

Research Article

Analysis Of Government Policy Towards Honorary Teachers

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Received : July 21, 2023

Revised : August 08, 2023

Accepted : September 20, 2023

Available online : October 30, 2023

How to Cite: Muhammad Al Mighwar, & Tariska Andini Nopaulita. (2023). Analysis Of Government Policy Towards Honorary Teachers. *Amandemen: Journal of Learning, Teaching and Educational Studies*, 1(2), 37–50. <https://doi.org/10.61166/amd.v1i2.31>

Abstract. The purpose of this study is to describe and analyze the education policy of honorary teachers. The research tool used is descriptive qualitative method and data collection is in accordance with the research. Teachers are professionals who have the task of learning, educating and training. Educating means continuing and developing the values of life. While teaching is developing science and technology. Honorary teachers are teachers who have the right to receive honorariums, both monthly and three months, honorary teachers also get legal protection and leave based on government regulations contained in the labor laws. Until now, honorary teachers still have not received proper welfare, because there are still problems experienced by honorary teachers.

Keywords: Honorary Teachers, Education Policy, Government

INTRODUCTION

Teachers are professional staff and have the task of teaching, educating and training, and directing students to achieve learning goals. Teachers educate elementary school (SD), middle school (SMP), high school (SMA) children, not only that, teachers also teach kindergarten children. A teacher is someone who is very important in an educational institution, because if there is no teacher, the learning process will not run and a teacher not only teaches knowledge but also teaches morals. The role of a teacher is also not easy and cannot be done by just anyone. A teacher must provide a complete package to students, the teacher must be someone who can educate, be creative, inspirational, provide motivation, provide encouragement, be able to understand the condition of students, and provide a good example or set a good example. Therefore, a teacher has a responsibility to students.

Honorary teachers are educational personnel who are not or have not been appointed as Civil Servants or abbreviated to PNS, but honorary teachers still receive or receive a salary every month or quarter. Honorary teachers have the same duties as civil servant (PNS) teachers, both are equally responsible for students and the implementation of education in schools as regulated in government law. And what differentiates between civil servant teachers and honorary teachers is their welfare. Because until now there are still many complaints from honorary teachers.

A policy is not only based on a wise attitude, but also by understanding existing realities and needs. Policy not only contains the policy itself, but contains *wisdom*. A policy is also an indicator of the attitude of the government or policy holder, providing solutions to the community for existing problems and is also the basic value of the government. There are always questions in implementing policies such as whether a policy can achieve or solve existing problems concretely or not, because it is understood that problems always arise and will never end.

RESEARCH METHODS

The research method used is a descriptive qualitative approach to data collection according to *library research*, and data analysis using *content analysis* and also additions from the internet.

RESULTS AND DISCUSSION

Teacher

Etymologically, teachers are often called educators and termologically, teachers are often interpreted as people who are responsible for student development by seeking the development of all student potential, including cognitive potential, potential, effectiveness and psychomotor potential. There are several opinions about teachers, such as:

1. As explained by Mujtahid in his book entitled "Teacher Professional Development," the definition of a teacher is a person whose job, livelihood, or profession is teaching.
2. Sri Minarti quoted the opinion of Dutch linguists, JEC Gericke and T. Roorda, who explained that teacher comes from Sanskrit which means heavy, great, important, excellent, honorable, and teacher. Meanwhile, in English there are several words that mean teacher, for example teacher which means teacher or lecturer, educator which means educator or educational expert, and tutor which means private teacher, teacher who teaches at home, or teacher who gives tutoring.

Education in Islam has several definitions of teacher, such as murabbi, mu'allim, and muaddib. These three terms have different functions. According to linguists, the term murabbi comes from the word rabba yurabbi which means to guide, take care of, care for and educate, while the term mu'allim is a form of the term fa'ildari'allama yu'allimu which is usually translated as teach or instruct. An ustadz can be called a teacher. According to Muhaimin, the word ustadz means that a teacher is required to be committed to professionalism in carrying out the tasks given, professionalism is a high attitude towards his tasks, and an attitude of commitment is a process that always tries to improve or update the way it works so that it can be better and in line with the demands of the times. Educational tasks must be carried out with awareness that each task must prepare a better generation in the future.

Al-Ghazali said: "A person who has knowledge and then works with that knowledge, he is called the greatest person under the sky. He is like the sun that shines on others, while he himself also shines. Like musk oil whose smell is enjoyed by others, it also smells good. Thus, it appears that in general the teacher's duty and responsibility is to deliver students and make them educated human beings who are able to carry out divine and humanitarian duties.

A teacher is someone who is very important in education, as it is written in the 1945 Constitution, that the task of a teacher is to educate the nation's life. So a teacher is someone who has expertise in the fields of education, teaching and training. This professional perspective is closely related to teachers as individuals who work to meet their daily needs. Therefore, the position of teacher as a profession also has the right to obtain rights in accordance with the workload and standards. The rationale is that a profession is a job or position that has certain skills. This professional position as a teacher cannot be held by just anyone, and requires preparation through special education and coaching.

In operational terms, there are various views regarding the definition of a teacher, namely:

1. According to the traditional view, a teacher is someone who stays and stands in front of the class and imparts knowledge.
2. And according to an expert's view, education is the existence of someone who is called a teacher and provides knowledge or skills to other people or students.

In RI Law no. 14 of 2005 concerning teachers Chapter 1 Article 1 explains that teachers are professional educators with the main task of educating, teaching, guiding, directing, training, assessing and evaluating students in early childhood education in formal education, basic education and education. intermediate. In Indonesia, teachers have a position as professional staff at the levels of primary education, secondary education and early childhood education in formal education. They are appointed in accordance with the regulations that apply within the government, administration or educational unit. The teacher in question must have academic qualifications of at least S-1/D-4 and be a certified educator (Danim, 2015: 3).

In providing the division of responsibilities in the management of teacher attacks based on law number 14 of 2005 concerning teachers and lecturers, those who receive the law on teachers and lecturers are the government at the center, provincial regions, as well as governments in district/city areas as follows:

1. Article 24 paragraphs (1), (2), and (3) mention the authority of a central, provincial and district/city government in meeting teacher needs. The central government is obliged to meet the needs of teachers for early childhood education through formal education and to ensure the continuity of primary and secondary education provided by the government. Meanwhile, the provincial government provides the authority to provide teachers for secondary education and special education. and the district/city government provides the authority to fulfill the needs of teachers for early childhood education and basic education through formal education .
2. Budget Provision

Article 13 paragraph (1) of the Teacher and Lecturer Law states that the central government and regional governments are obliged to provide or provide a budget for improving academic qualifications and teacher certification for teachers. Meanwhile, regarding teacher salaries, in article 15 paragraph t(2), there is a division of authority between the center and the regions, where teachers who are appointed by educational units organized by the government will be given salaries in accordance with the rules that have been made in the law. The central government is also responsible for providing professional, functional and special allowances.

3. Teacher assignment transfer

In Article 28 paragraph (1) the central government and regional governments have the authority to transfer teachers appointed by the government or regional

governments, either between provinces, between districts/cities, between sub-districts and between educational units for reasons of educational unit needs and/or promotion. However, a teacher can also request or submit himself to change assignments and if the request is approved then the government must provide facilities for the teacher's transfer.

4. Coaching and Development

Article 34 stipulates that the government and Regional Governments are obliged to foster and develop the academic qualifications and competencies of teachers in educational units organized by the government, and the Regional Governments and/or the people are obliged to submit budgets to increase teacher professionalism and dedication.

5. Protection of Teachers

Teachers must also be given protection and this is an obligation from the central and regional governments. In 39 paragraphs (1), (2), and (3) it is stated that the government and regional governments are obliged to provide protection to teachers in their application of duties which includes legal, professional, safety and occupational health protection. Teachers have the right to receive protection starting from regulations which include protection against acts of violence, threats, discriminatory treatment, unfair treatment on the part of students, parents, the community and other parties.

Honorary teacher

Honorary is a term that is closely related to teachers or government employees. This term, within the government scope, refers to non-PNS employment status. Meanwhile, in general, honorary employees are employees who are not (or have not been) appointed as permanent employees or receive an honorarium (not salary) every month. Based on PP Number 48 of 2005 as last amended by PP Number 56 of 2012, an honorary employee is someone appointed by a Civil Service Supervisory Officer or other official in the government to carry out certain tasks in a government agency. Based on PP Number 48 of 2005, an honorary worker is someone appointed by the supervisory officer to serve as staff and carry out certain tasks at the government's disposal.

Honorary teachers are teachers who have the right to receive an honorarium, whether monthly or quarterly. Honorary teachers also receive protection and leave in accordance with regulations made by the government as stated in constitutional law. The employment status of honorary teachers is still unclear, because there is a contract system where when the contract is completed, the honorary teacher will cease to have employment status. There are two teaching professions in terms of employment status, namely, permanent teachers (PNS teachers) and non-permanent teachers (honorary teachers). The presence of this large influx is a form of government policy to provide adequate educational human resources, so that

educational institutions/units are appointed regularly. independent additional teachers, hereinafter referred to as honorary teachers. According to Mulyasa , honorary teachers are teachers who are officially appointed by the government to overcome the teacher shortage (Mulyasa, 2006). Both have the same job, the only difference between the two is their employment status, where the main factor is the low or minimum wage. Usually the monthly salary is approximately three hundred thousand, seventy thousand, some are not even paid at all and sometimes the teacher. It's not just a question of wages, but sometimes people say "let it be alms" and various other answers. Even honorary teachers are employed in remote, rural areas, sometimes the journey is very long and this has long been a problem for honorary teachers. From the naked eye, their appearance is not much different from permanent teachers, they both wear civil servant uniforms like permanent teachers (PNS).

The teacher who stated in the mass media was the demand for honorary teachers to be appointed as civil servants. It is normal for a person or group of people to demand rights, but it is very sad if this happens repeatedly. Honorary teachers have obligations and rights, such as: rights that can be received by honorary teachers (Mulyasa, 2006), namely:

1. Monthly honorarium
2. Leave based on employment laws and regulations
3. Legal protection

The obligations that must be carried out by an honorary teacher (Mulyasa, 2006), namely:

1. Carrying out the duties of teaching, training, guiding and other educational elements to students in accordance with applicable regulations.
2. Carry out administrative tasks in accordance with applicable regulations
3. Comply with all applicable regulations in the school area of assignment.
4. Comply with the provisions stipulated in the Employment Agreement Letter (SPK)

Statistical ratio of multiple civil service teachers to schools with comparable student populations. If the recruitment of honorary teachers is allowed to continue, demonstrations demanding that honorary teachers be appointed as civil servants will never end. The honorary teacher demonstration which just ended a few days ago, formed the government's desire to appoint honorary teachers as civil servants until 2019, reflecting the fundamental contradiction between education management and teacher resource management. The appointment of emeritus teachers as civil servant teachers is basically not the right answer to this problem. Because the government is obliged to prepare and spend money on wages which amounts to 9 trillion a month. The size of the consequences that must be borne by the government must of course be directly proportional to the quality of honorary teachers' work.

Policy

There are various problems with honorary teachers in Indonesia and there are still many problems that have not been resolved, even teacher problems in Indonesia continue to increase. The government has implemented policies as part of the policy process. Policy comes from policy making, policy implementation, and policy evaluation. The departure policy originates from a problem faced by the community or public. Implementation of the policy for appointing honorary teachers is "as policy implementer in the regions, PP No. 43 of 2007 is implemented and must also be in accordance with the objectives of the PP, one of which is that the Government has registered all honorary staff, in this case teachers, and has the questionnaire is filled in. "Furthermore, the Civil Service Development Officer has also appointed some of the honorary staff (teachers) to become Civil Servant Candidates."

The purpose of appointing honorary teachers is so that teachers get their rights through stimulation (encouragement or enthusiasm) so that teachers take part in alternative education that suits the teacher's abilities and needs and accompany them through discussion media and are given training regarding how to manage and teach a school . so that later they can be independent and ultimately this will reduce the existence of those who are appointed as CPNS without clarity. The issue of appointing honorary teachers is still very necessary, especially honorary staff who have served for a long time will still be looked after.

With this teacher appointment program, it is primarily for the interests and welfare of honorary teachers. At this time, educational conditions have begun to develop, causing the need for teachers to increase. This condition causes honorary teachers to see this as an opportunity and demand that they be appointed. Become a Civil Servant Candidate. So The function and existence of implementing the policy for appointing honorary staff must be empowered first and the chain related to the policy and the most urgent targets must be addressed in terms of policy application, which means increasing the status and job opportunities of honorary teachers to become CPNS. The reality that the implementation of the policy on appointing honorary teachers as CPNS has not yet referred to standards that are the perfect size, in addition to not having achieved the objectives of implementing the policy, namely reducing the number of honorary teachers who have not yet been appointed to receive their rights to be appointed as CPNS based on equality of rights and without distinction and the basis of educational service that has been carried out during the time as honorary energy is a priority consideration for appointment. In the document regarding the plan for the appointment of honorary teaching staff, there is no precise clarity regarding the data on the number of honorary teachers who will be appointed as National Civil Service Candidates. Actually, before its implementation, it must be synchronized with various documents that record the honorary teachers held by each school. If there is no synchronization like this, then the standard as a measure for appointing honorary teachers to become National

Civil Service Candidates can certainly have different implementation steps and strategies, as a result there is no synergy using policy goals and efforts to achieve the original implementation goals, which ultimately results in the content of exclusive interests originating from policy implementers regarding the appointment of honorary teachers as CPNS .

Apart from making honorary teachers into National Civil Service Candidates, the Government also has plans for honorary teachers in Indonesia, namely to appoint 1 million honorary teachers in the government employee recruitment program with work agreements or PPPK in the 2021 period (Yantina Debora 2020). PPPK are Indonesian citizens who meet the exclusive requirements, who are appointed according to a work agreement for an exclusive period of time in order to carry out government duties in accordance with the words of Article 1 paragraph (4) of Law number 5 of 2014. in accordance with Law (UU) number 5 of 2014 Regarding the State Civil Apparatus (ASN), PPPK is contracted for a minimum of one year, and can be extended for a maximum of 30 years. This all depends on the existing situation and conditions.

In PPPK there are policies in procuring PPPK teachers, PPPK recruitment plans for teachers in 2021 from the Ministry of Administrative and Bureaucratic Reform include (Yantina Debora 2020):

1. The Ministry of Education and Culture (Kemendikbud) as the agency that develops functional teacher positions in the 2021 budget year plans to carry out PPPK recruitment for teachers.
2. By going through the PPPK route, the age requirement for applicants is from 20 years up to. 1 year before the retirement age limit for the position applied for (for teachers up to 59 years of age).
3. To date, there are only 174,077 PPPK teacher formations that have been proposed by Regional Governments consisting of 32 provinces, 370 Regencies and 89 Cities.
4. Submission of the proposed program for PPPK teacher formation will be extended until December 31 2020 via the KemenPANRB E-formation application.
5. The Ministry of PANRB will verify and determine the formation based on job analysis and workload analysis as well as considering the Ministry of Education and Culture's dapodik data in accordance with applicable laws and regulations.
6. Currently in the process of planning the admissions system, competency exam questions and selection system involving the Ministry of Administrative and Bureaucratic Reform, the Ministry of Education and Culture, BKN, BPKP, BSSN and BPPT.
7. KemenPANRB will establish MenPANRB regulations as the legal basis for implementation

PPPK recruitment in 2021 is not the same as in previous years, the government limits the mix of PPPK teachers. However, this time the PPPK selection

can be followed by honorary teachers with exclusive conditions, the government has stated that the quota for accepting honorary teachers into PPPK is 1 million. This is an opportunity for honorary teachers who meet the requirements to earn a decent income. For PPPK selection, each applicant is given the opportunity to take the selection test up to three times. If you fail the first time, you can study and retake the exam two more times. Can be done in the same or following year (Men 2020). However, in reality the issues and follow-up regarding the PPPK event were not very clear, such as changing conditions, registration dates that had been postponed, and also the formation in each region. The government's announced policy to stop recruiting civil servant teachers starting this year has both pros and cons. This termination is reported to be valid for the long term. CPNS will replace using the government employee route using a work agreement or PPPK. In this policy, teachers who already have the status of civil servants are unable to do so or are challenged until they retire. The government announced that in the near future it will open up to accepting teachers through a group of around 1 million PPPK needs. This policy was made to be able to face problems that have not been resolved so the government has made teachers civil servants for approximately 20 years. (Kompas.com). Civil servant teachers who have served for 4 or 5 years often ask to move assignment locations and this can be a problem because it can destroy the teacher distribution system nationally and on education equality (Kompas.com).

The difference between ASN and PPPK policies is that there is a difference between ASN and PPPK, namely that PPPK is included in the honorary teacher category and must complete homework at the place of placement simultaneously according to the contract. Teachers cannot request to move work placement locations. In Law Number 5 of 2014 concerning State Civil Service Equipment (ASN) it is stated that both PNS and PPPK are included in ASN, so both are considered the same because they are ASN, only the system has changed. PPPK will fill functional positions such as auditors, teachers or librarians who can also enter the junior, middle or top ranks

By using the basic rules for the 2021 teacher PPPK procurement application, we follow 1. Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 28 of 2021 concerning Procurement of Civil Servants Using the 2021 Teaching Function Work Agreement for Positions in Regional Agencies, 2 . Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia number 623 of 2021 on April 21 2021 regarding determining the need for State Civil Service Employees within the Government. special regions of Yogyakarta for the 2021 regulatory year, 3. Letter from the head of the State Civil Service Agency number: 5870/B-KS.04.01ISDIK1202j, regarding: Schedule for the implementation of the 2021 Teacher PPPK Admission Selection. However, not all parties have made a unanimous decision on this policy with the existence of This policy invited criticism from various

parties, some also stated that this policy was discriminatory. With the PPPK regulations, namely those contained in PP number 49 of 2018 regarding PPPK management, Presidential Decree number 38 of 2020 regarding positions that can be filled by PPPK, as well as Presidential Decree number 98 of 2020 regarding PPPK honorariums and allowances, the recruitment of state civil servants (ASN) has changed. Many people deny that this policy will reduce the interest of Indonesian citizens in becoming teachers (jpnn.com). On the other hand, the registration requirements are almost the same as registering to become a teacher for prospective civil servants or CPNS, only there are disparities in specific points such as a minimum service period of two years which makes this policy reap pros and cons.

Requirements for participants in the 2021 PPPK selection for teachers, participants who can apply for PPPK for functional teacher positions in 2021 consist of:

1. Ex-category 2 honorary staff (THK-II) are individuals registered in the National Civil Service Agency's former honorary staff database.
2. Non-ASN teachers registered with Dapodik are individuals assigned as non-ASN teachers in educational units organized by Regional Institutions and registered with Dapodik.
3. Private teachers registered with Dapodik are individuals who are assigned as teachers in educational units organized by the community and registered with Dapodik.
4. Graduates of Professional Teacher Education (PPG) are individuals who have not carried out their duties as teachers and have passed Professional Teacher Education organized by the ministry that handles government affairs in the fields of education, culture, research and technology.

There are several general requirements, namely:

1. Indonesian citizen;
2. the lowest age is 20 (twenty) years and the highest is 59 (fifty nine) years at the time of registration;
3. has never been sentenced to imprisonment based on a court decision that has permanent legal force for committing a criminal offense with a prison sentence of 2 (two) years or more;
4. never been honorably dismissed not at his own request or dishonorably as a Civil Servant, PPPK, Indonesian National Army Soldier, member of the National Police of the Republic of Indonesia, or dishonorably dismissed as a private employee;
5. not be a member or administrator of a political party or be involved in politics. practical;

6. have an educational certificate and/or educational qualifications with a minimum level of bachelor's degree or fourth diploma in accordance with the requirements;
7. physically and mentally healthy in accordance with the requirements of the position applied for;
8. Applicants with disabilities can apply with the following requirements:
 - a. attach a certificate from a doctor at the government hospital/health center explaining the type and degree of disability; And
 - b. submit a short video showing the applicant's daily activities in carrying out their duties as an educator.

The government has answered questions from residents regarding their disagreement with this policy. To create a sense of justice, the government has explained that the one million vacancies will address the current need for teachers, addressing the very large number of honorary K2 and non-K2 honorary teachers in state schools . The government also provides opportunities for private teachers and professional teacher education (PPG) graduates who have never taught before to register for PPPK selection, this is stated in PP number 38 of 2020, namely that there are 147 PPPK functional positions that can be filled (Kompas.com) .

Even though it was delayed and the news is still unclear, now the government has made every effort to expedite the process of stopping the recruitment of teachers with PNS status to become PPPK with the aim and purpose of paying attention to the teaching profession and minimizing conflicts with honorary teachers. Don't forget, for a policy, whether old or new, there will definitely be pros and cons in society, especially in the professions or parties involved and affected. It is hoped that in the future, the PPPK policy or the best policies taken by the government can be used as a solution or at least minimize the problems experienced by millions or even more honorary teachers in Indonesia so that teachers are prosperous and education in Indonesia is increasingly quality.

CONCLUSION

Becoming a teacher is not an easy thing, it cannot be done by just anyone and a teacher's job is to provide knowledge to other people or students for a better future for the nation. However, the government must also be fair in the welfare of teachers, where based on the law teachers and lecturers distribute teacher management authority to the central government, provincial regional governments and district/city regional governments, such as meeting the needs of teachers in article 24 paragraph (1), (2), and (3), budget provision is in article 13 paragraph (1), teacher transfer is in article 28 paragraph (1), guidance and development is in article 34, and protection is in article 39 paragraph (1), (2), and (3).

An honorary teacher is a teacher who has not been appointed as a civil servant. Honorary teachers also have the same rights as civil servant teachers, the

only difference is that honorary teachers receive an honorarium, not a salary. The difference between salary and honorarium is that if the salary is given once a month, the salary is commensurate with their responsibilities and the honorarium is only given once a month. or quarterly and the amount is not commensurate with their responsibilities. Sometimes honorary teachers are given minimum wages, or a little under 80,000 thousand, 300,000 thousand, some even receive no wages at all and most honorary teachers are employed in rural areas, remote areas. and sometimes have to travel long distances.

Based on these various problems, the government has made policies to resolve existing problems, where the government registers all honorary teachers. Civil service development officials have also appointed some honorary staff to become CPNS. Apart from appointing CPNS, the government is also able to come up with another plan for honorary teachers in Indonesia, namely the appointment of 1 million honorary teachers in the employee recruitment program to obtain government policies with a work agreement or abbreviated as PPPK in 2021. In this PPPK there are policies for teachers from Ministry of State RB. This government policy has raised pros and cons because CPNS will be replaced using the PPPK route and teachers who already have civil servant status cannot be contested or replaced. And to apply to become a PPPK there are certain conditions that must be met.

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