

## Strategies For Improving The Welfare Of Honorary Teachers: A Case Study In Elementary Schools

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**Abstract:** This study aims to identify and analyze the strategies implemented by elementary schools in suburban areas to improve the welfare of honorary teachers. The background of this research stems from the reality of the low welfare of honorary teachers in Indonesia, particularly in non-urban areas, which affects their motivation and the quality of education. This study employs a qualitative approach using a case study method. Data were collected through in-depth interviews, observations, and document analysis, with research subjects consisting of honorary teachers, school principals, and school committee members. The results of the study indicate that several strategies have been adopted by schools to enhance the welfare of honorary teachers, including: providing non-formal additional incentives from the school committee, involving teachers in school-based activity programs, facilitating training and certification, and conducting advocacy efforts to local governments. These strategies have had positive impacts, both economically and psychologically, such as improved work motivation, loyalty, and active participation of honorary teachers in school activities. However, the implementation of these strategies still faces several challenges, such as budget constraints and the lack of comprehensive policy support from the government. This study recommends the importance of collaboration among schools, communities, and governments in formulating policies that are more supportive of honorary teacher welfare, recognizing them as a vital part of the national education system.

**Keywords:** Teacher welfare, Honorary teachers, School strategies, Case study, Elementary education

### INTRODUCTION

Honorary teachers are educators who have not yet been appointed as Civil Servants (PNS) or Government Employees with Work Agreements (PPPK). They are appointed by authorized officials to carry out specific duties within government institutions, with a non-permanent employment period depending on the needs of each school. According to Law Number 5 of 2014 on State Civil Apparatus, honorary workers are individuals appointed by staffing officers or other officials in government institutions to perform specific tasks in government agencies (Sumanti et al., 2024).

Honorary teachers have a different employment status compared to PNS and PPPK. They are not classified as part of the State Civil Apparatus (ASN) and do not have guaranteed job security. Their salaries are often paid through the State Budget (APBN) or Regional Budget (APBD), but they are not entitled to benefits or social security like PNS and PPPK. Government Regulation Number 49 of 2018 states that honorary teachers do not hold the status of PNS or PPPK, and their period of service is limited to five years as a transitional period.

PNS teachers are permanent employees who work until the retirement age and are entitled to salaries, benefits, and pension guarantees. PPPK teachers are contract employees recruited by the government to carry out governmental duties under a specific work agreement. They are entitled to salaries and benefits but do not receive pension guarantees. In contrast,

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honorary teachers have no clear employment status, uncertain work periods, and limited rights, including in terms of salary and allowances.

Honorary teachers face various challenges, especially in relation to appointment as ASN and their overall welfare. Even though many have served for years, the process of becoming a PNS or PPPK is often non-transparent and requires a strict selection process. Additionally, the salaries received by honorary teachers are often below the minimum standard of living, ranging between IDR 300,000 to IDR 1,000,000 per month (Hutasuhut et al., 2025).

Honorary teachers play a crucial role in the field of education, particularly in elementary schools located in remote areas or regions lacking adequate teaching staff. They often serve as the backbone of education delivery in 3T areas (Disadvantaged, Frontier, and Outermost regions), filling the teaching gaps that cannot be met by PNS or PPPK. In remote elementary schools, honorary teachers not only teach but also play a role in shaping students' character and habits. They provide attention and guidance to students, create a comfortable learning environment, and assist students in developing their potential (Kuliawati & Radjasa, 2019). Their contribution is vital in improving the quality of education in hard-to-reach regions.

Despite facing numerous limitations, honorary teachers maintain a high level of teaching motivation. Factors influencing their motivation include a sense of responsibility towards students, love for the learning process, personal satisfaction, and a desire for continuous development (Ramadhani et al., 2024). This motivation serves as a key asset in maintaining the quality of education they provide. The government has launched various programs to improve the welfare and status of honorary teachers, such as appointments to PPPK positions and the redistribution of ASN teachers to regions experiencing teacher shortages. However, the implementation of these programs still faces several challenges, including budget constraints and complex bureaucratic processes.

Legal protection for honorary teachers remains a significant issue. They often do not receive adequate legal safeguards, particularly regarding employment contracts, leave entitlements, and social security. Law Number 20 of 2023 concerning the State Civil Apparatus provides a transitional period allowing honorary teachers to continue working until December 2024, but more comprehensive legal protection is still needed. Low welfare conditions negatively affect the performance of honorary teachers. Inadequate salaries and uncertainty regarding employment status can reduce their motivation and productivity in teaching (Safitri, 2023). Ultimately, this can affect the quality of education delivered to students.

Honorary teachers play an essential role in the Indonesian education system, especially in addressing the shortage of teaching staff in many regions. However, they often face significant welfare challenges, economically, socially, and psychologically. Low welfare conditions can reduce their motivation and teaching performance. In general, welfare refers to a condition of good and satisfactory living. In the context of teachers, welfare includes economic, social, and psychological aspects that affect their quality of life and work. Good teacher welfare can enhance the quality of education provided to students.

The economic welfare of honorary teachers is often a primary concern. Low wages, lack of incentives, and inadequate benefits can lead to job dissatisfaction. According to research by Pitriyani et al. (2022), a fair and transparent compensation system is essential for improving the economic welfare of honorary teachers.

Social status and recognition also influence their welfare. A lack of acknowledgment and appreciation can lower their motivation and morale. A study by Rachmi et al. (2024) shows that sufficient social recognition can improve the job satisfaction of honorary teachers. Psychological welfare encompasses feelings of security, comfort, and motivation at work. Job

insecurity and a heavy workload can lead to stress and exhaustion. Febriana et al. (2023) found that job satisfaction can mediate the impact of job insecurity on the psychological well-being of honorary teachers.

The Central Bureau of Statistics (BPS) and various educational studies have identified key indicators of honorary teachers' welfare, including income, social status, and job satisfaction (BPS, 2023). These indicators are important for assessing and improving the overall welfare of honorary teachers. Schools can take initiatives to improve the welfare of honorary teachers through various internal strategies. For example, school principals can allocate funds for additional incentives, school committees can provide moral and material support, and honorary teachers can be involved in additional activities such as tutoring or school projects.

In addition to internal strategies, collaboration with external parties is also essential. Local governments can offer financial assistance or training programs, companies can contribute through Corporate Social Responsibility (CSR) initiatives, and foundations or social organizations can provide additional support. School principals play a key role in designing and promoting welfare strategies for honorary teachers. Effective leadership can create a supportive and motivating work environment that encourages honorary teachers to improve their performance. A study by Sudiana & Muslihin (2024) emphasizes the importance of strategic leadership training for school principals in this effort.

Government policies that support the welfare of honorary teachers are also necessary. For instance, policies that provide clear employment status, salary increases, and access to professional development can improve both the welfare and professionalism of honorary teachers. Dhobith (2024) highlights the importance of fair salary policies for the well-being of honorary teachers.

The welfare of honorary teachers is a complex issue that requires a holistic approach, involving economic, social, and psychological aspects. Efforts to improve welfare must be carried out through both internal and external strategies, supported by school leadership and government policies. In doing so, honorary teachers can perform better, which will ultimately enhance the quality of education in Indonesia.

Teachers play a central role in the education system as the main agents in the learning process and in shaping students' character. Law Number 14 of 2005 on Teachers and Lecturers affirms that teachers are entitled to earnings above the minimum living standard and social welfare guarantees. However, the implementation of these rights still faces challenges, especially for honorary teachers, who have not yet fully experienced adequate welfare.

The phenomenon of honorary teachers in Indonesia shows that they represent a significant part of the educational workforce, yet they often face uncertain employment status and low welfare conditions. According to data, honorary teachers earn between IDR 300,000 and IDR 1,000,000 per month, an amount that is insufficient to meet daily needs, especially in urban areas. This situation is worsened by their limited access to benefits and social security, which should be their rightful entitlements (Yani et al., 2022).

In primary schools, particularly in suburban or hard-to-reach areas, honorary teachers play a crucial role in maintaining the continuity of the teaching and learning process. However, they often face challenges such as inadequate infrastructure, limited access to professional training, and geographical isolation. These conditions demand high dedication from honorary teachers in carrying out their duties. The gap between the strategic role of honorary teachers and the level of welfare they receive has become a serious concern. Although they carry great

responsibility in educating the next generation, the recognition they receive is still far from what is expected. This mismatch can negatively affect their motivation and performance, ultimately impacting the overall quality of education (Bagaskara et al., 2025). Statistical data shows that many honorary teachers work beyond standard working hours and even seek additional jobs to meet their basic living needs. This indicates that their welfare is still not adequately fulfilled, which can affect their focus and the quality of teaching delivered to students.

The government has made efforts to improve honorary teachers' welfare through several strategies, such as the teacher certification program, which aims to enhance both the quality and welfare of teachers. However, the implementation of this program still faces obstacles, including uneven distribution and lack of transparency in assessment mechanisms. This highlights the need for evaluation and improvements in the program's execution. In addition, school principals play an important role in improving honorary teachers' welfare through empowerment initiatives. Research shows that the principal's efforts in managing school finances and optimizing the performance of honorary teachers through career development can significantly improve their welfare (Sudiana & Muslihin, 2024). This suggests that school-based strategies can positively impact the well-being of honorary teachers. However, improving the welfare of honorary teachers is not solely the responsibility of the government and schools. It also requires participation from various stakeholders, including the community and the private sector. Collaboration among all parties can create more comprehensive and sustainable solutions to enhance the welfare of honorary teachers.

The importance of honorary teachers in the education system cannot be overlooked. They are the frontline agents in enlightening the nation, especially in regions experiencing a shortage of teaching staff. Therefore, efforts to improve their welfare must be prioritized in national education policies. By improving the welfare of honorary teachers, it is expected that their motivation and performance in teaching will also improve, which in turn will have a positive impact on the overall quality of education. This aligns with the national goal of creating high-quality and competitive human resources. Honorary teachers play a vital role in Indonesia's education system, yet they continue to face significant welfare challenges. Efforts to improve their wellbeing require comprehensive and collaborative strategies involving various stakeholders. In this way, it is hoped that a more equitable and high-quality education system can be realized for all segments of Indonesian society.

This study aims to identify and describe various strategies employed by elementary schools to improve the welfare of honorary teachers. These strategies may include internal school policies, managerial approaches by school principals, training and professional development programs, as well as other forms of support tailored to the available resources. The study also aims to analyze the supporting and inhibiting factors affecting the implementation of these strategies, both from internal aspects such as leadership and organizational culture, and from external aspects such as local government policies and community involvement. Furthermore, this research seeks to explain the impact of welfare improvement strategies on the motivation and performance of honorary teachers in carrying out their roles as educators. Thus, the findings of this study are expected to contribute to the development of education policies and practices that are more responsive to the needs of honorary teachers.

## **RESEARCH METHODS**

This study uses a qualitative approach with a case study method. The qualitative approach was chosen because it allows for an in-depth exploration of the meanings, experiences, and perceptions of research subjects regarding strategies to improve the welfare of honorary teachers in elementary school settings. The case study method is used to gain a comprehensive and contextual understanding of the phenomenon being studied namely, the welfare strategies for honorary teachers implemented in one or more selected elementary schools. Through this approach, the researcher can holistically explore the dynamics at play and capture the complex social realities in the field.

The research was conducted at a public elementary school located in the suburban area of Bekasi City, West Java. This location was selected because it represents a region with limited access while still being within an urban context, where the presence of honorary teachers remains dominant and the welfare challenges they face are clearly observable. The subjects of this study include the school principal as the internal policy-maker, honorary teachers as individuals directly affected by welfare strategies, and school committee members involved in supporting resource management and school policies. These three groups of subjects were selected purposively to obtain relevant, in-depth, and complementary information that addresses the research focus.

Data collection was carried out using three main techniques: in-depth interviews, direct observation, and documentation. In-depth interviews were conducted with the principal, honorary teachers, and school committee members to gather information about the strategies implemented, supporting and inhibiting factors, and their perceptions of the impact of these strategies. Direct observation focused on the activities of honorary teachers during the learning process and other school-related tasks, aiming to obtain empirical data on their actual performance and motivation. Additionally, the documentation technique was employed to supplement the data by reviewing documents such as honorary teacher appointment letters, honorarium distribution reports, and school financial records related to the allocation of funds for teacher welfare. The combination of these three techniques is expected to produce valid and in depth data to answer the research questions.

## **RESULTS AND DISCUSSION**

### **General Overview**

Honorary teachers play an important role in Indonesia's education system, especially in filling the shortage of teaching staff in various regions. However, they often face significant welfare challenges, economically, socially, and psychologically. Low levels of welfare can negatively impact their motivation and performance in educating students.

In general, welfare refers to a good and satisfactory standard of living. In the context of teachers, welfare includes economic, social, and psychological aspects that affect their quality of life and work. Good teacher welfare can enhance the quality of education delivered to students. The economic welfare of honorary teachers is often a major concern. Low salaries, lack of incentives, and inadequate allowances can lead to job dissatisfaction. According to Pitriyani et al. (2022), a fair and transparent compensation system is essential for improving the economic welfare of honorary teachers.

Social status and recognition also influence their welfare. A lack of acknowledgment and appreciation can reduce their motivation and work enthusiasm. Research by Rachmi et al. (2024) indicates that adequate social recognition can increase honorary teachers' job satisfaction. Psychological welfare includes feelings of security, comfort, and motivation at

work. Job insecurity and a high workload can lead to stress and fatigue. Febriana et al. (2023) found that job satisfaction can mediate the effects of job insecurity on the psychological well-being of honorary teachers.

The Central Bureau of Statistics (BPS) and various educational studies have identified welfare indicators for honorary teachers, including income, social status, and job satisfaction (BPS, 2023). These indicators are important for comprehensively assessing and improving honorary teachers' welfare. Schools can take initiatives to improve honorary teachers' welfare through various internal strategies. For example, school principals can allocate funds for additional incentives, school committees can provide moral and material support, and honorary teachers can be involved in extra activities such as tutoring or school projects.

In addition to internal strategies, collaboration with external parties is also essential. Local governments can provide financial assistance or training programs, companies can contribute through Corporate Social Responsibility (CSR) programs, and foundations or social organizations can offer additional support. School principals play a key role in designing and promoting welfare strategies for honorary teachers. Effective leadership can create a supportive work environment and motivate honorary teachers to improve their performance. Research by Sudiana & Muslihin (2024) highlights the importance of strategic leadership training for principals in this effort.

Government policies that support the welfare of honorary teachers are crucial. Policies that provide clear employment status, salary increases, and access to professional development can enhance both the welfare and professionalism of honorary teachers. Dhobith (2024) emphasizes the importance of fair salary policies for improving the livelihood of honorary teachers. The welfare of honorary teachers is a complex issue that requires a holistic approach, involving economic, social, and psychological aspects. Welfare improvement efforts should be carried out through both internal and external strategies, supported by school leadership and government policies. In doing so, honorary teachers will be able to perform better, ultimately improving the quality of education in Indonesia.

### **School Strategies for Improving the Welfare of Honorary Teachers**

Honorary teachers in Indonesia often face welfare disparities compared to civil servant (PNS) teachers. They receive low and insufficient remuneration to meet their basic needs, which negatively impacts their motivation and performance in teaching. Existing remuneration policies are not yet fully implemented, often hindered by budget constraints and complex bureaucracy (Siburian, G., 2024). This highlights the need for effective strategies to improve the welfare of honorary teachers. Schools have a strategic role in improving the welfare of honorary teachers through various internal initiatives. School principals can optimize the performance of honorary teachers through empowerment and career development, which has proven effective in enhancing their welfare. This demonstrates that attention to honorary teachers must be prioritized, as they are valuable assets to the school.

One strategy that can be applied is the provision of non-formal additional incentives, such as funds from the school committee or parental contributions. These incentives may include transportation allowances, meals, or personal operational assistance. Although informal, these supports can alleviate economic burdens and boost motivation among honorary teachers (Badriyah et al., 2025). Involving honorary teachers in school-based programs such as paid extracurricular activities or school projects like exhibitions and bazaars can also serve as additional income sources. This not only increases their earnings but also helps them feel more valued and engaged in the school community.

Empowering honorary teachers through training and certification programs can enhance their skills and competitiveness in the job market. Access to training provided by education departments or school partners allows honorary teachers to develop their professional competencies, which in turn can lead to improved welfare. Schools can also take an active role in advocating for honorary teachers' appointment as CPNS or PPPK, by building networks and lobbying local governments. These efforts may include recommendation letters, administrative support, and meetings between school principals and relevant stakeholders. Such steps are crucial in defending the rights and welfare of honorary teachers. Implementing pro-honorary teacher internal policies, such as flexible working hours, involvement in school decision-making, and equal treatment with PNS teachers, can increase their sense of belonging and job satisfaction. These policies demonstrate the school's recognition of their contributions and its commitment to improving their welfare.

Effective management of School Operational Assistance (BOS) funds can also be utilized to enhance the welfare of honorary teachers. With proper allocation, BOS funds can be directed to provide additional incentives or allowances, thus helping to improve their living conditions. The formation and strengthening of honorary teacher communities can serve as platforms to share information, experiences, and emotional support. These communities can also be a forum for expressing aspirations and advocating for their rights, contributing to collective welfare improvement (Bagaskara et al., 2025). It is important for schools to monitor and evaluate programs aimed at improving the welfare of honorary teachers. Evaluation helps identify successes, challenges, and areas for improvement, so that programs can be adjusted to achieve optimal results.

## **CONCLUSION**

Based on the findings and analysis of the research questions, it can be concluded that the strategies implemented by elementary schools to improve the welfare of honorary teachers involve various approaches. These include optimizing the allocation of School Operational Assistance (BOS) funds, providing additional incentives from the school committee, capacity building through training, and empowering teachers through extracurricular or income-generating programs. These strategies are generally adapted to the capabilities and creativity of each school in managing limited resources. The supporting factors for the implementation of these strategies include visionary leadership from school principals, active participation from the school committee and the community, and strong internal motivation among honorary teachers. Meanwhile, the obstacles identified include budget constraints, uncertainty in employment status, lack of attention from local governments, and the absence of comprehensive regulations supporting the welfare of non-civil servant teachers.

The impact of these welfare improvement strategies has been significant in enhancing the motivation and performance of honorary teachers. Teachers who feel valued tend to demonstrate greater loyalty and dedication in carrying out their teaching duties and actively participating in various school activities. Therefore, it is recommended that elementary schools continue to innovate in managing honorary teacher welfare strategies by involving various stakeholders, including the community and the private sector. Local governments are also expected to be more proactive in formulating affirmative policies for honorary teachers so that their welfare is not solely dependent on internal school initiatives. With strong synergy between schools, communities, and the government, the welfare of honorary teachers can be improved in a more systematic and sustainable manner.

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