

Original Research Article

Synergy of National and Regional Policies in Multi-Grade Learning: A Case Study at Public Elementary School Sukapura III Probolinggo District

Abdul Haris^{1*}, Catur Wahyudi¹, Yuntawati Fristin¹

¹University of Merdeka Malang, Jalan Terusan Dieng, 62-64 Klojen, Pisang Candi, Sukun, Malang City, East Java 65146, Indonesia

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Abstract: This study aims to analyze the implementation of multi-grade learning and identify its supporting and inhibiting factors, especially after the Regulation of the Minister of Education, Culture, Research and Technology (Mendikbudristek) No. 56 of 2022. The research was conducted at Public Elementary School Sukapura III, Sukapura District, Probolinggo Regency. The data analysis technique in this study used qualitative descriptive analysis techniques. This study found that the Multi-grade Learning policy has been implemented with various challenges and supports. Effective communication between central and local governments facilitates understanding and implementation of the policy. However, limited resources, such as the number of teachers and facilities, challenge teaching effectiveness. Positive teacher and student dispositions contribute to successful learning, while school organizational structures are supportive but require management adjustments. Implementing factors include socialization, human resources, commitment, facilities, and bureaucratic structure. The main obstacles are ineffective information transmission and suboptimal educator welfare. This research is expected to contribute to teacher training, resource strengthening, policy monitoring, stakeholder communication, and curriculum adaptation to improve the effectiveness of multi-grade learning at PUBLIC ELEMENTARY SCHOOL Sukapura III.

Keywords: Policy Implementation, Policy Synergy, Multi-grade Learning.

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1. INTRODUCTION

The COVID-19 pandemic caused significant disruption in education in Indonesia, with school closures since March 2020 impacting 68 million students and 3.2 million teachers. Online learning is the leading solution, but unequal access to technology creates educational disparities, especially for students in remote and underprivileged areas. Many students experience learning loss due to limited interaction and the effectiveness of online learning. Teachers also face difficulties in delivering materials optimally. To address this impact, the government issued Minister of Education, Culture, Research and Technology Decree No. 56/M/2022 on Merdeka's Curriculum, allowing schools to customize the curriculum according to regional and student needs. This approach aims to increase student engagement and learning motivation through more relevant and contextualized learning experiences.

Article 31, paragraph 1 of the Constitution mandates that every citizen has the right to education, so the government is responsible for providing educators. The ratio of classroom teachers needed is ideally 1:1 with the number of classes, but the distribution of teachers must also consider the number of students. Probolinggo district, with its mountainous and archipelagic geography, faces challenges of inequitable education distribution due to the population's uneven distribution. To address the shortage of teachers in schools with few students, the Probolinggo district government issued Regent Regulation No. 18/2019 on Multi-grade Learning Management, which allows the implementation of multigrade teaching as a solution. This program is also supported by the Australian Government's Innovation for Indonesia's School Children (INOVASI). Relying on teacher recruitment requires a large budget, making multigrade classes an effective alternative to ensure the sustainability of education services in remote areas.

*Corresponding Author: Abdul Haris

University of Merdeka Malang, Jalan Terusan Dieng, 62-64 Klojen, Pisang Candi, Sukun, Malang City, East Java 65146, Indonesia

This study aims to analyze the implementation of multi-grade learning and identify its supporting and inhibiting factors at PUBLIC ELEMENTARY SCHOOL Sukapura III, especially after the Minister of Education, Culture, Research and Technology (Mendikbudristek) Regulation No. 56 of 2022. This research is expected to contribute theoretically to the implementation of Multi-grade Learning. This research helps the author develop an analytical mindset and evaluate the theories obtained during his studies at the Master of Public Administration, Universitas Merdeka Malang. For the Probolinggo Regency Education Office, the results of this study can serve as policy input. In addition, this research can be a reference for students, complement previous studies, and enrich scientific reading material.

2. LITERATURE REVIEW

According to Dye (in Sadhana, 2011: 51), public policy is an action taken by government agencies in carrying out government and development tasks. Anderson (in Sadhana, 2011: 52) adds that public policy is a series of actions followed by relevant actors in addressing a problem. Dunn (1994) explains that public policy involves a reciprocal relationship between policies, actors, and the environment. Dunn (2000: 24) outlines several policy stages, namely agenda setting, where policy issues compete for priority; policy formulation, which involves discussion and search for solutions; policy adoption, which is the ratification of solutions into regulations; and policy evaluation, which assesses its effectiveness. Public policies cover economic, social, and political aspects and take the form of laws and presidential, ministerial, and regent regulations, which are legally binding.

Policy implementation is an important part of the policy process because it determines the success of achieving goals and their impact. Sadhana (in Sukardi, 2016: 135) states that policy implementation is significant in ensuring policies provide real benefits. Policy implementation is a public administration instrument coordinating actors, organizations, procedures, techniques, and resources to achieve planned goals. Van Meter and Van Horn (in Sadhana, 2011: 175) define it as public organizations' actions to translate policy decisions into operational steps. Sadhana (2011: 177) adds that implementation aims to understand how policies are applied in practice. Edward III (in Mulyadi, 2018: 68) identifies four main factors for successful policy implementation, namely communication, resources, disposition, and bureaucratic structure, which mutually influence the effectiveness of policy implementation.

Deardorff & Williams (2006) define synergy as integrating various activities to achieve more significant results. In public policy, synergy is important for stakeholders to implement policies optimally. Rabbani (2021) emphasizes that synergy involves respect for

different ideas and a willingness to share. Najjanti (in Rahmawati *et al.*, 2014) defines synergy as combining elements that produce better outputs. Silalahi (2011) adds that synergy requires coordination so that all elements move in the same direction. Synergy in public policy aims to harmonize stakeholders' perceptions and actions, strengthen commitment, and create harmony. Its dimensions include common perceptions, potential resources, communication patterns, attitudes of policy actors, and organizational structures, which support collaboration in policy implementation.

Education Minimum Service Standards (MSS) determine the type and quality of essential services the government provides, and every learner must receive them as a minimum standard. The MSS refers to Government Regulation No 38 of 2007, which regulates the division of government affairs in providing basic education by the central, provincial, and district/city governments. SPM serves as a performance benchmark for formal education services and reflects the implementation of decentralization of authority. The aim is to ensure equitable access to quality education, especially in remote areas. The SPM also serves as a framework for appropriately allocating resources to improve school capacity. Permendiknas No 15/2010 confirms that SPMs are performance benchmarks for essential education services at the district/city level so that schools can achieve the National Education Standards (SNP).

Learning systematically plans the teaching and learning process, including the strategies, methods, and media. A learning model is a pattern of activities that helps teachers deliver material effectively. Soekamto *et al.*, emphasize the importance of direct learning experiences for students, while learning provides a framework for teachers in teaching. Multi-grade learning (MGL) is a method in which a teacher simultaneously teaches several grade levels in one room. PKR is implemented due to geographical, demographic, teacher shortage, classroom limitations, and teacher absence (Wardhani, 2012). There are three models of MGT, namely Combined Grades, Continuous Progress, and Mixed Age Grouping, which aim to improve student interaction and learning effectiveness within limited resources.

3. RESEARCH METHODS

3.1 Research Design

This research uses a qualitative descriptive approach to understand phenomena under natural conditions deeply. Sugiyono (2015) states that this method describes, proves, and develops theories without experimental intervention. Moleong (2017: 4) adds that qualitative research produces descriptive data from observable behavior. Data collection techniques are triangulated, with sources such as interviews, field notes, documentation, and recordings, to obtain more profound meaning than just generalization.

3.2 Research Location

This research was conducted at PUBLIC ELEMENTARY SCHOOL Sukapura III, Sukapura sub-district, Probolinggo district. This school was chosen because it is in a mountainous area with limited accessibility, posing challenges in providing teaching staff and student numbers. PUBLIC ELEMENTARY SCHOOL Sukapura III is also one of the eight pilot project schools that implemented Multi-grade Learning, making it a relevant location to examine the effectiveness of the policy in the context of education in remote areas.

3.3 Data analysis technique

This research uses descriptive qualitative analysis with the Miles and Huberman model, carried out interactively until the data reaches saturation. Miles and Huberman (1984) in Sugiyono (2015:488) outline four stages of analysis: data collection through observation, interviews, and documentation; data condensation to simplify and focus information; data presentation in the form of matrices, graphs, or tables; and conclusion drawing and verification by identifying data patterns and relationships. This technique ensures systematic analysis and valid results.

4. RESULTS AND DISCUSSION

4.1 Research Results

PUBLIC ELEMENTARY SCHOOL Sukapura III is one of the pilot projects for Multi-grade Learning (PKR) as a public institution located in the Sukapura sub-district, Probolinggo district, East Java. The implementation of MGT at PUBLIC ELEMENTARY SCHOOL Sukapura III refers to Edward III's theory, which emphasizes four main factors of policy success: communication, resources, disposition, and bureaucratic structure. Effective communication is key in implementing PKR. Some informants stated that the lack of socialization caused many teachers to be unprepared for the system. One informant said, "I have never received socialization on the synergy of this policy, but I am ready to implement the applicable regulations". Another informant added, "Consistent socialization of PKR teachers' duties and rights is crucial". Some teachers also highlighted the inconsistency of information, which affects the understanding of the policy.

The shortage of teachers is a significant challenge in implementing Multi-grade Learning, especially in remote areas with limited access. One informant stated, "The main reason for multi-grade learning is the lack of teachers, difficult terrain, and infrastructure. If schools are closed or merged, students will find it difficult to reach them. Therefore, this policy has been studied beforehand and socialized to related institutions". Another informant added, "Teacher shortages, the right to proper education, and budget efficiency are issues that require attention. With PKR, students still get a proper education despite the limited teaching staff". Better socialization is needed so that

teachers assigned to PKR schools are not surprised and can prepare themselves well for this system.

The small number of students is the main reason for the implementation of PKR at PUBLIC ELEMENTARY SCHOOL Sukapura III, where some classes have less than ten or even five students. One informant stated, "The minimum service standard regulates the number of students in an elementary school class to a maximum of 28 students. However, what about schools where the number of students is far below the standard? If these institutions are closed, many children will miss learning opportunities". The PKR innovation is a solution to ensure education continues without harming students. Another informant added, "The number of students in our class varies, some are only four students, while the first class reaches eleven students, showing an increase from recruitment efforts". Good communication ensures teachers continue receiving their entitlements, including gradually validating allowances.

The resource aspect in implementing the Double Classroom Learning policy includes human resources, information, finance, and physical facilities. An informant stated, "The synergy of this policy has been supported by information conveyed to stakeholders, including the Dinas, Korwil, and related institutions. Competent human resources who understand the regulations determine the success of this policy. In addition, the support of physical resources, such as clear regulations, is also needed". In addition to human resources and information, financial aspects also support the policy's success. Another informant added, "Resources come from the implementors and financially. We have provided a budget for socialization and supporting media so that this policy can be synergized well". With support from various aspects of resources, policy implementation can run more optimally.

The shortage of teachers is a significant challenge in implementing multi-grade learning, especially in remote areas. An informant stated, "Regardless of the number of students, they deserve proper teaching. If the number of teachers is limited and access is difficult, then Multi-grade Learning is the solution. Currently, the Probolinggo district has a shortage of about 500 teachers. At the same time, many schools must divide their existing educators to teach more than one class at a time". The school also recognizes this challenge. "The addition of ASN in 2024 is invaluable because previously we only had two class teachers and one principal for six study groups. The addition of two teachers eases the burden", said a principal. Nevertheless, teachers and students are still adjusting to this system so that learning continues optimally.

The small number of students impacts the allocation of school resources, including the budget and teaching staff. An informant stated, "The BOS funds

depend on the number of students, so we have to work extra to manage the finances efficiently. Luckily, the ASN status of our teachers ensures that salaries are guaranteed.”. Other efforts to increase the number of students were made through cooperation with kindergartens and village officials. Another informant added, “We coordinate with the village head so that kindergarten children register directly with our school. As a result, the number of first-grade students increased dramatically”. In addition, some schools innovated by adding religious-based subjects to attract more students from the local community so that the number of learners could continue to grow.

The disposition indicator in policy synergy is important in implementing Multi-grade Learning. An informant stated, “Before the disposition of the Regional Head related to the Ministerial Decree was carried out, we had already implemented it according to Regent Regulation No. 18. Apparently, this policy is very supportive of central government policies”. This shows that the regional policy has been aligned with the national regulation, so its implementation is more focused. In addition, policy implementers in schools have also received guidance on learning flexibility. Another informant said, “The disposition we received was given verbally and explained in detail, including learning flexibility and the curriculum. We apply the directives in Multi-grade Learning and try to run it well for the Office, the school, and most importantly, our students”.

Disposition in implementing the teacher shortage policy is important in ensuring the smooth running of multi-grade learning. One informant stated, “The main thing in receiving disposition is commitment and adaptive willingness to ensure the policy runs effectively”. Disposition as an instruction from the leader must be carried out with compliance, as confirmed by another informant, “Being an ASN means complying with regulations and being ready to be placed anywhere. If the leadership gives disposition, then subordinates must carry it out with responsibility”. In addition, trust in the leader's decision is also an important factor. “The disposition given has gone through various considerations, so we accept it sincerely and responsibly”, said a teacher. With an adaptive attitude and professionalism, implementing this policy can run optimally and positively impact education in remote areas.

Teachers' disposition in dealing with the shortage of students is a key factor in the success of the PKR. One informant stated, “I received the decree as a PPPK with full commitment to implement the PKR policy, despite having to teach two classes at once”. The main challenge is dealing with small numbers of students, who sometimes tend to be passive. Another informant added, “Teaching a class with a small number of students is easier, but we have to make sure they stay

motivated so they don't lose interest in learning”. Support from school principals and the education office is needed to keep teachers motivated, ensuring they continue to provide quality education. A student guardian added, “I feel grateful because the small number of students actually gives my child more attention from the teacher”.

The bureaucratic structure in the synergy of the double-class learning policy is considered to have gone well, although some aspects still need attention. An informant stated, “In terms of bureaucratic structure, there are no problems, but what needs attention is the preparation of SOPs related to the implementation of regular class education and multiple learning classes. This needs to be stipulated in a Regent Regulation to make the implementation clearer and more direct”. The statement shows that although the bureaucracy has supported this policy, more detailed operational standards will help implement it more effectively. With clear SOPs, all parties involved, educators and policymakers, can understand the policy flow better, thus minimizing obstacles in implementation at the school level.

The bureaucratic structure in implementing education policies, especially in addressing the teacher shortage, acts as a line of command that ensures the implementation of tasks and functions according to regulations. An informant stated, 'Structurally, the SD Technical Implementation Unit (UPT) is under the Regional Coordinator in each sub-district. Teachers are responsible to the school principal as their direct supervisor, although in terms of position maps, all functional positions are under the command of the Education Office”. This clear bureaucratic structure supports policy effectiveness, such as at PUBLIC ELEMENTARY SCHOOL Sukapura III, which only has three class teachers for six study groups due to regional regulations. Another informant added, “The bureaucratic structure must comply with regulations, including the regulation on the number of teachers in multi-grade schools”. With good coordination, this policy can be implemented without compromising the quality of education.

The small number of students affects the bureaucratic structure of schools, especially in allocating teaching staff. One informant stated, “The lack of students impacts the map of institutional positions in the bureaucratic structure of the education office, especially regarding the distribution of teachers”. However, the impact is not direct on the bureaucratic work system. Another informant added, “Technically, the small number of students does not affect the bureaucratic structure of our school”. Nonetheless, the PKR policy continues coordinating between various parties in the education office and local government. With supporting regulations and careful policy analysis, the shortage of students can be overcome without compromising access to education for children in remote areas.

Supporting factors in implementing the Multi-grade Learning policy at PUBLIC ELEMENTARY SCHOOL Sukapura III are important in determining its success. The synergy between central and regional policies is a significant factor in supporting the implementation of this policy. Based on Edward III's theory, the success of policy implementation is influenced by communication, resources, disposition, and bureaucratic structure. Effective communication is needed so that policy objectives are conveyed. Adequate socialization reduces misunderstandings and increases teachers' understanding and involvement in implementing the policy. Clarity and consistency of information are also important for the policy to run as planned. One informant stated, "Multi-grade learning is implemented because of the lack of teachers and the difficulty of the terrain. If schools are merged, students will find it difficult to reach them." Another informant added, "COVID-19 has had a big impact on education, so this policy is designed to overcome learning loss by providing flexibility in curriculum implementation".

Clarity in conveying the objectives and ways of implementing the policy is essential to avoid misinterpretation. One informant explained, "Multi-grade learning is implemented due to the limited number of teachers and difficult geographical conditions. If schools are closed or merged with other schools, students will experience great difficulties accessing education. Therefore, this policy was carefully considered and socialized to the affected schools". Another informant added, "I do not think it is new to teachers about Multi-grade Schools. Since 2019, this policy has been considered an innovation in overcoming the shortage of teachers. The Ministry of Education and Culture recognized PUBLIC ELEMENTARY SCHOOL Sukapura III as an innovative school in this learning system". Policy clarity and local and central government support are key to successfully implementing Multi-grade Learning.

Resources, including educators, information, authority, and facilities, are important in implementing the Multi-grade Learning policy. One informant stated, "The addition of ASN in 2024 was very helpful because previously there were only two class teachers and one principal with six study groups". Although the number of educators has increased, their competence remains a key factor in the policy's success. Training and support are needed so that teachers are ready to face challenges. Another informant added, "If these schools are merged, students will find it difficult to access education, so studies and socialization were conducted before the policy was implemented". In addition, the principal's authority in managing the teaching force is very influential. One teacher stated, "Teaching two classes at once is a challenge, but I am committed to giving my best to the students".

Physical facilities are also an important supporting factor in policy implementation. One informant revealed, "The BOS funds we receive depend on the number of students. With 45 students, we have to work harder in managing the budget. However, we are grateful because our school received building rehabilitation assistance. As an innovative school, we also receive various forms of support. You can see for yourself, our classrooms are decent and do not need to be partitioned with plywood". The availability of adequate facilities can support the effectiveness of the teaching and learning process and create a more conducive educational environment for students and teachers. Therefore, the government needs to continue to pay attention to education infrastructure in areas that implement the Multi-Class Learning system.

Disposition reflects the inherent characteristics of policy implementers, such as honesty and high commitment in carrying out tasks, especially in facing policy implementation challenges. Honesty ensures that policies are carried out according to established guidelines, while strong commitment allows implementers to survive amidst various obstacles. One informant stated, "The SK I received as a PPPK is part of the disposition. As an ASN, I am ready to be placed anywhere and committed to implementing government policies, especially Multi-grade Learning in Probolinggo District". However, she admits that this system's workload is quite heavy, especially because she must simultaneously teach first and second-grade. "Many first graders cannot read and count because the kindergarten curriculum does not teach listening. I have to adapt, master the material of two classes at once, and ensure all students receive optimal learning", she added.

Bureaucratic structure plays an important role in policy implementation, consisting of implementing mechanisms and organizational structure. Implementation mechanisms are usually regulated through standard operating procedures (SOPs), which must be clear, systematic, and easy to understand to guide policy implementers. The organizational structure must also be simple so that decision-making can be done quickly, especially in dealing with urgent situations. One informant stated, "When we proposed the position map, we had to analyze exactly why the need for teachers in eight schools, including PUBLIC ELEMENTARY SCHOOL Sukapura III, was different from the other 574 primary schools. We conducted an in-depth study and coordinated with various parties before this policy was implemented". Another informant added, "As part of the organization, we must comply with all bureaucratic rules, including in the implementation of the Multi-grade Learning policy".

Factors inhibiting policy implementation include various obstacles that hinder the achievement of goals. Based on Edward III's theory, implementation failure can be caused by ineffective communication,

limited resources, unsupportive disposition of implementers, and an unoptimal bureaucratic structure. These obstacles can hinder policy implementation, so it does not go according to plan. One of the main obstacles in Multi-grade Learning is suboptimal communication. An informant stated, "When I was accepted, there was no detailed notification about the multi-grade system. It was only after being at school that I learned that this system was implemented due to the shortage of teachers and was part of the regional policy". Another informant added, "As a religion teacher, I am not affected. However, there should be earlier socialization for classroom teachers to be better prepared".

Limited resources are a challenge in implementing the Multi-grade Learning policy. This policy aims to improve the Community Education Index (HDI) and reduce dropout rates in remote areas, but the lack of educators remains an obstacle. An informant stated, "This regulation aims to improve the HDI and ensure children stay in school despite the limited number of teachers. We appreciate the teachers who are willing to be placed in these schools as the frontline of education". Although beneficial, the limited facilities and teaching staff affect its effectiveness. The disposition of policy implementers, especially teacher welfare, also plays a role. An informant said, "PUBLIC ELEMENTARY SCHOOL Sukapura III received two additional PPPK teachers in 2024, but they were surprised to learn that they had to teach two classes at once, while the certification allowance remained at one". A senior teacher added, "We try to motivate new teachers to be physically, mentally and academically prepared".

The constraints in the bureaucratic structure are mainly due to the absence of clear standard operating procedures (SOPs) in implementing this policy. One informant said, "As teachers, we do not have much direct contact with this bureaucratic aspect, but I feel that this policy needs a more detailed SOP so that its implementation is more directed. Until now, the small number of students has not affected the bureaucratic system in our school". Unpreparedness in the bureaucratic aspect can slow down the effectiveness of policy implementation. Therefore, improvements are needed in the management mechanism so that this policy can be implemented and run according to the expected goals.

4.2 Discussion of Research Results

The following will discuss the research results regarding implementing Multi-Class Learning. The implementation of the multigrade learning policy is based on the Decree of the Minister of Education, Culture, Research and Technology No. 56/M/2022 on Guidelines for Curriculum Implementation in the Framework of Learning Recovery and Probolinggo Regent Regulation No. 18/2019 on the Management of Multigrade Teaching at the Primary School level. This policy aims to optimize the teaching and learning

process, especially in the face of limited resources, such as the number of teachers and students. Based on the research results of several informants regarding the implementation of PKR at PUBLIC ELEMENTARY SCHOOL Sukapura III, various findings were obtained, forming the basis for further discussion. This analysis aims to formulate conclusions that align with the research objectives and evaluate the effectiveness of the policy in supporting the quality of learning in schools that implement a multi-grade system.

The success of policy implementation depends on the effectiveness of communication in delivering the expected goals. In the Multi-grade Learning (PKR) policy at PUBLIC ELEMENTARY SCHOOL Sukapura III, communication is carried out through information transmission, clarity, and consistency. However, the transmission of this policy has only been carried out at the top level, while implementers in the field do not fully understand the details of the applicable policies. The clarity and consistency of communication in the implementation of Probolinggo Regent Regulation No. 18/2019 shows that the PKR policy is implemented due to the limited number of teachers and students. However, without even and continuous communication, the effectiveness of this policy implementation will be hampered. Therefore, a more systematic communication mechanism is needed so that every stakeholder, including teachers and education personnel, understands and implements the policy correctly according to the stated objectives.

Resources are an important element in successfully implementing the Double Classroom Learning policy. The resource aspect includes staff, information, authority, and facilities. Competent staff are needed to conduct workload analysis, prepare position maps, and propose teaching staff needs. In addition, information is a key factor for teachers to adapt to environmental demands and implement policies optimally. Regarding authority, the Head of Service and Principal have a role in coordinating teaching staff to achieve policy objectives. Facilities also play a role as a means of supporting policy implementation, including services from the Education Office, appreciation from student guardians, and local government support. With adequate and well-managed resources, the PKR policy can be implemented effectively and achieve the expected results.

Dispositions reflect the characteristics of policy implementers that influence the success of implementation. In the PKR policy, disposition is shown through the commitment and welfare of educators. Strong commitment from all employees is needed so that organizational goals can be achieved optimally. Teachers and education personnel who have high commitment will more easily adapt to the challenges in implementing multi-grade learning. In addition, the welfare of educators is also an important factor, as it directly affects

their motivation and performance. Therefore, the government needs to ensure that there are supportive welfare policies, such as incentives and improved work facilities. With adequate welfare, educators will be more motivated to implement policies effectively to maintain the quality of learning and achieve maximum results.

Bureaucratic structure acts as an organizational instrument to achieve predetermined goals. In implementing the PKR policy, each position holder must carry out their role by the duties and functions determined in the bureaucratic structure. Each task has different work standards, so a straightforward standard operating procedure (SOP) is needed to implement policies systematically. A good SOP must regulate the flow of implementation and the requirements for efficient policy implementation. This SOP must be prepared after relevant and accurate information is obtained from various related parties. With a clear bureaucratic structure and systematic procedures, implementing the PKR policy will be more effective so that the challenges of limited resources can be overcome and learning can continue optimally.

The implementation of the Double Classroom Learning policy at PUBLIC ELEMENTARY SCHOOL Sukapura III is supported by several factors that refer to Edward III's theory. The first factor is communication, where clarity and consistency in policy socialization are important elements in its implementation. Good communication ensures teachers can adapt and survive in the multi-grade learning system. The second factor is resources, including competent educators and access to adequate information. If educators cannot understand and process information correctly, the policy is difficult to implement effectively. The third factor is a disposition, policy implementers' commitment, and potent character at work. The fourth factor is the bureaucratic structure, where understanding of the policy mechanism and restructuring has run according to regulations, thus supporting the continuity of the policy well.

In addition to supporting factors, implementing the Double Classroom Learning policy at PUBLIC ELEMENTARY SCHOOL Sukapura III also faces various obstacles. The first factor is communication, where information transmission has not been conveyed in detail to policy implementers. There are still technical obstacles caused by ineffective communication, so policy implementation does not run optimally. The second factor is resources, especially access to information that is still limited and often confusing, making it difficult for educators to understand the policy correctly. The third factor is a disposition, where educators' unmet welfare impacts their work commitment. The fourth factor is the bureaucratic structure, which still does not have clear standard operating procedures (SOPs). The absence of SOPs leads

to a lack of transparency, accountability, and conformity of policy implementation with predetermined goals.

5. CONCLUSIONS AND SUGGESTIONS

Based on the research results regarding implementing the Double Classroom Learning policy, it was implemented with various challenges and supports. One of the main factors for its success is effective communication between the central and local governments. The alignment of national policies, such as the Minister of Education, Culture, Research, and Technology Decree with Probolinggo Regent Regulation No. 18/2019, allows stakeholders to understand better and implement the policy. However, limited resources, including the number of teachers and educational facilities, still constrain the effectiveness of multi-grade teaching. In addition, teachers' and students' dispositions play an important role, as teachers' positive attitudes, adaptation, and motivation improve learning effectiveness. The school organizational structure supporting this policy still requires management adjustments to be more optimal in managing classes with various student abilities.

Factors influencing the implementation of the Multi-grade Learning policy are based on the Minister of Education, Culture, Research and Technology Decree and the Probolinggo Regent Regulation. Some supporting factors for implementing this policy include the socialization of school principals, the availability of human resources and information, and the commitment of adaptive educators to implementing the policy. In addition, physical school facilities and a supportive bureaucratic structure also play a role in facilitating the implementation of this policy. However, inhibiting factors need to be considered, such as the transmission of information that has not been effective because it is not conveyed technically to policy implementers. In addition, educators' welfare is still an obstacle, especially in ensuring its validity and sustainability in the final stage of policy implementation.

Based on the research results, several recommendations can be implemented by the Education and Culture Office, especially at PUBLIC ELEMENTARY SCHOOL Sukapura III. Increasing teacher training is a priority so educators have better skills in managing multi-grade learning. This training should be sustainable and include innovative teaching techniques and practical classroom management strategies. Strengthening education resources is also needed, especially for schools in remote areas. The government needs to increase the allocation of resources, including the provision of facilities, infrastructure, and access to information technology to support more optimal learning. Regular monitoring and evaluation should also be conducted to ensure that policies remain relevant and practical. With strengthened communication between stakeholders and more flexible

curriculum adaptation, the effectiveness of multi-grade learning is expected to increase.

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