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The Dual Role of PGRI DKI Jakarta in Teacher Legal Protection and Welfare Policy Implementation: Evidence from the 2018 Private Teacher Grant Program

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Abstract: This study aims to analyze the role of the Indonesian Teachers Association (PGRI) DKI Jakarta in teacher legal protection and the management of grant funds for private school teachers in 2018. The study employed the historical method with a structuralist approach and a qualitative historical research design. Data were collected through in-depth interviews, document analysis, and the examination of organizational archives, government documents, and relevant regulations. Data analysis followed the stages of heuristics, source criticism, interpretation, and historiography. The findings reveal that PGRI DKI Jakarta possessed an organizational structure that effectively supported the implementation of legal protection programs and grant fund management. In the area of teacher legal protection, PGRI functioned as an advocacy organization through institutional collaboration with the Indonesian National Police to strengthen legal certainty for teachers. In grant fund management, PGRI played an important role in socialization, data collection, validation, verification, and coordination of grant distribution. Despite several administrative challenges, the grant program contributed positively to teacher welfare and work motivation. The study concludes that PGRI DKI Jakarta performed a dual role as a professional organization and a social agent contributing to teacher legal protection and welfare enhancement.

Keyword: PGRI DKI Jakarta, Legal Protection, Teacher Welfare, Grant Funds, Professional Organization.

INTRODUCTION

Teachers play a strategic role in determining the quality and sustainability of national education systems. As professional educators, teachers are responsible not only for transferring knowledge but also for shaping students' character, competencies, and social values. Consequently, the protection of teachers' professional rights has become an important issue in educational governance. Legal protection is essential to ensure that teachers can carry out their professional responsibilities without fear of intimidation, discrimination, violence, or legal

uncertainty arising from their educational duties (Mohammad Muchlis Solichin et al., 2022; Yasin et al., 2022). Adequate legal protection also contributes to strengthening teachers' professionalism, improving job satisfaction, and enhancing the overall quality of education (Hordern, 2026).

Despite the existence of various legal frameworks governing teachers' rights and professional responsibilities in Indonesia, the implementation of legal protection for teachers continues to face significant challenges. Teachers are frequently confronted with legal disputes, professional complaints, and social pressures arising from their educational duties, often without adequate access to legal assistance and professional advocacy (Budoyo & Pramesti, 2026; Yasin et al., 2022). These challenges are particularly evident among private school teachers, whose employment status and welfare conditions may limit their access to institutional protection mechanisms. Furthermore, limited legal literacy among teachers and the increasing complexity of educational responsibilities have heightened the need for stronger professional support systems and more effective legal protection policies (Moswela, 2008). Therefore, strengthening legal protection should be regarded not only as a regulatory issue but also as an essential component of improving teacher welfare, professional dignity, and educational quality.

Professional teacher organizations play an important role in strengthening teacher professionalism, promoting welfare, and safeguarding the rights of educators. As collective institutions, these organizations provide a platform for teachers to advocate for professional interests, access professional development opportunities, and obtain legal assistance when facing occupational challenges. Previous studies have shown that teacher associations and unions contribute significantly to improving teachers' working conditions, professional autonomy, and legal protection through advocacy and collective representation (Nazeer-Ikeda & Asada, 2025). In addition, professional organizations serve as strategic partners of governments in supporting educational policies and enhancing the quality of education through teacher empowerment initiatives. Therefore, the existence of strong and effective teacher organizations is essential for ensuring that teachers' professional rights and welfare are adequately protected.

As the largest teacher professional organization in Indonesia, the Indonesian Teachers Association (PGRI) has played a significant role in representing and advocating for teachers' interests since its establishment. PGRI functions not only as a professional forum for educators but also as an institution that promotes teacher welfare, professional development, and legal protection. The strategic position of PGRI has been strengthened by Law Number 14 of 2005 concerning Teachers and Lecturers, which recognizes the importance of professional organizations in supporting the teaching profession and safeguarding teachers' rights (Novianto & Nurkolis, 2025). Through its organizational network spanning national, provincial, and local levels, PGRI contributes to educational policy advocacy and serves as a key stakeholder in efforts to improve the quality and status of the teaching profession in Indonesia.

In the context of DKI Jakarta, PGRI performs a broader role that extends beyond its function as a professional organization. As a representative body for teachers in the capital city, PGRI DKI Jakarta actively facilitates communication between educators and local government institutions, particularly in matters related to teacher welfare, professional development, and legal protection. The organization also serves as a strategic partner in supporting educational policies and addressing issues affecting teachers, including employment rights, professional advocacy, and access to welfare programs. Such involvement demonstrates the growing importance of teacher professional organizations in strengthening educational governance and ensuring that teachers receive adequate institutional support.

One of the strategic policies implemented by the Provincial Government of DKI Jakarta to improve the welfare of private school teachers was the provision of grant funds in 2018. This policy emerged from concerns regarding disparities in welfare and income between public and

private school teachers, particularly for educators who did not receive the same benefits and allowances available to civil servant teachers. Grant assistance was therefore intended to support the economic well-being of private teachers and enhance their motivation and professional commitment. Previous studies have shown that teacher welfare is closely associated with job satisfaction, teaching effectiveness, and educational quality, highlighting the importance of financial support programs in the education sector (Mustofa et al., 2024) Consequently, grant policies represent not only a welfare intervention but also an effort to strengthen the overall quality of educational services.

The implementation of educational grant programs requires accountable, transparent, and participatory governance to ensure effective resource allocation and policy sustainability. Previous studies have highlighted the importance of governance principles, administrative capacity, stakeholder participation, and social equity in improving the effectiveness of grant management and educational outcomes (Collins & Gerber, 2008; Pomeranz & Stedman, 2020). Research has also demonstrated that adequate administrative capacity contributes to efficient fund utilization, while stakeholder engagement and equitable funding mechanisms enhance program effectiveness and educational performance (Ahmedin et al., 2026; Shybalkina, 2024). Furthermore, public participation has been shown to strengthen accountability and promote more equitable resource distribution ((Neshkova & Chen, 2026). Therefore, examining organizational mechanisms in grant management remains essential for understanding the effectiveness of educational assistance programs.

Previous studies have extensively examined legal protection for teachers, particularly regarding professional rights, legal advocacy, workplace safety, and the role of regulations in safeguarding educators from professional and legal risks. Other studies have emphasized the contribution of professional organizations in promoting teacher professionalism, enhancing welfare, and providing institutional support for educators facing occupational challenges. These findings suggest that professional organizations play a significant role in strengthening teachers' professional position and protecting their rights within educational systems.

Research on educational grants and teacher welfare has also attracted considerable scholarly attention. Existing studies generally focus on issues such as funding effectiveness, accountability mechanisms, educational governance, and the impact of financial assistance on educational quality and teacher welfare. However, most studies approach grant programs from governmental or financial management perspectives and provide limited discussion on the involvement of teacher professional organizations in the implementation and supervision of such programs.

Although previous studies have examined teacher legal protection and teacher welfare separately, limited attention has been given to how professional organizations simultaneously perform advocacy and policy implementation functions within educational governance. Existing research generally focuses either on legal protection mechanisms, professional rights, and educational regulations, or on welfare policies, grant management, and funding effectiveness. Consequently, little is known about how professional organizations integrate these two roles in practice. This gap highlights the need for further investigation into the broader governance role of teacher professional organizations.

This study offers a distinctive contribution by examining the dual role of PGRI DKI Jakarta as both a teacher advocacy institution and a policy implementation partner in the 2018 private teacher grant program. Unlike previous studies that focus exclusively on legal protection or welfare policies, this research integrates both dimensions within a single analytical framework. By doing so, the study extends understanding of educational governance and demonstrates how professional organizations function as intermediary institutions that connect legal protection mechanisms with welfare policy implementation. Therefore, the study contributes not only to the empirical literature on PGRI but also to broader discussions

regarding governance, institutional collaboration, and the role of professional organizations in education.

The year 2018 was selected because it represents a critical period during which PGRI DKI Jakarta was simultaneously involved in strengthening teacher legal protection through institutional cooperation and supporting welfare enhancement through grant administration mechanisms. Therefore, the 2018 grant program provides a valuable case for understanding the broader governance role of teacher professional organizations within the Indonesian education system.

Theoretical Framework

Institutional Theory provides a useful framework for understanding how organizations gain legitimacy and influence through interactions with formal and informal institutions. The theory argues that organizational behavior is shaped by regulatory, normative, and cultural-cognitive structures that influence decision-making and organizational actions (Scott, 2013). Organizations that successfully align with institutional expectations are more likely to obtain legitimacy, public trust, and access to resources (Suchman, 1995). In educational settings, professional organizations function not only as representative bodies but also as institutional actors that facilitate policy implementation and professional protection. In this study, Institutional Theory is applied to explain how PGRI DKI Jakarta strengthened its legitimacy through collaboration with governmental institutions and law enforcement agencies in supporting teacher legal protection and welfare programs. Therefore, the theory helps explain how institutional relationships enabled PGRI to expand its role within educational governance.

Governance Theory emphasizes collaboration among governmental and non-governmental actors in achieving public policy objectives. Effective governance is characterized by accountability, transparency, participation, and coordination among stakeholders (Ansell & Gash, 2008; Rhodes, 1996). Contemporary governance is no longer viewed solely as a governmental function but as a collaborative process involving multiple institutions working together to address public issues.

In the context of education, the implementation of teacher legal protection initiatives and welfare programs requires cooperation among various stakeholders. The 2018 private teacher grant program involved the Provincial Government of DKI Jakarta, PGRI, schools, and the Indonesian National Police, each contributing to policy implementation and program administration. Therefore, Governance Theory provides an appropriate framework for understanding how inter-institutional collaboration supported teacher protection and welfare enhancement. The theory also helps explain how coordination among stakeholders contributed to the effectiveness of educational governance and policy implementation.

Stakeholder Theory argues that organizations should consider the interests and expectations of all parties affected by their activities (Freeman, 1984). Organizational effectiveness depends on the ability to manage relationships among diverse stakeholders. Within educational governance, teachers, schools, governments, professional organizations, and law enforcement institutions represent important stakeholders whose interests must be balanced. PGRI DKI Jakarta functioned as an intermediary institution connecting these stakeholders through advocacy, communication, and policy implementation activities. Consequently, Stakeholder Theory helps explain the dual role of PGRI as both an advocacy institution for teachers and a strategic partner in welfare policy implementation.

Based on these theoretical perspectives, the dual role of PGRI DKI Jakarta can be understood through the interaction of institutional legitimacy, collaborative governance, and stakeholder engagement. Institutional Theory explains how PGRI strengthened its legitimacy through collaboration with governmental institutions and law enforcement agencies. Governance Theory highlights the importance of inter-organizational coordination in implementing teacher protection and welfare programs. Meanwhile, Stakeholder Theory

explains how PGRI balanced the interests of teachers, schools, government agencies, and other educational actors. Together, these theories provide the analytical foundation for examining how PGRI simultaneously contributed to teacher legal protection and welfare policy implementation during the 2018 private teacher grant program.

METHOD

This study employed the historical method with a structuralist approach to analyze the role of PGRI DKI Jakarta in providing legal protection for the teaching profession and managing grant funds for private school teachers in 2018.

The study adopted a qualitative historical research design aimed at reconstructing events, policies, and organizational activities related to teacher legal protection and grant fund management in DKI Jakarta during 2018. A qualitative approach was selected because it enables an in-depth understanding of the role of professional organizations within social and public policy contexts (Creswell & Creswell, 2017).

The study utilized both primary and secondary data sources. Primary data were obtained through in-depth interviews with the Chairperson of PGRI DKI Jakarta and other individuals involved in the implementation of teacher legal protection programs and grant fund management. Secondary data were collected from organizational archives, activity reports, government documents, regulations, memoranda of understanding, books, and relevant scholarly publications.

The informants were selected using purposive sampling because they possessed direct knowledge and experience regarding teacher legal protection programs and the implementation of the 2018 private teacher grant program. The Chairperson of PGRI DKI Jakarta was selected as the key informant due to his central role in organizational decision-making, while board members and grant recipients were included to provide complementary perspectives on program implementation and outcomes.

Table 1. Research Informants

No.	Informant Category	Number of Informants	Description
1	Chairperson/Executive Board Member of PGRI DKI Jakarta	1	Key Informant
2	PGRI Staff Responsible for Grant Administration and Archives	1	Supporting Informants
3	Private School Teachers Receiving Grants	2	Supporting Informants

Compiled by the Authors (2025).

The study involved four informants selected through purposive sampling. The key informant was a senior executive of PGRI DKI Jakarta who possessed direct knowledge of organizational policies and decision-making processes. Supporting informants included one staff member responsible for grant administration and archival records, as well as two private school teachers who received grant assistance in 2018. The inclusion of these informants enabled the researcher to obtain perspectives from organizational leadership, program administration, and policy beneficiaries.

Semi-structured interviews were conducted between January and March 2025. Each interview lasted approximately 45–90 minutes and was conducted either face-to-face or through online communication platforms, depending on the availability of participants. The interview protocol focused on teacher legal protection mechanisms, grant administration procedures,

institutional collaboration, organizational challenges, and the perceived impact of PGRI's programs on teacher welfare.

Data were collected through document analysis and semi-structured interviews. Document analysis was conducted to examine policies, regulations, organizational records, and grant management procedures, while interviews were used to gain deeper insights into advocacy processes, policy implementation, and the role of PGRI DKI Jakarta in supporting teachers' professional interests.

Data analysis followed the stages of the historical method, including heuristics, source criticism, interpretation, and historiography. The heuristic stage involved identifying and collecting relevant historical sources. Source criticism was conducted to assess the authenticity and credibility of the collected data. Interpretation was then employed to understand the relationships among historical facts from a structuralist perspective. Finally, historiography was used to present the findings in a systematic and coherent historical narrative.

Interview transcripts and documentary materials were analyzed using thematic analysis to identify recurring themes and patterns related to teacher legal protection, institutional collaboration, governance mechanisms, and welfare policy implementation. The analysis involved data reduction, coding, categorization, theme development, and interpretation. These themes were subsequently integrated into the historical analysis to support the reconstruction and interpretation of organizational activities and policy processes. Thematic analysis was employed as a complementary analytical technique to support the interpretation of interview data within the broader stages of historical analysis.

To ensure the trustworthiness of the findings, source triangulation was employed by comparing information obtained from interviews, organizational archives, government regulations, grant administration documents, memoranda of understanding, and relevant scholarly literature. Any inconsistencies among sources were examined through repeated verification and cross-checking procedures. This process enhanced the credibility, consistency, and validity of the historical interpretations and research findings.

RESULTS AND DISCUSSION

Organizational Structure and Governance of PGRI DKI Jakarta

The findings indicate that PGRI DKI Jakarta implemented a hierarchical and vertically integrated organizational structure in 2018. The organizational system was designed to facilitate coordination among management units at the provincial, municipal, and district levels, enabling the effective implementation of organizational programs. This structure also supported the execution of strategic initiatives related to teacher legal protection and the management of grant funds for private school teachers. Through a clear distribution of authority and responsibilities, PGRI DKI Jakarta was able to maintain organizational stability and ensure that programs were implemented in accordance with institutional objectives.

Table 2. presents the executive board structure of PGRI DKI Jakarta for the 2014–2019 period. The organization was led by a chairperson supported by several vice chairpersons, a general secretary, and a treasurer. Such a structure reflects the organizational capacity required to coordinate various educational, professional, and welfare-related programs for teachers.

Table 2 presents the executive board structure of PGRI DKI Jakarta for the 2014–2019 period.

Position	Name
Chairperson	Prof. Dr. H. Agus Suradika, M.Pd
Vice Chairperson	Drs. H. Bambang Riyanto, M.M
Vice Chairperson	Drs. H. Hasman Arsyad, M.M

Position	Name
Vice Chairperson	Drs. H. Agus Waluya, M.M
Vice Chairperson	Dr. H. Taufik Yudi Mulyanto, M.Pd
General Secretary	Drs. H. Adi Dasmin, M.M
Treasurer	Drs. H. Samidi, M.M

Source: PGRI DKI Jakarta Archives (2014–2019).

The organizational arrangement demonstrates the importance of formal governance structures in supporting institutional effectiveness. According to organizational theory, organizational structure serves as a mechanism for task allocation, coordination, communication, and control, enabling institutions to achieve their objectives efficiently (Robbins & Coulter, 2016). In the context of PGRI DKI Jakarta, the presence of a well-defined organizational hierarchy facilitated the implementation of programs related to teacher welfare, professional advocacy, and educational governance.

From a structuralist perspective, organizational structures function as institutional frameworks that enable social actors to perform collective actions and influence broader social processes (Lloyd, 1993). The findings suggest that the organizational structure of PGRI DKI Jakarta provided the institutional foundation necessary for coordinating legal protection initiatives and managing welfare-oriented programs. Consequently, the effectiveness of PGRI's activities in supporting teachers can be understood not only as the result of individual leadership but also as the outcome of a structured organizational system that facilitates cooperation and collective action among its members.

The Role of PGRI DKI Jakarta in Teacher Legal Protection

Teacher legal protection constituted one of the strategic programs implemented by PGRI DKI Jakarta in 2018. Based on interview findings with the Chairperson of PGRI DKI Jakarta, legal protection for teachers had been formally regulated through various national regulations, including Law Number 14 of 2005 concerning Teachers and Lecturers, Law Number 20 of 2003 concerning the National Education System, and Regulation of the Minister of Education and Culture Number 10 of 2017. However, despite the existence of these legal frameworks, many teachers continued to face challenges in dealing with professional disputes and legal cases arising from their educational duties. As a result, PGRI actively sought to strengthen practical protection mechanisms through institutional cooperation and professional advocacy.

One of the most significant initiatives undertaken by PGRI was the establishment of a Memorandum of Understanding (MoU) with the Indonesian National Police (POLRI). The agreement was developed in response to increasing legal disputes involving teachers, students, and parents, which often created uncertainty regarding teachers' professional rights and responsibilities. Through this collaboration, PGRI and POLRI sought to provide clearer procedures for handling cases involving teachers while ensuring that legal processes considered the educational context in which professional actions were performed.

The development and implementation of the MoU involved several stages, including policy discussions, institutional coordination, formal agreement, dissemination, and periodic renewal. The agreement was subsequently socialized across provincial, municipal, district, and local police levels to ensure that teachers and law enforcement officers shared a common understanding regarding professional protection mechanisms.

Table 3. Stages of the PGRI–POLRI MoU for Teacher Professional Protection

Stage	Description
Background	Increasing complexity of relationships among teachers, students, and parents, resulting in greater legal vulnerability for teachers
Institutional Agreement	Formal cooperation established between PGRI and POLRI
MoU Development	Joint preparation of legal protection guidelines and procedures
Dissemination	Socialization conducted at provincial, municipal, district, and local police levels
MoU Renewal	Periodic renewal every five years to ensure relevance and effectiveness

Source: PGRI–POLRI Memorandum of Understanding and interview findings.

The findings demonstrate that PGRI functions not only as a professional organization but also as an advocacy institution that actively protects teachers' professional rights. Through collaboration with law enforcement agencies, PGRI has expanded its role beyond professional development activities to include legal assistance and policy advocacy. This finding supports previous studies emphasizing the importance of professional organizations in safeguarding teachers' rights and strengthening their professional status within educational systems

From a structuralist perspective, professional organizations can be understood as social agents capable of influencing institutional structures through collective action. In this case, PGRI DKI Jakarta acted as an intermediary institution connecting teachers, government agencies, and law enforcement bodies. Its involvement in the development of legal protection mechanisms illustrates how organizational actors can contribute to shaping educational governance and improving the professional security of teachers. Consequently, legal protection for teachers should be viewed not only as a regulatory issue but also as a product of collaborative institutional arrangements involving multiple stakeholders.

This finding can also be interpreted through Institutional Theory. The collaboration between PGRI and the Indonesian National Police strengthened the institutional legitimacy of teacher protection mechanisms by creating formal procedures for handling professional disputes. According to Scott (2013) legitimacy is reinforced when organizations align their activities with regulatory and normative expectations. The PGRI–POLRI partnership therefore enhanced teachers' confidence in legal protection systems while reinforcing PGRI's position as a legitimate actor within educational governance.

Management and Implementation of the Private Teacher Grant Program

The private teacher grant program implemented in 2018 was one of the strategic policies introduced by the Provincial Government of DKI Jakarta to improve the welfare of non-civil servant teachers working in private schools. The program was designed to address disparities in income and welfare between public and private school teachers while providing financial support to educators who contributed significantly to educational services. In its implementation, PGRI DKI Jakarta served as a strategic partner of the local government by assisting in the dissemination of information, data collection, validation, verification, and coordination of grant distribution.

Based on the analysis of official documents and interview findings, the implementation of the grant program involved multiple stakeholders, including schools, district education offices, municipal education offices, PGRI branches, and the Provincial Education Office. This collaborative approach was intended to ensure that the grant program reached eligible beneficiaries and was implemented in accordance with established regulations. The involvement of PGRI was particularly important in facilitating communication between educational institutions and teachers, thereby reducing administrative barriers during the implementation process.

The management of grant funds followed a structured verification mechanism designed to ensure accountability, transparency, and accuracy in beneficiary selection. Verification procedures were conducted at multiple administrative levels, beginning at the school level and continuing through district, municipal, and provincial levels. This system enabled the validation of teacher eligibility based on administrative and professional requirements while minimizing the risk of inaccurate data and inappropriate fund allocation.

Table 4. Grant Fund Management Mechanism for Private School Teachers (2018)

Stage	Activities
Provincial-Level Socialization	Conducted by PGRI Provincial Board, Education Office, Municipal Education Offices, PGRI City Branches, IGTKI, BMPS, and District Socialization Teams.
District-Level Socialization	Dissemination of information regarding grant requirements and procedures to private school principals.
School-Level Socialization	School principals informed eligible teachers about program requirements and application procedures.
Data Synchronization	Teacher data were synchronized with the national Dapodik database.
Data Validation and Verification	Examination of school records, teacher appointments, teaching assignments, and supporting documents.
District and Municipal Verification	Review of submitted documents, preparation of beneficiary lists, and submission to provincial authorities.
Provincial Verification	Final verification and recommendation for grant disbursement by the Provincial Government.

Source: Documentation on the Validation and Verification Mechanism of the DKI Jakarta Private Teacher Grant Program (2018).

The findings indicate that the grant management mechanism incorporated principles of accountability and transparency through a multi-level verification process. The involvement of multiple stakeholders ensured that decisions regarding grant recipients were based on objective criteria and verified information. Such mechanisms are consistent with the principles of good governance, which emphasize transparency, accountability, participation, and effectiveness in public sector management (Robbins et al., 2016).

From a structuralist perspective, the implementation of the grant program reflects the interaction between social agents and institutional structures. The Provincial Government of DKI Jakarta provided regulatory frameworks, financial resources, and administrative procedures, while PGRI acted as a social agent facilitating policy implementation at the grassroots level. This interaction demonstrates that the success of public policies depends not only on formal regulations but also on the capacity of intermediary organizations to translate policies into practical actions that effectively reach target beneficiaries (Giddens, 1984).

Furthermore, the active participation of PGRI throughout the implementation process highlights the expanding role of teacher professional organizations in educational governance. Beyond their traditional functions of professional development and advocacy, professional organizations can also contribute to policy implementation, administrative coordination, and welfare enhancement initiatives. Therefore, the experience of PGRI DKI Jakarta in the 2018 grant program illustrates how professional organizations can strengthen the effectiveness of educational policies while simultaneously supporting teacher welfare.

These findings support Governance Theory, which emphasizes the importance of collaboration among governmental and non-governmental actors in achieving policy objectives. The implementation of the grant program required coordination among schools, education offices, PGRI, and the Provincial Government of DKI Jakarta. This finding supports the argument of Ansell and Gash (2008) that collaborative governance enables public institutions and non-governmental actors to jointly address complex policy challenges. In this

case, PGRI functioned as an intermediary organization that facilitated communication, coordination, and policy implementation across institutional boundaries.

Organizational Challenges and Program Impacts

The implementation of the private teacher grant program encountered several organizational and administrative challenges. Based on interview findings and document analysis, one of the primary challenges was the validation and verification of teacher data submitted by schools. Differences in administrative capacity among educational institutions and variations in document completeness often created delays during the verification process. In addition, inconsistencies between submitted records and data stored in the national education database required additional coordination among schools, PGRI, and government agencies to ensure data accuracy.

Another challenge involved the monitoring and reporting mechanisms associated with the implementation of the grant program. Although the verification system was designed to promote accountability, the large number of beneficiaries and the involvement of multiple stakeholders increased the complexity of program administration. Consequently, continuous coordination and communication were required to ensure that grant distribution complied with established regulations and reached eligible recipients. These findings indicate that effective organizational management and administrative capacity are critical factors influencing the success of welfare-oriented educational programs.

From a good governance perspective, the challenges identified in this study highlight the importance of transparency, accountability, and institutional coordination in the management of public funds. Effective governance mechanisms not only reduce the risk of administrative errors but also strengthen public trust in government programs. Previous studies have similarly emphasized that successful policy implementation depends on the quality of monitoring systems, inter-organizational collaboration, and the capacity of implementing institutions to manage complex administrative processes.

Despite these challenges, the grant program generated significant positive impacts on private school teachers. The additional financial support provided through the program contributed to improving teachers' economic conditions and helped reduce disparities between private and public school educators. Many beneficiaries perceived the grant as a form of governmental recognition of their contribution to educational development, thereby strengthening their sense of professional value and institutional support.

The findings further indicate that improved welfare positively influenced teachers' motivation, job satisfaction, and professional commitment. Enhanced financial stability enabled teachers to focus more effectively on their educational responsibilities and professional development activities. These results support previous studies suggesting that teacher welfare is closely associated with professional performance, job satisfaction, and educational effectiveness (Murwaningsih et al., 2024; Salehuddin et al., 2024).

Overall, the implementation of the grant program demonstrates that teacher welfare policies can generate substantial benefits when supported by effective organizational structures and governance mechanisms. Although several administrative challenges remain, the positive impacts observed among private school teachers suggest that welfare-oriented policies can contribute to strengthening teacher professionalism and improving the quality of educational services.

PGRI as a Social Agent in Teacher Protection and Welfare Policies

The findings of this study demonstrate that PGRI DKI Jakarta performed a dual function in 2018 as both a professional advocacy organization and a strategic partner in the implementation of teacher welfare policies. On the one hand, PGRI actively provided legal protection through advocacy initiatives, institutional collaboration, and the dissemination of

legal information to teachers. On the other hand, the organization played an important role in facilitating the implementation of the private teacher grant program through data verification, coordination, and communication with relevant stakeholders. These findings indicate that the functions of professional organizations extend beyond professional development and encompass broader responsibilities related to educational governance and public policy implementation.

The dual role performed by PGRI reflects the interaction between agency and structure within a structuralist framework. As a social agent, PGRI did not merely respond to existing educational policies but actively participated in shaping and implementing them. The organization interacted with governmental institutions, law enforcement agencies, schools, and teachers in order to address issues related to legal protection and welfare enhancement. This interaction illustrates how organizational actors can influence policy outcomes while simultaneously operating within institutional structures that regulate their activities.

The findings also reveal that the effectiveness of teacher protection and welfare programs depends on collaborative relationships among multiple stakeholders. The partnership between PGRI, the Provincial Government of DKI Jakarta, and the Indonesian National Police demonstrates the importance of inter-institutional cooperation in addressing educational challenges. Through these collaborative arrangements, PGRI was able to function as a bridge connecting teachers' needs with governmental policies and legal protection mechanisms. Consequently, the organization contributed not only to the implementation of specific programs but also to the strengthening of institutional support systems for teachers.

From the perspective of Stakeholder Theory, PGRI played a strategic role in balancing the interests of multiple stakeholders, including teachers, schools, government agencies, and law enforcement institutions. Rather than functioning solely as a professional association, PGRI acted as an intermediary organization that facilitated communication, reduced institutional barriers, and aligned stakeholder expectations. This role contributed to the effectiveness of both teacher protection initiatives and welfare programs, demonstrating the broader governance function of professional organizations within educational systems.

This study supports previous research emphasizing the role of professional organizations in protecting teachers' rights and promoting teacher welfare. However, unlike earlier studies that primarily focused on advocacy or professional development functions, the present study highlights the simultaneous implementation of legal protection and welfare policies within a single organizational framework. This finding broadens the understanding of how professional organizations contribute to educational governance beyond their traditional responsibilities.

The novelty of this study lies in demonstrating that PGRI DKI Jakarta simultaneously functioned as an advocacy institution and a policy implementation partner. While previous studies generally examine teacher legal protection and welfare policies separately, the present study shows how both functions can be integrated within a single professional organization. The findings further reveal that professional organizations can operate as intermediary governance actors that strengthen institutional legitimacy, facilitate stakeholder coordination, and support public policy implementation. This perspective extends existing discussions on teacher professional organizations and contributes to a broader understanding of educational governance.

Overall, the findings suggest that professional organizations should be recognized as important actors in educational governance. Their involvement in legal protection initiatives and welfare-oriented policies can strengthen institutional support for teachers, enhance policy effectiveness, and contribute to the improvement of educational quality. Therefore, future educational policies should encourage stronger collaboration between governments and professional organizations in order to create more sustainable systems of teacher protection and welfare.

CONCLUSION

This study concludes that PGRI DKI Jakarta played a strategic role in 2018 as both a professional organization and a social agent in supporting teacher protection and welfare. Through its organizational structure and institutional capacity, PGRI actively contributed to the implementation of teacher legal protection programs, particularly through advocacy efforts and collaboration with the Indonesian National Police. The organization also participated in the management of grant funds for private school teachers by facilitating socialization, data verification, coordination, and communication among stakeholders involved in the program.

The findings further reveal that the successful implementation of the private teacher grant program was supported by a structured verification mechanism and collaborative governance involving government institutions, schools, and professional organizations. Although several challenges were identified, including data validation issues and administrative limitations, the program generated positive impacts on teacher welfare, work motivation, and professional commitment. These findings demonstrate that professional organizations can contribute significantly to both policy implementation and educational governance.

This study has several limitations. First, the analysis focuses on a single case, namely PGRI DKI Jakarta and the 2018 private teacher grant program, which may limit the generalizability of the findings to other regions or educational contexts. Second, the study relies primarily on historical documents and a limited number of informants, which may not fully capture all perspectives related to teacher protection and welfare policies. Future research may expand the scope of analysis by comparing teacher professional organizations across different regions and examining more recent policy developments related to teacher welfare and legal protection.

The novelty of this study lies in demonstrating that PGRI DKI Jakarta simultaneously functioned as an advocacy institution for teacher legal protection and as a partner in welfare policy implementation within a single organizational framework. Unlike previous studies that generally examine these functions separately, this study shows how both roles can be integrated through institutional collaboration, stakeholder engagement, and governance mechanisms.

The study also contributes theoretically by demonstrating how Institutional Theory, Governance Theory, and Stakeholder Theory can be integrated to explain the dual role of teacher professional organizations as both advocacy institutions and policy implementation partners within educational governance systems.

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