And because at the time of the research I did not get a picture of data related to the positive and negative impacts of the Surabaya City Education Office, therefore here I will analyze and describe what are the positive and negative impacts of the policy program provided by the government for honorary teachers. From the results of research in the field, it can be analyzed that the impact of the policy or program provided by the Surabaya City Government, especially the Surabaya City Education Office in realizing the welfare of honorary teachers is as follows:

Here what I mean by positive and negative impacts is based on the answers I got through the opinion given by Mrs. Hanifah as an honorary teacher at SDN Kedurus I Surabaya. She explained that in her opinion so far honorary teachers in Indonesia, especially in the city of Surabaya, only a few honorary teachers have received an increase in their welfare in terms of salary or career certainty. This was obtained because the honorary teachers had changed their status to PPPK teachers. According to Mrs. Hanifah, this could be a positive impact of the government's policy program in providing welfare for honorary teachers. However, Mrs. Hanifah also said that the PPPK policy program also had a negative impact, how can it be said to be a negative impact? Because from her perspective and from personal experience, the government is considered very lacking in providing information related to data collection or registration for the PPPK program, in addition to the late process of changing the status of private honorary teachers to state honorary teachers. And currently from the information I got from the news and the internet, the government has currently made a new regulation where the government regulation will eliminate honorary workers. This is also known by Mrs. Hanifah herself, therefore she also questioned the government regulation.

Meanwhile, based on the review data that has been conducted by the Surabaya City Education Office and based on the answers given by Mr. Chabib as a staff of the Surabaya City Education Office, so far regarding the impact of government policies or programs, the welfare of honorary teachers in Surabaya City has been quite fulfilled, especially for state honorary teachers. However, for private honorary teachers, many still have not had their welfare fulfilled,

resulting in many private honorary teachers looking for side jobs to add to the costs needed for their living expenses. This is all due to the low salaries they receive in contrast to state honorary teachers who receive salaries according to the Surabaya UMK. Mr. Chabib explained that Honorary Teachers (GTT in State institutions) are given a salary of the Surabaya UMK of approximately Rp. 5,200,000, - while for Honorary Teachers (GTT in Private institutions) are given salaries according to their respective foundations.

In this case, the results of the research findings that I found were, firstly, the government has done various ways to improve the welfare of honorary teachers and the quality of education by creating a PPPK policy program, in addition, the PPPK policy program provides various opinions from honorary teachers. This PPPK policy program was created to provide welfare for honorary teachers, this welfare includes salary increases, getting allowances and social security, getting career certainty and getting recognition for their status in the future. This policy program has a very significant impact, including both positive and negative impacts.

Honorary Teacher Salary and Allowances

Comparison of Salaries and Allowances/ Assistance Funds between Private and State Honorary Teachers				
No.	Name	Teaching Place	Wages	Allowance/ Assistance Fund
1.	Mr. Bahar	Hang Tuah 8 Elementary School Surabaya	Rp. 1,500,000	Rp. 300,000
2.	Mrs. Hanifah	Kedurus 1 Elementary School, Surabaya	Rp. 5,000,000 (UMR)	Not receiving allowance/aid funds

The table above shows that there are differences in terms of salaries and allowances received by private and state honorary teachers. The comparison that we can see is very far, because of that many honorary teachers are still far from welfare. Mr. Bahar said that he received a basic salary of IDR 1,500,000 per month and received a little assistance from the foundation of IDR 300,000, besides that there were no more allowances received from the foundation and honorary teachers with private school status of course did not receive allowances from the government and could not participate in programs provided by the government such as PPPK.

Here I will explain from what has been explained by Mr. Bahar and Mrs. Hanifah, Mr. Bahar said that related to private assistance from the government, honorary teachers (GTT) receive assistance funds from the government through foundations or can be called TFG (Teacher Functional Allowance) of Rp. 300,000 while permanent teachers receive TPP (Teacher Professional Allowance) of Rp. 1,000,000. He also said that the assistance funds received by honorary teachers and permanent teachers are very different. Honorary teachers receive smaller

assistance funds than permanent teachers, from this comparison we can conclude that there is still inequality in terms of salary and allowances received by private honorary teachers. However, for Mr. Bahar so far he has been quite prosperous even though on the other hand he still has to find a side job besides being an honorary teacher. Meanwhile, Mrs. Hanifah said that so far after she moved to teach at a public school and her status became a state honorary teacher, in terms of salary there has been a change. When he was still a private honorary teacher, he received a very small salary and now his status has become a state honorary teacher, the salary he currently receives is IDR 5,000,000 million (UMR) but he does not receive any assistance funds or allowances other than the basic salary.

Inhibiting Factors of Government Policy

The results of this study explain the inhibiting factors of government policy in providing welfare for honorary teachers in Indonesia, especially in the city of Surabaya. In the inhibiting factors of the government policy program in providing welfare for honorary teachers, I took an analysis using policy theory, welfare theory, and the theory of honorary teacher welfare policy in chapter 2 related to the theory used. The provision of welfare for honorary teachers often faces various inhibiting factors and all of that makes it difficult for government policy programs to be realized optimally. The first inhibiting factor that I know is the limited budget from the government, the second inhibiting factor that I know is the uneven selection process in the PPPK policy selection program. So far in the city of Surabaya itself, there are still many honorary teachers who are late in getting access and information related to the government policy selection program (PPPK), the third inhibiting factor that I know is the existence of inaccurate or less updated data on honorary teachers. Mr. Chabib as a staff of the Surabaya City Education Office also explained that the lack of data from honorary teachers who are sometimes not updated, what is meant here is the change in status from the transfer from private honorary teachers to state honorary teachers.

In my opinion, in this case, the government needs to further improve coordination between the central government and local governments, improve data collection on honorary teachers, and ensure a more inclusive and fair policy program for all honorary teachers, both in urban areas and in remote areas.

CONCLUSION AND RECOMMENDATION

Conclusion

The conclusion of this study covers the impact of the policy program provided by the government on the welfare of honorary teachers as well as the inhibiting factors of government policy in providing welfare for honorary teachers in Indonesia, especially in the city of Surabaya. The following are the conclusions that I can draw:

1. The conclusion from what I see regarding the government policy program provided for honorary teachers is a significant step in improving the welfare of honorary teachers in Indonesia, especially in the city of Surabaya. However, when viewed further there are still challenges in the

implementation of this policy program. for example, the uneven distribution of the government policy program for the appointment of honorary teachers to become PPPK teachers and the limitations of the budget provided by the government. Therefore, more comprehensive and sustainable efforts are still needed so that all honorary teachers in Indonesia, especially the city of Surabaya and remote areas, can feel the positive impact of the PPPK policy program and be able to encourage an increase in the quality of education in Indonesia, especially in the city of Surabaya.

2. Meanwhile, based on the conclusion of what I see regarding the inhibiting factors of the government's policy program in providing welfare for honorary teachers, the inhibiting factors are budget constraints, complicated bureaucracy, lack of information, policy programs that are not evenly distributed in each region, and obstacles in the qualifications and data collection of honorary teachers. This is the main inhibiting factor in the government's efforts to improve and provide welfare for honorary teachers. In cases like this, a more integrated solution is needed, adequate government funding, and improvements to data management and policy programs. All of this is needed so that the welfare of honorary teachers can be realized evenly and sustainably.

Recommendation

Due to the many problems regarding the welfare of honorary teachers, the impact of government policy programs and inhibiting factors of government policies, I hope that the government can focus more and try to overcome the obstacles to the policy program through equalizing policy programs, simplifying bureaucracy, increasing teacher competence, especially honorary teachers, and providing certainty and clarity of sustainability to honorary teachers in Indonesia, especially the city of Surabaya, regarding their own welfare. The government must also develop further and make policies, implement them, and practice them directly. Provide programs, allowances, and certification to honorary teachers. Provide decent salaries and bonuses for their performance to honorary teachers and the government can be fair between PNS Teachers and Honorary Teachers so that the welfare of honorary teachers can increase and all honorary teachers can feel the positive impact of the PPPK policy program that has been provided by the government. Increase training for private and state honorary teachers, because many private honorary teachers do not receive training programs from the government. Thus, the welfare desired by honorary teachers in Indonesia, especially the city of Surabaya, can be realized, and in the end it will also have a positive impact on improving the quality of education in Indonesia, especially in the city of Surabaya.

ADVANCED RESEARCH

Future research on the welfare of honorary teachers in Indonesia, particularly in Surabaya, should adopt a multi-dimensional approach that examines the intersection of policy effectiveness, economic sustainability, and

educational quality. A longitudinal analysis of the PPPK program's impact on teacher retention, motivation, and student outcomes could provide empirical evidence for policy refinement. Additionally, exploring international best practices in contractual teacher welfare programs may offer insights into alternative funding models, streamlined bureaucratic processes, and more equitable employment frameworks. The integration of big data analytics in tracking teacher distribution, qualifications, and career progression could enhance transparency and efficiency in policymaking. Furthermore, qualitative research focusing on the lived experiences of honorary teachers could reveal underlying socio-economic disparities and institutional barriers that hinder program success. A comparative policy analysis between state and private honorary teachers would also be instrumental in identifying systemic gaps and fostering a more inclusive approach to teacher welfare, ultimately strengthening Indonesia's education sector.

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