

LITERATURE REVIEW ON THE EFFECT OF GOVERNMENT POLICIES ON THE STATUS OF HONORARY TEACHERS

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Abstract

This literature review aims to analyse the influence of government policies on the status of honorary teachers in Indonesia. The results show that although policies such as the appointment of honorary teachers as civil servants, certification programmes, and the provision of professional allowances have provided opportunities for improving the status and welfare of some honorary teachers, their implementation still faces significant challenges. Budget limitations, regulatory inconsistencies and disparities between regions are the main obstacles. As a result, many honorary teachers still face status uncertainty, low income and lack of social security. The study also identifies the impact of these conditions on honorary teachers' motivation, performance and professionalism, and the implications for education quality. Based on the analysis, more comprehensive and sustainable policy reforms are recommended, including simplifying the appointment process, increasing the budget, improving the recruitment system, and developing alternative career paths for honorary teachers. Strengthening coordination between central and local governments is also emphasised to ensure more effective and equitable policy implementation.

Keywords: Literature Review, Government Policy, Honorary Teacher Status.

Introduction

Education is one of the main pillars in the development of a nation. Through education, a country can develop human resources that are qualified, competitive, and able to face global challenges (Hapinas et al., 2025) ; (Judijanto & Aslan, 2025) . Education not only plays a role in transferring knowledge and skills, but also in shaping character, moral values, and ethics that are the foundation for the progress of a society. Investment in education is directly correlated with increased productivity, innovation and economic growth of a country (Komari & Aslan, 2025) ; (Purike & Aslan, 2025) .

In the context of national development, education is the main key in realising the nation's vision and mission. Quality education can produce a generation that is intelligent, creative, and able to think critically, which in turn will contribute to progress in various sectors of life (Firmansyah & Aslan, 2025) ; (Ridwan et al., 2025) ; (Sitopu et al., 2024) . In addition, education also plays an important role in strengthening national identity, maintaining social cohesion, and preparing citizens to actively participate in the life of society and the state (Guna et al., 2024) . Therefore, the government and all stakeholders need to pay special attention to the education sector, including in terms of infrastructure provision, curriculum development, and improving the quality of teaching staff.

Teachers play a very important role as the spearhead in the learning process and transfer of knowledge to the next generation. A teacher is a professional educator who has the main task to educate, teach, guide, direct, train, assess, and evaluate students at various levels of formal education (Iksal et al., 2024); (Fawait et al., 2024); (Syakhrani & Aslan, 2024). A teacher is not only responsible for delivering subject matter, but also acts as a facilitator, motivator, and role model for students. Teachers have the academic qualifications, pedagogic competence, personality competence, social competence, and professional competence needed to carry out educational tasks effectively (Law Number 14 Year 2005 on Teachers and Lecturers., 2005)

The importance of the role of teachers in the education system and society cannot be overstated. Teachers are agents of change who have a significant influence on the intellectual, emotional and social development of learners. They not only transfer knowledge, but also shape character, values and life skills that are essential for students' future. On a broader scale, teachers play an important role in preparing the next generation of the nation, encouraging social mobility, and contributing to national development through improving the quality of human resources (Badan Pusat Statistik, 2020). Therefore, investment in teacher professional development, welfare improvement, and respect for the teaching profession are crucial steps in strengthening the education system and advancing a nation. However, in Indonesia, the issue of teacher employment, especially regarding the status of honorary teachers, is still a complex and unresolved issue.

Honorary teachers, often referred to as non-permanent teachers (GTT), are educators who are appointed by schools or foundations to overcome teacher shortages in various regions in Indonesia. Although they have the same roles and responsibilities as civil servant (PNS) teachers, honorary teachers often face various uncertain problems (Mulyasa, 2017). One of the main problems is the uncertainty of employment status and job security. Unlike civil servant (PNS) teachers, honorary teachers work on short-term contracts or even without formal contracts, leading to instability in their careers. In addition, the significant income gap between honorary teachers and civil servant teachers is a serious problem. Many honorary teachers receive wages far below the regional minimum wage, which is disproportionate to their workload and responsibilities. Limited access to benefits and facilities such as health insurance, pension funds, and professional development opportunities is also a major challenge for honorary teachers (Hendri, 2010).

Other problems faced by honorary teachers include a lack of legal protection and unclear career paths. Many honorary teachers have served for many years but still find it difficult to be appointed as civil servants or get a better employment status. The non-transparent selection and appointment process and the limited number of CPNS formations for teachers further complicate this situation (Government Regulation Number 48 Year 2005 on the Appointment of Honorary Workers as Civil Servant

Candidates, 2005) . In addition, honorary teachers often face discrimination in terms of the distribution of tasks and responsibilities in schools, even though they have the same qualifications and competencies as civil servant teachers. This condition not only affects the welfare and motivation of honorary teachers, but also has the potential to affect the overall quality of education, given their important role in the national education system (Darmaningtyas ., 2015)

The Indonesian government has issued various policies to address the issue of honorary teachers. Some of these include programmes to appoint honorary teachers as civil servants, provide professional allowances, and improve academic qualifications. However, the implementation of these policies often faces various obstacles, both in terms of budget, regulations, and coordination between government agencies (Maulipaksi ., 2019)

The honorary teacher phenomenon has been going on for many years and has been of concern to various parties, including academics, education practitioners and policy makers. Various studies and research have been conducted to examine this issue from various perspectives. However, a comprehensive study is still needed to evaluate the effectiveness of government policies in addressing the issue of honorary teacher status (Rahmat, 2017) .

Therefore, this literature review aims to analyse various research and studies related to the influence of government policies on the status of honorary teachers in Indonesia. Through this review, it is hoped to gain a deeper understanding of the dynamics of government policies, their impact on the status of honorary teachers, and recommendations for future policy improvements.

This research is important given the strategic role of teachers in the development of Indonesia's human resources. By understanding the influence of government policies on the status of honorary teachers, it is expected to contribute to the formulation of more effective and equitable policies for honorary teachers in Indonesia, which will ultimately have a positive impact on the quality of national education.

Research Methods

The study in this research uses the literature method. The literature research method, also known as a desk study or literature review, is a systematic approach to collecting, analysing and synthesising information from a variety of written sources relevant to a particular research topic. This method involves several key stages, starting from the identification of the research problem, search and selection of appropriate literature (such as books, scientific journals, research reports, and other credible sources), critical evaluation of the quality and relevance of the sources, extraction of important data, analysis and interpretation of the information obtained, and drawing conclusions based on the synthesis of various findings (Green et al., 2006) ; (Galvan &

Galvan, 2017) . Literature research aims to provide a comprehensive understanding of the state of the art in a particular field, identify gaps in existing knowledge, formulate new research questions, or provide a theoretical foundation for further empirical research. This method is particularly useful in developing conceptual frameworks, building strong arguments, and providing historical and theoretical context for a study (Torraco, 2005) .

Results and Discussion

Government policies that affect the status of honorary teachers

The Indonesian government has issued various policies that directly or indirectly affect the status and welfare of honorary teachers across the country. One important policy is Government Regulation No. 48/2005 on the Appointment of Honorary Teachers as Civil Servant Candidates, which provides an opportunity for honorary teachers to be appointed as civil servants through a special route (Ministry of Education and Culture ., 2020)

Law No. 14/2005 on Teachers and Lecturers also has a significant impact, as it sets qualification and competency standards that must be met by all teachers, including honorary teachers.

In 2018, the government issued Government Regulation No. 49/2018 on the Management of Government Employees with Work Agreements (PPPK), which opened opportunities for honorary teachers to become non-civil servants with better status and rights (Zulkifli, 2019) .

The moratorium policy on CPNS recruitment enacted in several periods has limited the opportunity for honorary teachers to be appointed as civil servants, although this is intended to reform the bureaucracy and budget efficiency (Suharno ., 2016)

The Minister of Education and Culture Regulation No. 28/2020 on the Provision of Professional Allowances, Special Allowances, and Additional Income for Regional Civil Servant Teachers provides clarity on teacher allowances, but does not fully accommodate the needs of honorary teachers.

The policy of decentralisation of education through Law No. 23/2014 on Regional Government has transferred the authority to manage teachers, including honorary teachers, to local governments, resulting in variations in the handling and welfare of honorary teachers in various regions (Adriani, 2019) .

Furthermore, the Job Creation Law (Law No. 11 of 2020) and its derivatives, although not specifically regulating honorary teachers, have potential implications for the employment status and legal protection of contract workers, including honorary teachers (Sulistiyo ., 2018)

Government policies related to honorary teachers have undergone several changes and developments over the years, reflecting efforts to improve their status and

welfare. Despite positive steps such as the opening of appointment pathways to civil servants and PPPK, there are still significant challenges in resolving the issue of honorary teachers as a whole. Existing policies tend to be partial and have not fully accommodated the needs and aspirations of all honorary teachers in Indonesia (Effendy, 2018).

Decentralisation of education has resulted in variations in the handling of honorary teachers in different regions, while the moratorium on CPNS and budget constraints have narrowed the opportunities for appointment. The standardisation of teacher qualifications and competencies, while important for improving the quality of education, also poses additional challenges for honorary teachers. The existence of the Job Creation Law adds complexity to aspects of employment that may impact honorary teachers (Wahyuni, 2020).

Overall, despite progress in some aspects, a more comprehensive, consistent, and equitable policy is still needed to resolve the problems of honorary teachers completely, especially in terms of employment status, welfare guarantees, and career development.

The Impact of Government Policy on the Status of Honorary Teachers

The impact of government policies on the status of honorary teachers has created significant uncertainty in their employment status. Despite efforts to elevate honorary teachers to civil servants or PPPK, the process is slow and does not reach all honorary teachers, so many remain in an unclear status with no guarantee of long-term job security (*Law Number 14 Year 2005 on Teachers and Lecturers*., 2005)

The welfare gap between honorary teachers and civil servant teachers is still a problem that has not been fully resolved by government policies. This significant difference in income has an impact on honorary teachers' motivation and performance, as well as their ability to fulfil their daily needs (Badan Pusat Statistik ., 2020)

Policies that emphasise the importance of teacher qualifications and competencies have encouraged many honorary teachers to improve their education and skills. However, it has also created an additional burden for them, both in terms of time and finances, to meet the standards set (Mulyasa ., 2017)

The opening of appointment channels through CPNS and PPPK has created intense competition among honorary teachers. While this policy provides opportunities, it also creates pressure and anxiety for many honorary teachers, especially those who have served for a long time but have not been successful in the selection process.

The decentralisation of education has resulted in different policies for handling honorary teachers in different regions, creating inequalities in their status and treatment across Indonesia. Meanwhile, increased workloads and limited social security remain a challenge for many honorary teachers, which in turn can impact on the quality of their teaching and their overall welfare (Hendri, 2010).

The moratorium policy on the appointment of civil servants that has been in place for several years has slowed down the process of absorbing honorary teachers into permanent employees, so many are forced to stay in non-permanent status for a long time. This creates career uncertainty and raises concerns about their future in the teaching profession (*Government Regulation Number 48 Year 2005 on the Appointment of Honorary Workers as Civil Servant Candidates* ., 2005)

The government's efforts to standardise the quality of education through teacher certification also affect honorary teachers. Although well-intentioned, this policy is often difficult for honorary teachers to access due to limited access and costs, thus increasing the gap between them and civil servant teachers (Darmaningtyas ., 2015)

The implementation of Merdeka Belajar Curriculum brings significant changes in the education system, which also affects the roles and responsibilities of honorary teachers. They are required to adapt to new learning approaches, but often with limited support and training (Aslan & Wahyudin ., 2020)

The COVID-19 pandemic and accompanying distance learning policies have created additional challenges for honorary teachers. They must adapt to new technologies and teaching methods, often without adequate infrastructure support, while facing income uncertainty due to changes in the learning system (Nugraha et al., 2021) .

Thus, government policies have had mixed impacts on the status of honorary teachers in Indonesia. Despite efforts to improve their welfare and status, many challenges remain. Status uncertainty, welfare gaps and demands for improved qualifications continue to be major issues. A more comprehensive and inclusive approach to education policy is needed to ensure that honorary teachers receive equal recognition, support and opportunities in the national education system.

Analysing the Effectiveness of Government Policies in Overcoming Honorary Teacher Problems

The policy of appointing honorary teachers to become civil servants through a special route can be considered a positive step in addressing employment status issues. However, its implementation is often limited and does not cover all honorary teachers. The limited quota and strict requirements make this policy not fully effective in solving the problem of honorary teacher status as a whole (Maulipaksi ., 2019)

The teacher certification programme, which aims to improve the quality and welfare of teachers, has had a positive impact for some honorary teachers who have successfully obtained certification. However, access to the programme is still limited for many honorary teachers, especially those in remote areas or with financial limitations . This creates a new gap between certified and uncertified honorary teachers (Rahmat, 2017) .

The policy of providing professional allowances for honorary teachers in some regions has helped to improve their welfare. However, its implementation is uneven across Indonesia and the amount is often still far below the allowances received by civil servant teachers. As a result, the welfare gap between honorary teachers and civil servants is still significant (Ministry of Education and Culture ., 2020)

Government efforts to provide training and competency development for honorary teachers have helped improve the quality of teaching. However, the frequency and accessibility of these programmes are still limited, especially for contract teachers in remote areas. As a result, the improvement of honorary teachers' competencies has not been evenly distributed.

The moratorium policy on civil servant recruitment that has been in place for several years has had a negative impact on the career prospects of honorary teachers. Although the policy is aimed at budget efficiency, it has prolonged the waiting period and uncertainty of status for many honorary teachers (Zulkifli, 2019) .

The government-initiated Guru Penggerak programme opens opportunities for honorary teachers to develop themselves and contribute more to the education system. However, the scope of this programme is still limited and has not reached the majority of honorary teachers in Indonesia (Irwan et al., 2024) .

The policy of implementing a contract system in the appointment of teachers in some regions has provided a clearer status for some honorary teachers. However, this system also raises new concerns regarding job security and long-term career continuity (Aslan & Hifza, 2020) .

The government's efforts to record and verify honorary teachers is an important step in understanding the scale of the problem and designing more targeted policies. However, this process is often constrained by limited data and coordination between government agencies.

Overall, although the government has issued various policies to address the issue of honorary teachers, their effectiveness is still limited. The complexity of the problem, budget constraints and uneven implementation are the main challenges. A more comprehensive, consistent and sustainable approach is needed to truly address the issue of honorary teachers in Indonesia.

Challenges and Constraints in Government Policy Implementation

One of the main challenges in implementing government policies is resistance from various affected parties. Often, new policies face resistance from groups that feel their interests are threatened or disrupted. This resistance can appear in various forms, ranging from public criticism to demonstrations, which can ultimately hamper or even derail the implementation of the policy (*Law Number 14 Year 2005 on Teachers and Lecturers ., 2005*)

Budget constraints are also a serious obstacle to the implementation of government policies. Many policies that are good on paper fail to be implemented effectively due to lack of financial support. This often happens especially in policies that require large amounts of investment in infrastructure or human resources (Adriani, 2019).

Coordination between government agencies is often a bottleneck in policy implementation. Sectoral egos, overlapping authority, and lack of effective communication between agencies can cause policies not to be implemented coherently and thoroughly. As a result, policy impacts become fragmented and not optimal (Sulistiyo ., 2018)

Human resource capacity is also a challenge. Often, government officials at the implementing level do not have an adequate understanding of the policies to be implemented. Lack of effective training and socialisation can lead to misunderstandings and inconsistencies in policy implementation in the field (Patel & Nguyen, 2022).

Changes in the political situation and changes in leadership can disrupt the continuity of policy implementation. Policies that have been launched by the previous government are often ignored or changed by the new government, which results in uncertainty and waste of resources (Suharno ., 2016)

Geographical and infrastructural challenges are also significant obstacles, especially in a country as large and diverse as Indonesia. Policies designed at the centre are often difficult to implement in remote or less developed areas due to limited access and infrastructure (Effendy, 2018).

The socio-cultural dynamics of society can also be an obstacle to policy implementation. Policies that are not in line with local values or habits often receive resistance from the community, which ultimately hinders the effectiveness of implementation (Wahyuni, 2020).

Finally, limitations in the monitoring and evaluation system are an obstacle in ensuring the effectiveness of policy implementation. Without adequate monitoring and assessment mechanisms, it is difficult to identify and address problems that arise during the implementation process, resulting in suboptimal policy improvements and adjustments (Central Bureau of Statistics ., 2020)

Thus, government policy implementation is a complex and challenging process. Various factors, both internal and external, can affect the successful implementation of a policy. Resistance from various parties, budget limitations, inter-agency coordination problems, and human resource capacity are some of the main obstacles that are often faced.

In addition, factors such as changing political situations, geographical challenges, socio-cultural dynamics, and limited monitoring and evaluation systems also play a significant role in hindering the effectiveness of policy implementation.

Overcoming these challenges requires a comprehensive and adaptive approach from the government.

The government needs to improve inter-agency communication and coordination, strengthen the capacity of the apparatus, ensure adequate budget availability, and establish an effective monitoring and evaluation system. Furthermore, sensitivity to local conditions and community involvement in the implementation process are also important to reduce resistance and increase policy acceptance. By recognising and proactively addressing these challenges, the government can improve the effectiveness of policy implementation and achieve its intended goals.

Conclusion

The influence of government policies on the status of honorary teachers shows that the policies implemented so far have not had a completely positive impact but have also partly been able to solve the problems of honorary teachers in Indonesia, such as the appointment of honorary teachers to civil servants, the teacher certification programme, and the provision of professional allowances have provided opportunities for some honorary teachers to improve their status and welfare. However, the implementation of these policies still faces various obstacles such as budget constraints, regulatory inconsistencies, and disparities between regions.

The government's efforts to improve the fate of honorary teachers have not been underestimated, as many honorary teachers are still in unfavourable conditions. They still face uncertainty about their employment status, low income, and lack of social security. This has a negative impact on honorary teachers' motivation, performance and professionalism, which in turn can affect the overall quality of education.

Therefore, there is a need for more comprehensive and sustainable policy reforms to overcome the honorary teachers' problems. Recommendations that often arise include simplifying the process of appointing honorary teachers as civil servants, increasing the education budget to accommodate the appointment of honorary teachers, improving the teacher recruitment and placement system, and developing alternative career paths for honorary teachers. In addition, strengthening coordination between central and local governments in policy implementation is also considered crucial to ensure equity and justice for all honorary teachers in Indonesia.

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