



# Recruitment of Honorary Teachers in Public Elementary Schools

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## ABSTRAK

Guru merupakan salah satu faktor yang menentukan keberhasilan pendidikan. Keberadaan guru honoror merupakan kenyataan dalam dunia pendidikan di Indonesia, termasuk di SD negeri. Penelitian ini menganalisis makna tentang perekrutan guru honoror di sekolah dasar negeri. Penelitian ini dilakukan menggunakan pendekatan kualitatif dengan metode fenomenologi. Data dalam penelitian ini berupa transkrip wawancara mendalam terhadap para informan. Informan dalam penelitian ini berjumlah empat belas orang yang terdiri dari dua belas guru honoror sekolah dasar dan dua orang kepala sekolah. Terdapat tiga tahapan analisis data yaitu reduksi data, penyajian data, serta penarikan kesimpulan. Penelitian ini menemukan bahwa sekolah dasar negeri mempekerjakan guru kontrak untuk mengatasi kekurangan guru. Setiap guru kontrak memiliki alasan masing-masing untuk mendaftar sebagai guru kontrak, seperti kesempatan kerja, membawa kebahagiaan bagi orang tua, dan rasa dedikasi. Sekolah dasar negeri dapat merekrut guru kontrak meskipun mereka tidak memiliki gelar PGSD. Implikasi penelitian ini terkait dengan pemenuhan kebutuhan guru di sekolah dasar negeri, peningkatan kesejahteraan guru honoror, serta perekrutan guru yang mempertimbangkan kesesuaian kualifikasi pendidikan.

## ABSTRACT

The teacher is one of the factors that determine the success of education. Honorary teachers are a reality in Indonesia's education sector, including in public elementary schools. This research explores the meaning related to the recruitment of honorary teachers in public elementary schools. The research adopts a qualitative approach with a phenomenological method. The data in this study are transcripts of in-depth interviews with informants. Fourteen informants in this study comprised twelve honorary elementary school teachers and two school principals. There are three stages of data analysis data reduction, data presentation, and drawing conclusions. This research found that public elementary school s employ honorary teachers to address teacher shortages. Each honorary teacher has their own reasons for registering as an honorary teacher, such as job opportunities, bringing happiness to their parents, and a sense of dedication. Public elementary schools can recruit honorary teachers even if they do not have a PGSD degree. The implications of this research are related to meeting the needs of teachers in public elementary schools, increasing the welfare of honorary teachers, and teacher recruitment that takes into account the suitability of educational qualifications.

## 1. INTRODUCTION

Teacher is a professional educator who works in the formal education sector. According to Article 1, Paragraph (1) of the Republic of Indonesia Law number 14 of 2005, "A teacher is a professional educator with the primary task of educating, teaching, guiding, directing, training, assessing, and evaluating students in early childhood education, primary education, and secondary education through formal education channels". The existence of teachers is needed in the implementation of quality education (Abdallah & Musah, 2021; Anderson & Taner, 2023; Andina & Arifa, 2021; Arifa & Prayitno, 2019; Florida & Mbato, 2020; Mayer, 2022). Teachers facilitate students to develop knowledge, attitudes, and skills (Cuadra et al., 2023; Hatuye Helate et al., 2023; Ibdia et al., 2023; Mansir, 2019; Njelezi, 2023). Teachers have an important role in the implementation of learning activities in schools (Gkonou & Miller, 2023; Li, 2023; Timm et al., 2023).

The Republic of Indonesia Law number 5 of 2014, Article 1, Paragraph (1) states that "ASN (civil servant) is a profession for civil servants and government employees with employment agreements

working in government institutions." The law does not mention the term "honorary staff" in government institutions, but there are still honorary staff in public schools. Honorary teachers are a reality in the education sector in Indonesia. The phenomenon of honorary teachers exists in the field of education (Alawiyah, 2018; Amalia & Ridho, 2021; Nurbaya et al., 2020; Sariwulan et al., 2019). The number of honorary teachers working in Indonesia is relatively large (Ngabiyanto, 2018; Rifai, 2019). Not all the teachers are prepared and have competence according to the competence standard, especially for the honorary teachers in schools in various regions (Kustini, 2021; Nurbaya & Ramly, 2019). The school or the school committee appoints honorary teachers. The phenomenon of honorary teachers also exists in public schools, which are government institutions. Honorary teachers are teachers who work in public schools but do not have the status of ASN.

Teachers are professional workers entitled to receive income according to their work. Republic of Indonesia Law Number 14 of 2005, Article 14, Paragraph (1), letter a states that "as professional educators, teachers are entitled to receive income above the minimum living needs and social welfare guarantees". Honorary teachers are assigned the same tasks as regular teachers (Julia et al., 2020; Lazuardi et al., 2020; Turu & Wula, 2019). The tasks of honorary teachers are similar to those of teachers with civil servant status (Aisyah & Chisol, 2020; Alawiyah, 2018; Amalia & Ridho, 2021). Honorary teachers working in public schools often need more clarity in their status and income. Honorary teachers in public schools do not have a Decree issued by the government. The situation of honorary teachers is often concerning and challenging. The issue of the welfare of honorary teachers meets public discourse, for example, honorary employee honors cannot be received regularly every month, the amount is also below the minimum wage. While honorary teachers may receive similar responsibilities, there are differences in the income they receive. Honorary teachers often receive lower income compared to regular teachers. The status and welfare of honorary teachers remain unresolved issues that have yet to be resolved (Badaruddin et al., 2021; Istiqomah, 2021; Ngabiyanto et al., 2019). Honorary teachers often face inadequate welfare and financial security (Agustin et al., 2021; Mansir, 2020). Honorary teachers lack certainty in their professional career. Honorary teachers are teachers who receive non-permanent salaries. There is no standardized regulation regarding the income of honorary teachers (Afandi & Badarudin, 2011; Anugrah et al., 2022; Asbari et al., 2020; Ngabiyanto, 2018). The income received by honorary teachers is far from being adequate or sufficient. The below-standard income of honorary teachers reduces their access to health and safety guarantees (Fadli & Imtihan, 2019; Kustini, 2021). A small income does not reduce the work commitment of honorary teachers. Despite the lack of clarity in status and inadequate welfare, there are still honorary teachers working in public schools.

Honorary teachers who work in public schools have no certainty in their careers. Honorary teachers continue to work in public schools even without job security (Afandi & Badarudin, 2011; Mansir, 2020). Honorary teachers continue to do the work that is their job. Good performance by honorary teachers can improve students' academic achievements (Angreranti & Malihah, 2018; Sholehati & Hadijah, 2019). Honorary teachers continue to work in public schools despite receiving limited welfare guarantees. Honorary teachers still exist in public elementary schools despite the lack of standardized regulations governing them.

Problems related to honorary teachers are a record in the world of education in Indonesia. The issues related to honorary teachers have yet to be resolved promptly. The challenges in resolving the problems faced by honorary teachers are often due to the involvement of both central and local governments in managing different components of the issue (Fauzan, 2021; Rosser & Fahmi, 2018). The Ministry of Education and the government need to address the economic and social disparities experienced by honorary teachers by providing guarantees of fairness. Honorary teachers have the hope that the government can resolve the issues related to honorary teachers. The central government also needs to pay attention to honorary teachers (Emynorane, 2019; Mansir, 2019).

Honorary teachers are needed in elementary schools that experience a shortage of teachers. The existence of honorary teachers in public elementary schools has become commonplace. This research aims to explore the meaning of conscious experiences related to the recruitment of honorary teachers in public elementary schools. The objective of this study is to elucidate the experiences related to the phenomenon of recruiting honorary teachers in public elementary schools. This study is intended to contribute to the resolution of the issue of honorary teachers in public elementary schools. This study investigates the reasons for recruiting honorary teachers, the reasons for applying as honorary teachers, and initial situation when working as an honorary teacher. This study provides a new picture of the problem of honorary teachers working in public elementary schools.

## 2. METHOD

This research adopts a qualitative approach, specifically the phenomenological method. Phenomenology explores the meaning of life for individuals by examining the concepts of their lived experiences and phenomena (Husserl, 2020). In phenomenological research, researchers look for explanations behind the phenomenon that is studied in depth (Soeherman, 2019). The informants in this research provide information related to conscious experiences regarding the recruitment of honorary teachers in public elementary schools.

The sampling technique used in this study is purposive sampling, where informants are selected purposefully based on their relevance to the research topic. Selection of subjects in purposive sampling is done by choosing based on certain considerations (Sugiyono, 2013). The informants in this study can provide valuable insights into the recruitment of honorary teachers in public elementary schools. The study is conducted in Wonogiri regency, Indonesia. The informants in this research consist of fourteen individuals, including twelve honorary elementary school teachers and two school principals working in Wonogiri.

The data collection technique used in this research is interviews. Interviews are the primary data collection method in qualitative research (Hardani et al., 2020). Interviews are used to explore in-depth information held by informants (Sugiyono, 2013). The data in this research consists of transcriptions of in-depth interviews conducted with the informants. The data obtained in the interviews illustrate the meaning that the informants have. The researchers and informants agreed upon the information gathered during the interviews. The researcher creates a list of questions for the interviews related to the recruitment of honorary teachers in public elementary schools. The interviews are conducted as naturally as possible to obtain pure information from the informants' perspectives. The researcher ensures the confidentiality of the informants' identities. The researcher built a comfortable atmosphere during the interview so that informants could provide information freely and without pressure. Interviews conducted by researchers with informants will be recorded for later review. Researchers conducted informal, interactive interviews, and allowed open answers from informants. During the interviews, the researcher sets aside any preconceived perceptions about honorary teachers to avoid data bias. The researcher conducts interviews with each informant at different times and locations. Researchers conducted interviews using interview guidelines. The instrument grid used as a guide for writers in conducting interviews in this study is presented in Table 1.

**Table 1. Instrument Grid.**

Aspect	Indicator	Informant
Reasons for Recruiting Honorary Teacher.	School situation.	School Principals
	Total number of teachers.	
	Total number of educational staff.	
Reasons for Applying as Honorary Teacher.	Previous profession.	Honorary Teachers.
	Desire to become honorary teacher.	
	The one who pushed to become a honorary teacher	
The Initial Situation When Working as an Honorary teacher.	Education possessed before registering as an honorary teacher.	Honorary Teachers.
	Matching education with work.	
	Desire for self-development.	

Data analysis is carried out by examining the data obtained, collecting it according to the same category and then looking for relationships between the data and categories to obtain conclusions. Qualitative research emphasizes descriptive data and strong interpretive abilities (Soeherman, 2019). Data analysis was carried out to conduct in-depth analysis, looking for relationships, and assembling constructs. The researcher will gather and analyze the data collected during the research process. The purpose of phenomenological analysis is to unveil in detail how the subjects perceive their personal and social world. There are three stages of data analysis data reduction, data presentation, and drawing conclusions. Data reduction is done by collecting data that has been obtained and selecting good data to answer basic research questions. Presentation of data is done by displaying the data that has been selected at the time of data reduction. Conclusions are drawn after all the data is clearly visible. The results of data analysis can describe the recruitment of honorary teachers in public elementary schools.

### 3. RESULT AND DISCUSSION

#### Result

The informants of this study work in different workplaces. Researchers approach and communicate with informants. The researcher made an agreement with honorary teachers and school principals who were willing to become informants regarding how to collect data. Researchers conducted interviews with each informant at different places and times. The informants of this study are presented in [Table 2](#).

**Table 2.** Research informants.

Initial of Informants	Age	Gender	Status
SW	39	Female	Honorary Teacher
ST	52	Female	Honorary Teacher
GA	31	Male	Honorary Teacher
GY	39	Female	Honorary Teacher
IM	31	Female	Honorary Teacher
AM	30	Male	Honorary Teacher
JS	35	Male	Honorary Teacher
TN	30	Female	Honorary Teacher
DN	37	Female	Honorary Teacher
AP	35	Male	Honorary Teacher
TA	35	Male	Honorary Teacher
MD	31	Male	Honorary Teacher
AU	40	Male	School Principals
ES	39	Male	School Principals

The questions posed to the informants in the research regarding the recruitment of honorary teachers in public elementary schools revolved around three main aspects: the reasons for schools to recruit honorary teachers, the reasons for individuals to apply as honorary teachers, and the initial situation when working as honorary teachers.

Researchers interviewed two school principals to gather information about the reasons why public elementary schools recruit honorary teachers. Both principals revealed that their respective schools were facing teacher shortages. All school principals stated that they had reported a shortage of teachers at the SDN they led to the Department of Education and Culture, but the shortage of teachers was not immediately filled. According to the principal, the shortage of teachers resulted in students being stranded in class. Learning will not be optimal if the teacher supports more than one class. Teacher shortages can have a significant impact on the quality of classroom teaching. Recruitment of honorary teachers in public primary schools to provide sufficient teachers, prevent students from being neglected in class, and maintain the quality of education services. By recruiting honorary teachers, the school aims to reduce the problem of teacher shortages and ensure the delivery of quality education in a sustainable manner. The existence of honorary teachers is expected to help complete work in public elementary schools. Public elementary schools that do not have administrative staff will provide additional assignments for honorary teachers. Additional tasks assigned to honorary teachers are related to school administration, such as compiling financial reports and school data reports. Honorary teachers do not have a decree issued by the government even though they work in government agencies. The school committee and parents are involved in recruiting honorary teachers. The approval of the school committee and students' parents is considered to be able to strengthen honorary teachers. Principals continue to recruit honorary teachers even though they are aware of the ban on honorary workers in government agencies. The criteria set by schools in recruiting honorary teachers are the teaching ability of elementary school students, the ability to master computer technology, and honorary teachers who are still young are prioritized with the assumption that they have high morale.

The researcher interviewed twelve informants regarding the reasons for applying as honorary teachers. Each informant explained his reason for working as an honorary teacher. The reasons mentioned by the informants revolved around job opportunities, bringing happiness to parents, and a sense of dedication to the teaching profession. The opportunity to work as an elementary school teacher is considered greater than the opportunity to become a teacher at other levels of education. Jobs as honorary teachers in public elementary schools can be entered by high school graduates. Undergraduates of subject-specific education may also choose to become honorary teachers in public primary schools due to the limited opportunities to work as subject teachers in junior or senior secondary schools. The chances of becoming an ASN are considered to be greater if you register with the formation of public elementary school

teachers. The informant's parents think that teaching is an honorable job. The teaching profession is considered a proud profession. Therefore the informant wanted to make his parents happy by becoming a teacher. The teaching profession is considered a profession that has services in educating the nation. Teachers are considered to have good deeds. The label as a state servant is considered an honor for these informants.

Researchers interviewed twelve honorary teachers about their initial situation when working as an honorary teacher. The informants told about their early days as honorary teachers. Informants stated that they did not have adequate competence when they first worked as honorary teachers at public elementary schools. They also stated that they had no prior experience working in primary schools. Even though he did not have competence, the informant still decided to work as an honorary teacher at a public elementary school. Twelve honorary teachers who served as informants in this study stated that they did not have a Elementary school Teacher Education (PGSD) degree when they registered as honorary teachers in public elementary schools. Nine informants mentioned that they used their high school diploma or its equivalent to apply as honorary teachers. Three informants stated that they used a bachelor's degree other than PGSD. Honorary teachers can be accepted to work in public elementary schools even if they do not have the appropriate educational qualifications for their position. Eleven honorary teachers stated that they already have a PGSD degree. They pursued their PGSD studies while working as honorary teachers. One honorary teacher stated that they have not yet pursued PGSD. Informants stated that there were people who influenced their decision to work as honorary teachers. Informants said that they received offers, promises, advice, and directions when registering as honorary teachers. Assistance from other parties was disclosed by the informants in the form of convenience in registering as honorary teachers at public elementary schools. Informants said that help from other people played a role in their attendance at public elementary schools.

Based on the description of the research results, the recruitment of honorary teachers in public elementary schools can be described as shown in Figure 1.

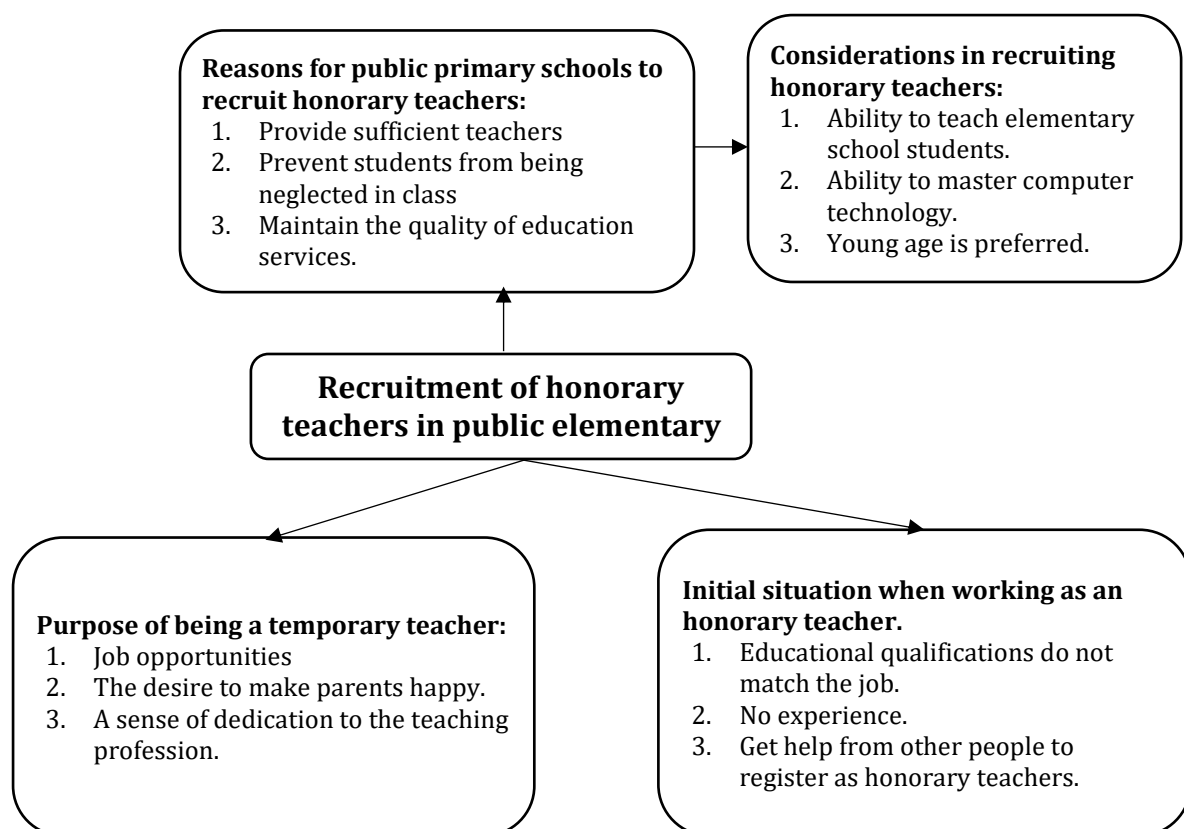


Figure 1. Modeling the Recruitment of Honorary Teachers in Public Elementary Schools

**Discussion**

This research found that school principals decide to recruit honorary teachers due to a shortage of teachers in the public elementary schools they lead. The shortage of teachers can significantly impact the quality of educational services. Recruitment of honorary teachers is expected to help overcome the problem

of teacher shortages in primary schools. The recruitment of honorary teachers is expected to help maintain the quality of education provided in public elementary schools. A study conducted in remote, outermost, and underprivileged areas in Indonesia indicates that the recruitment of honorary teachers occurs due to a shortage of teachers (Febriana et al., 2018; Nurbaya et al., 2020; Sariwulan et al., 2019; Tohir et al., 2021). The teacher plays a role in the progress of learning activities (Fitzpatrick et al., 2022; Jamaludin et al., 2021; Juliandarini et al., 2023; Muzakkir et al., 2022). The recruitment of honorary teachers is done out of necessity to ensure that the learning process can still take place in schools (Alifia et al., 2022; Azizah et al., 2022; Pujiantari & Wahyudiati, 2022). Schools still appoint honorary teachers to fulfill the shortage of teachers. Principals need to make decisions so that the quality of education is maintained (Annisa & Ramadan, 2021; Arifa & Prayitno, 2019; Marmoah & Poerwanti, Suharno, 2022; Mayer, 2022). Principals need to carry out functions to achieve a goal (Ngaziah et al., 2021; Riani & Ain, 2022). Recruitment of honorary teachers is a decision taken by the school principal. Schools continue to recruit honorary teachers even though there are no standard rules (Anugrah et al., 2022; Asbari et al., 2020; Ngabiyanto, 2018). Honorary teachers can assist in carrying out various tasks within the school (Nurbaya & Ramly, 2019; Riance et al., 2022; Santika & Maryanti, 2023). The presence of honorary teachers is expected to provide additional support in public elementary schools. Public elementary schools can recruit honorary teachers even if they do not have the educational qualifications and competencies appropriate to their jobs (Julia et al., 2020; Ngabiyanto et al., 2019; Nurbaya & Ramly, 2019; Virdaningsih et al., 2020). The recruitment of honorary teachers is carried out with the approval of the school committee and parents. There is influence from outsiders in recruiting honorary teachers in public elementary schools (Ngabiyanto et al., 2019; Nurbaya & Ramly, 2019). The principal decided to recruit honorary teachers even though there were no clear rules.

This research found that each honorary teacher has personal reasons for registering as an honorary teacher in public elementary schools. The three reasons revealed by the honorary teachers who served as informants in this study are related to job opportunities, bringing happiness to their parents, and a sense of dedication. The job opportunity as an elementary school teacher is considered more abundant than opportunities in other teaching positions and seen as relatively easier to obtain (Jamaludin et al., 2021; Khasna & Diniyanto, 2021). Being an elementary school teacher is seen as a profession that can bring happiness to their parents. Teaching is perceived as a profession that involves significant dedication to the community (Abdallah & Musah, 2021; Hou et al., 2023; Timm et al., 2023; Zen et al., 2022). Each honorary teacher has different motivations when registering as an honorary teacher. Personal motivation plays a significant role in their work (Emynorane, 2019; Gkonou & Miller, 2023; Julia et al., 2020; Timm et al., 2023). Personal motivation prompted the informant to register as an honorary teacher at a public elementary school. The teachers' work motivation will improve the quality of learning activities in the classroom (Agustin et al., 2021; Cuadra et al., 2023; Sitaasih, 2020). The motivation possessed by the teacher becomes the driving force to achieve goals (Virdaningsih et al., 2020; Widiastuti et al., 2021). Motivation plays a role in the performance of honorary teachers. Personal feelings towards work are evident in daily routines (Istiqomah, 2021; Nurbaya & Ramly, 2019). Personal feelings affect one's performance. Honorary teachers have personal satisfaction that keeps them persevering in their work (Agustin et al., 2021; Fitria & Nio, 2020). Working as an honorary teacher in a public elementary school is thought to enable the informants to achieve their personal goals. Personal resilience enables teachers to persevere (Aisyah & Chisol, 2020; Hatuye Helate et al., 2023; Mayer, 2022). Honorary teachers have personal reasons that lead them to decide to work in public elementary schools.

This study found that honorary teachers can work even if they do not have a bachelor's degree from PGSD (Elementary School Teacher Education). Public elementary schools can recruit honorary teachers who are high school graduates or its equivalent. Public elementary schools can also recruit non-PGSD bachelor's degree holders as honorary teachers. Honorary teachers can work while pursuing their studies in PGSD. Indeed, the issue of mismatched educational qualifications is a problem in Indonesia's education system (Andina & Arifa, 2021; Ngabiyanto et al., 2019). Honorary teachers are accepted to work even though they do not have a qualified education and experience. Teacher qualifications will affect their performance (Fitzpatrick et al., 2022; Julia et al., 2020; Rifma et al., 2022). Schools may recruit individuals who are willing to become honorary teachers even if they do not possess the appropriate educational qualifications (Febriana et al., 2018; Ngabiyanto et al., 2019). The low competence of honorary teachers is a problem in Indonesian education (Julia et al., 2020; Ngabiyanto et al., 2019; Nurbaya et al., 2020; Virdaningsih et al., 2020). Honorary teachers can be accepted to work in public elementary schools even if they do not have the appropriate educational qualifications. Some parties influence the decision of honorary teachers to work in public elementary schools. The decisions of public elementary schools in recruiting honorary teachers can be influenced by those outside the school (Andina & Arifa, 2021; Nurbaya & Ramly,

2019). There were people who helped informants to get accepted to work as honorary teachers at public elementary schools.

#### 4. CONCLUSION

Based on this research, it can be concluded that public elementary schools have reasons to recruit honorary teachers. Each honorary teacher has personal reasons that make him work at a public elementary school. Honorary teachers may work without having the appropriate educational qualifications and experience. Honorary teachers can be accepted to work in public elementary schools even if they do not have the appropriate educational qualifications. Some parties influence the decision of honorary teachers to work in public elementary schools. The decisions of public elementary schools in recruiting honorary teachers can be influenced by those outside the school. There were people who helped informants to get accepted to work as honorary teachers at public elementary schools.

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