

## PGRI DKI Jakarta's Struggle For The Welfare Of Honorary Teachers In Jakarta At The Elementary Education Level (2005-2018)

Original Article

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### Abstract

Teachers (educators) deliver information, knowledge and learning materials. Teachers are the key to success in achieving educational goals. The role of teachers is vital because they have the task of achieving goals from academic institutions, curriculum, and even from their students. No exception is the honorary teacher who, in this study, will be discussed at the Elementary Education level, including the Elementary School Level. PGRI is an organisation that accommodates the interests of teachers whose birth date, November 24, 1945, has been used as Teachers' Day in Indonesia. One of the roles of PGRI as a professional organisation is to have a central role in improving teacher competence and carrying out the primary responsibility in transforming students' science, technology, and arts. Based on its established vision and mission, PGRI always fights for the fundamental rights of teachers (educators), including professional allowances received by educators and the welfare provided. The writing of this article uses a historical method that includes four steps of activity, including heuristic and the step of collecting sources, some of which are obtained from the Kompas newspaper, PGRI organisation books, and interviews. The second stage is criticism, consisting of internal and external criticism. The third stage is interpretation, and the last is writing history or historiography. The findings of this study are that there are still honorary teachers at the Elementary Education Unit Level. PGRI, even until now, continues to fight to defend the interests of educators related to professionalism, protection of human rights, and the welfare of educators, especially honorary teachers. PGRI continues to advance in facing challenges, even though this organisation often faces trials. The struggle carried out by PGRI is through parliamentary channels (discussions and hearings) until the agreement on the formation of the 2005 Teachers and Lecturers Law, as well as the media and demonstration movements.

**Keywords:** Organisation, PGRI, Honorary Teachers (Educators), Welfare

### 1. Introduction

One of the significant challenges currently and in the future for teachers and educational personnel is preparing Indonesian citizens who are intelligent, excellent, and globally competitive. By developing such high-quality human resources, Indonesia can effectively collaborate and compete globally. In this regard, the teaching profession is highly strategic in human development, enlightenment, cultural transmission, and character building of future Indonesian generations. Future teachers must be able to respond to the dynamic changes in political, social, and economic spheres, as well as advances in science and technology. ( PGRI, 2013)

The momentum for fostering and advancing the teaching profession in Indonesia reached a significant milestone with the enactment of Law No. 14 of 2005 concerning Teachers and Lecturers. This law and preceding policies have laid the foundation for key achievements in



teacher professional development. Recently, there has been a growing demand to reassess the current teacher management system, particularly in areas such as teacher supply, recruitment, appointment and placement, distribution systems, certification, qualification and competency enhancement, performance evaluation, competency testing, professional recognition and protection, welfare, career development, continuous professional development, ethical supervision, and management of teachers in remote or special regions. In response to these challenges, the Ministry of Education and Culture continues to refine and improve its policies related to teacher professional development (Ministry of Education and Culture, 2005).

Change has become a universal aspect of life. The rapid advancement of science and technology and society's accelerating demands exert increasing pressure on individuals to adapt and meet evolving needs. In education, this dynamic has led to a renewed awareness of the importance of revitalising the performance of teachers and education personnel. The goal is to prepare students and future generations capable of responding to technological progress and addressing society's ever-changing needs and expectations.

Students and today's youth, Indonesia's future citizens, live in a globalised era where learning must be active, creative, innovative, effective, enjoyable, and transformational to build global intellect, competitiveness, and national character. Globalisation brings continuous change as a defining feature of our time. Modern human character must challenge and create, yet remain vulnerable to these forces. This civilizational shift demands strong internal and external resilience and a capacity to establish one's existence within the flow of progress. In this context, the teaching profession gains strategic significance: teachers bear the critical responsibility of fostering humanity, culture, intellect, and national character.

Following the enactment of Law No. 14 of 2005 on Teachers and Lecturers, several legal instruments have been issued to serve as the foundation for implementing teacher-related policies. These regulations emphasise the development and empowerment of the teaching profession, recognising teachers as certified professionals. Since 2013, teacher professional development has been expected to co-occur and be integrated, involving various components such as needs analysis, teacher supply, recruitment, selection, placement, redistribution, performance evaluation, continuous professional development, and ethical supervision. To realise this, a new legal framework may be necessary to ensure institutional and dimensional synergy in teacher management and create a more harmonious system. (PGRI, 2013)

The effort to educate and uplift society is among the most vital undertakings and stands as a primary objective of any nation. In this context, educational activities are expected to produce individuals capable of enhancing both the quality and quantity of Indonesia's human resources, while also shaping their character. This is especially important as Indonesia continues its long-term journey toward becoming a developed country with significant global influence. (Prasetyo et al., 2020). The educational process comprises several fundamental and interrelated components critical to its success. These components include academic goals, students, educators or teachers, curriculum content, instructional methods, learning facilities and infrastructure, and evaluation systems. Together, they form an integrated system that significantly influences the overall effectiveness of education.

The success of education largely depends on teachers, particularly their performance in enhancing students' abilities and understanding, as well as their contributions at both institutional and instructional levels. Therefore, the pursuit of quality and professional education is closely tied to the effectiveness of teaching practices carried out by educators. This condition also applies to honorary (non-permanent) teachers still serving at various educational levels in Jakarta. Honorary teachers are entitled to monthly or quarterly honorariums, legal protection, and leave per the government's labour laws. (Jihad, 2013). However, their employment status often lacks clarity, as it is tied to fixed-term contracts. Once the contract ends, their employment may be terminated. (GANEFRI, n.d.). This uncertain

status has become a concern for the Indonesian Teachers Association (PGRI), which continues to advocate for improved welfare and equal treatment for honorary teachers.

The Indonesian Teachers Association (PGRI) is a professional organisation committed to improving the quality of education through educator training, skill enhancement, and knowledge development. From its inception, PGRI has served multiple roles: as a movement for national unity, a platform for advocating teacher welfare, and a promoter of professional development. (Supriadi, 1999). In the reform era, PGRI faces national and global challenges, emphasising the need for continuous teacher growth. It is expected to unify educators, represent their aspirations, advocate for their welfare, and provide legal support across Indonesia. National education laws have further strengthened PGRI's role at all administrative levels.

PGRI has actively advocated for teachers' welfare, notably through the enactment of the 2005 Teachers and Lecturers Law, which educators long anticipated. Due to evolving socio-political conditions, the discourse on teacher welfare and protection emerged as a public concern in the 1980s and was revitalised in the post-reform era. (Nurbaity et al., 2022). Following Indonesia's regime change, the country entered a more open era marked by greater press freedom, academic liberty, and organisational engagement. Between 2003 and 2005, PGRI was deeply involved in the advocacy for education reform, particularly laws related to teachers' rights, qualifications, welfare, and certification, beginning with the enactment of the National Education System Law in 2003 (PB PGRI, 2019).

## 2. Literature Review

The struggle of the Indonesian Teachers Association (PGRI) of DKI Jakarta to improve the welfare of honorary (non-permanent) teachers in basic education is rooted in the broader context of educational reform and socio-political transformation in post-reform Indonesia. The enactment of Law No. 14 of 2005 concerning Teachers and Lecturers marked a formal recognition of teachers as professionals. Since then, PGRI has played an increasingly active role in advocating for the rights and welfare of honorary teachers, especially in urban areas like Jakarta.

The issue of teacher welfare, particularly for honorary teachers, has been a public concern since the 1980s. However, it gained renewed momentum following Indonesia's democratic transition, which opened more expansive space for civil society, including professional unions like PGRI, to engage in policy advocacy. In this context, PGRI DKI Jakarta positioned itself as both a negotiator and a legal advocate to represent honorary teachers whose employment status and legal protections remained precarious. PGRI's efforts included lobbying for fixed honorarium standards, legal protection, access to leave, and inclusion of honorary teachers in civil service recruitment (ASN). It also actively promoted the extension of teacher certification and professional development programs to non-permanent teachers, engaging stakeholders such as the Jakarta Department of Education and the Regional House of Representatives (DPRD) (Jihad, 2013)

Although significant disparities persist between permanent and honorary teachers, studies indicate that PGRI DKI Jakarta has made a substantial contribution to policy reform and public discourse regarding the rights of honorary teachers. The 2005–2018 period reflects a strategic consolidation of PGRI's advocacy roles amidst ongoing challenges in the professionalisation of education in Indonesia.

### 3. Methods

The research was conducted using the historical method to ensure this article serves as a valuable reference and learning resource for future generations. This method comprises four essential stages: heuristics, source criticism, interpretation, and historiography. The heuristic stage involves the systematic collection of relevant primary and secondary sources. These sources include contemporary newspapers such as Kompas, journal articles related to the research topic, organisational publications obtained directly from PGRI DKI Jakarta, and interview data.

1. After collection, the sources undergo a critical evaluation process, known as source criticism, which aims to assess the credibility and authenticity of the materials. Source criticism is divided into two categories:
2. Internal criticism assesses the accuracy and reliability of the content within the document.

External criticism examines the authenticity and origin of the documents to determine whether the sources are genuine. Once the sources are validated, the next step is interpretation, which involves analysing and synthesising the historical facts gathered through critical review. This process identifies patterns and related historical events, transforming them into meaningful clusters of information. The final stage is historiography, or the writing of history, in which the findings are organised and presented as a coherent narrative that reconstructs the historical development of the subject under investigation.

## 4. Results and Discussion

### 4.1. Demands for Professional Teachers (Educators) in the Reform Era

Indonesian teachers must recognise that teaching is an honour, dignity, protection, and a noble responsibility. As such, they are expected to uphold professional ethics in their practice. Their role is dedicated to enlightening the nation and enhancing the quality of human resources knowledgeable and skilled in science, technology, and the arts, but also grounded in faith, devotion, and moral integrity. These efforts contribute to realising an advanced, just, prosperous, and civilised society. Educational change and development, however, can never reach a perfect or final endpoint. This is because education is inherently dynamic, constantly evolving in response to societal transformations and advances in science and technology. (Idris, 2011)

An educator holds a position, role, and profession devoted to the field of education through purposeful and educational interaction. The performance of a professional educator is reflected in their duties, which are grounded in subject-matter expertise and mastery of pedagogical methods. Such expertise is acquired through structured education and training programs specifically designed for professional development. This competence is formally recognised through certifications, accreditations, or licenses granted by authorised institutions, typically the government or professional organisations. With this recognised qualification, educators are expected to exercise professional autonomy as individuals and as members of the teaching profession. (Rohman, 2016)

In addition to their expertise, the professional identity of an educator is demonstrated through their full commitment and responsibility in carrying out their duties. A professional educator is expected to shoulder responsibilities not only for students but also toward parents, the community, the nation, the state, and their religious beliefs. This responsibility encompasses personal, social, intellectual, and spiritual dimensions. It is reflected in the

educator's personal qualities such as self-awareness, self-management, self-discipline, and the ability to appreciate and continuously develop themselves.

#### **4.2. Educators' Dreams and Aspirations Have Not Been Achieved**

According to Kompas (May 2, 2000 edition), the issues raised by educators at the time were no less compelling than the political controversies surrounding efforts to eliminate corruption, collusion, and nepotism (KKN), particularly about the implementation of the MPR decree concerning former President Soeharto. Amid this political climate, educators threatened to boycott the national examination (Ebtanas), and mass protests escalated with tens of thousands of teachers from West Java rallying at the House of Representatives (DPR) building in Senayan. Following a demonstration at the Ministry of National Education (Departemen Diknas), a meeting was held involving the Ministry of Education, the National Civil Service Agency (BKN), and PGRI. The meeting resulted in an agreement to propose a 300% increase in functional allowances. This figure represented a 200% increase above the 100% raise previously granted. Two days later, the government approved the proposal, although it stated the policy could only be implemented for one year due to fiscal limitations.

The success of educators in advocating for their welfare deserves appreciation, especially amid the often disconnected rhetoric of officials at the Ministry of Education. The teaching profession's development and empowerment, particularly in matters of welfare, remains largely unfulfilled. This condition was reflected in an interview conducted on February 16, 2025, with a primary school teacher from SDN 05 Cilincing, North Jakarta, known as "Bu Guru NK." She began teaching as an honorary teacher in 2010 with a monthly salary of IDR 400,000, supplemented by a functional allowance of the same amount, although it was disbursed quarterly.

Over time, her situation changed. In 2014, she passed the selection process for KKI teachers and received a salary in line with the Jakarta minimum wage, amounting to IDR 3,200,000. By 2021, she transitioned to PPPK (Government Contract Teacher) status with a base salary of IDR 4,200,000. After completing the PPG (Teacher Professional Education) program at UHAMKA, she also qualified for a professional allowance totalling IDR 9,200,000.

Concerning teacher certification, educators must first obtain a teaching license through PPG training. According to Dr. Ani Interdiana, a lecturer in the PPG program at Universitas Indraprasta PGRI (Unindra), interviewed on February 9, 2025, there are two PPG pathways: PPG Dalam Jabatan (in-service), designed for experienced teachers without certification, and PPG Prajabatan (pre-service), intended for university graduates from both education and non-education majors aspiring to become professional teachers. The in-service PPG takes about 60 days with a blended learning system, requiring a 7-credit daily workload, while the pre-service program runs for two academic semesters. Certification is granted upon successful completion of tasks and written exams.

An additional interview on February 23, 2025, with Ms. Khurotul Ain, a staff member from the North Jakarta District Education Office (Sudin), highlighted that despite holding a PPG teaching certificate, educators must still meet strict attendance and teaching load requirements to be eligible for the professional allowance. For civil servant teachers (PNS), the allowance amount is determined based on their civil service rank. In contrast, private school teachers' allowances are based on the passing system. For those without inpassing, the minimum professional allowance is approximately IDR 2,700,000. It is also worth noting that discussions about education in Indonesia often go beyond financial welfare. Moral education (*budi pekerti*), frequently invoked as a solution to juvenile delinquency and school violence, is still a significant theme. However, what was once considered effective moral instruction in the past may no longer be relevant in today's vastly different social context. (Alhamudin, 2014)

### **4.3. Student Demonstration in Defence of Teachers on Teachers' Day**

According to Kompas (November 26, 1998 edition), National Teachers' Day on Wednesday, November 25, coinciding with the opening of the PGRI (Indonesian Teachers Association) Congress, was marked by demonstrations led by student-teachers from IKIP (Teacher Training Institutes) in Jakarta, Bandung, and Padang. In Jakarta, hundreds of IKIP Jakarta students gathered in protest at the Ministry of Education and Culture office on Jalan Jenderal Sudirman around 11:00 AM. However, they only met the Minister of Education around 5:00 PM.

One of their primary demands was the dissolution of PGRI. The protesting students viewed the organisation as failing to advocate for teachers' welfare and instead perceived it as a political tool aligned with the ruling Golkar party. In response, the Minister of Education deferred the issue to the educators, suggesting that such a decision should rest with the teaching community. The students also demanded that the government increase the national education budget. Echoing their peers in Jakarta, students across different cities called for the immediate dissolution of PGRI. They insisted that a minimum of 30 per cent of the national budget (APBN) be allocated to education.

In a dialogue with the students, Dr. Anwar Yasin, Chair of the Central Executive Board (PB) of PGRI, responded by affirming PGRI's willingness to undergo organisational reform and to dissociate itself from political power. He even stated that the organisation was prepared to dissolve itself, should that be the collective will of its members. Yasin further explained that PGRI would initiate reforms in various areas, including its constitution, programs, human resources, and institutional performance, all to be guided by grassroots member input.

### **4.4. PGRI's Struggle for Educators' Aspirations**

Educators who teach with professional behaviour tend to foster effective teaching practices, leading to higher-quality learning outcomes. However, many educators in Indonesia have yet to realise their rights to teach professionally and effectively thoroughly. Similarly, students have not fully attained their learning rights in optimal and practical conditions. This is reflected in the current state of education, which includes insufficient teachers resulting in workloads that exceed their official duties, low competency levels regarding educational demands, unequal teacher distribution, poor welfare conditions, and unsupportive management systems. These issues underscore the general lack of appreciation and concern for teachers' living conditions and fundamental rights.

The right to teach entails the freedom to apply one's knowledge and pedagogical skills professionally through interaction and collaboration with students, to achieve educational goals within a democratic framework. Teachers and students often lack the physical, psychological, and socio-economic support systems necessary for effective teaching and learning processes. One of education's longstanding goals has been improving teacher welfare. To be considered professionals, teachers must receive fair compensation, legal protection in executing their duties, and clear opportunities for career development. Therefore, one of PGRI's (Indonesian Teachers Association) primary missions is to advance the ideals of national independence by contributing to professional educational development, national intelligence, and educator welfare.

PGRI's work programs focus on preparing professional educators to empower future generations. To realise these goals, PGRI fosters both vertical and horizontal institutional collaborations. At the provincial and district/city levels, this coordination is implemented through structured leadership consisting of vice chairpersons, secretaries, treasurers, and sectoral heads under the guidance of the central chairman. Meanwhile, collaboration between

the national PGRI board and government institutions occurs horizontally, treating both entities as equal partners (Restoeningroem, 2022).

One of PGRI's key aspirations has been implementing the Teacher and Lecturer Law (UU No. 14 of 2005), which is regarded as a vital tool to improve the welfare of teachers in Indonesia. PGRI's demands concerning teacher welfare have been acknowledged as a national issue, and the government has made ongoing efforts to improve educators' well-being—efforts that have, to some extent, been felt across the teaching community (Noor, 2019).

Nonetheless, the desire for "job security" remains a core concern for teachers. Numerous recent incidents have revealed that complete security for educators has yet to be achieved. Cases of harassment and mistreatment of teachers still occur in various regions. Another pressing issue is the quality of "interpersonal relationships" in the professional teaching environment, which many educators feel remains inadequate. Despite this, solidarity and a sense of community among educators are emerging through cooperative programs, peer gatherings, educational seminars, and professional development workshops.

## 5. Conclusion

The Indonesian Teachers Association (Persatuan Guru Republik Indonesia – PGRI) is the largest professional organisation for educators in Indonesia. It is an ideal platform for advancing teacher professionalism, addressing various challenges educators face, and advocating for teacher welfare and the broader educational landscape. Educators who engage in teaching with professionalism tend to demonstrate effective instructional behaviour, ultimately leading to high-quality learning outcomes. However, many teachers have yet to enjoy their right to teach professionally and effectively. This persistent gap has fueled PGRI's ongoing commitment to improving teachers' working conditions, despite the organisation's numerous obstacles and challenges.

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