



**ANALYSIS OF MULTIGRADE TEACHING POLICY  
IMPLEMENTATION AT ELEMENTARY SCHOOL LEVELS IN  
PROBOLINGGO DISTRICT**

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**ABSTRACT**

*This study describes analysis for implementing multigrade teaching policies at the primary school level in Probolinggo district, East Java Province. This research is motivated by the phenomenon of teacher shortages in remote areas due to difficult geographical conditions in Probolinggo district. So that the multigrade teaching policy is taken as a solution in overcoming the shortage of teachers.*

*This study uses descriptive qualitative research methods. The case study approach is carried out considering that the multigrade teaching policy is only carried out in certain areas that have special conditions. The research is conducted in Probolinggo district, East Java province.*

*The results show that the multigrade teaching method is considered appropriate to solve the problem of teacher shortages in Probolinggo district. However, improvements are still needed in the implementation of policies and management.*

**Keywords:** Policy Analysis, Policy Implementation, Multigrade Teaching, Teacher Shortages

**A. INTRODUCTION**

Education is a human right for every citizen around the world. The state is obliged to respect, protect and fulfill human rights for its people, including the right to obtain proper education.

There are four important things related to the government's obligation to provide education for its citizens. The first is available, meaning that the state guarantees the availability and implementation of free education and compulsory education for all children. Parents have the freedom to choose where their children go to school. The second is accessible, namely prioritizing the elimination of discrimination as a mandate of the international human rights charter. The third is acceptable, namely how the quality of education can be applied in the learning process. And the fourth is adaptable, which emphasizes the main principles of children's rights, meaning that education needs to accommodate and adapt to the main interests of each child.

However, the problem of education in Indonesia is quite complex and requires serious handling. The problem of education does not only dwell on the problem of a school building that almost collapsed, but also on another classic problem, namely the lack of teachers (Hendikawati, 2008). Currently, Indonesia still lacks at least 200,000 teachers. The biggest shortage of teachers is elementary school teachers and then junior high, high school, and vocational school. While the smallest teacher needs are kindergarten teachers (Hidayat, 2018).

The current shortage of teachers is almost all over Indonesia, especially in remote districts (Cahyono, 2010). Many schools in remote areas have only one or two teachers and sometimes also serve as principals. As a result, teachers have to teach several subjects and teach more than one class.

Based on data from the Research and Development Department of the Ministry of Education and Culture in 1998, there were about 12,000 elementary schools whose teachers had to teach more than one class (Hendikawati, 2008). The development of basic education

development carried out by the government since 1975 through the Presidential Instruction (*Inpres*) project in several of the government's five-year development plans has shown remarkable results (Anonim, 2011). Data from the Research and Development Agency of the Ministry of Education and Culture of the Republic of Indonesia in 2003 showed that the number of students in 1975 was only 13 million and had increased to almost 29 million in 2003. The basic education participation rate which was originally below 50% has reached almost 100% (publikasi.data.kemendikbud.go.id, 2003).

Based on the facts above, the government has made efforts to realize its commitment in the context of fulfilling the right to education for citizens through 9 years of compulsory basic education (Undang-undang RI Nomor 20, 2003). This policy aims to increase equity and expand quality and affordable basic education services for all levels of society. However, there are still people who have difficulty in getting their rights in the field of basic education for 9 years.

Basic education is very important to lay the foundation for efforts to provide education for citizens. Therefore, its implementation is something that is mandatory (Siahaan et al., 2010). Basic education services are not only to meet the needs of formal education but also individuals who need special services, such as children with special needs (*disabled*), children living in remote areas and children from poor families.

Schools as educational service institutions are expected to be the foundation of hope for the community in improving the quality of Human Resources in Indonesia. Therefore, the quality of learning in schools must be improved to meet the needs of modern society for education.

However, in reality there is still a gap between the policies that have been set by the government and what is happening. The implementation of education policies at the lower level still faces many obstacles, including the shortage of teachers, poor facilities in schools, difficulty in accessing education for residents in remote areas, etc. This condition is also felt by the people in Probolinggo district.

Several elementary schools in Probolinggo district experience a shortage of teachers, especially in areas with geographical conditions that are difficult to reach by transportation. Almost all elementary schools in Sukapura sub-district, Probolinggo district, still have a shortage of teachers.

On the other hand, there is still a gap in the quality of education between remote rural areas and urban areas. One of the main factors in this gap is the lack of professional teachers in rural areas. Various obstacles for teachers in rural areas make most teachers prefer to be placed in areas closer to urban areas that are easily accessible by transportation. So that teachers tend to avoid working in areas with geographical conditions that are difficult to reach by transportation.

With the shortage of teachers in these remote areas, the teachers have to conduct multiple classes. Lack of teachers, low teacher attendance and limited classrooms are factors that cause the need for multiple classes. Although the overall number of teachers is sufficient, in reality there are still complaints about the lack of teachers, especially in remote areas such as in the Sukapura sub-district, Probolinggo district.

Multigrade learning or Multigrade Model is a learning strategy with multiple classes (two or more classes). Multiple classes are carried out in classes with different levels of student abilities conducted by a teacher at the same time (Anne De A'Echevarria, 2010). With this multigrade learning, the number of students who do not meet the threshold is left as is, then two or three levels are combined in the same school with one teacher.

The multigrade learning model is applied because 1) transportation is difficult for students, 2) many schools have very few students, 3) overall, there is a shortage of teachers, caused by the uneven distribution of teachers, 4) lack of classrooms, 5) The number of students is below the threshold, 6) and there may be teachers who are not present to teach, even though there are no substitute teachers.

Multigrade teaching is not a new idea, but the implementation of multigrade teaching can be carried out widely and can be used to overcome educational problems, especially the shortage of teachers as happened in Sukapura sub-district, Probolinggo district. This is intended to (1) reduce the educational gap between children in urban and rural areas and (2) provide educational services that can be easily accessed by school-age children in the context of implementing the nine-year basic education policy.

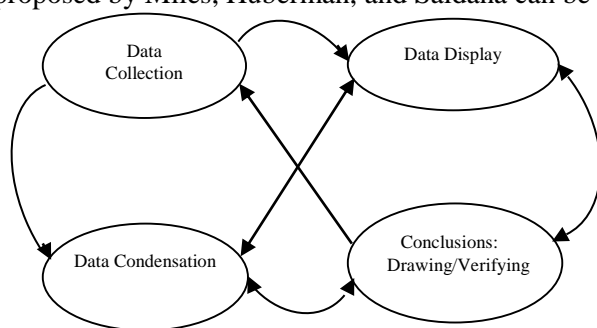
Another problem in the multi-grade teaching program is the lack of teachers in preparing

lesson plans. Thephavongsa (2018) stated that "Only 50% of teachers made a lesson plan and prepared the teaching and learning materials". Furthermore, Taole & Cornish (2017) stated that "The multi-grade classroom is labour-intensive and requires more planning, collaboration, and professional development than the conventional graded classroom". Taole & Cornish argued about the importance of planning, collaboration, and teacher professional development in implementing multi-grade teaching programs.

## B. RESEARCH METHOD

This study uses descriptive qualitative methods. The case study approach is carried out because the multigrade teaching policy is only carried out in certain areas that have special conditions, such as in the Sukapura sub-district, Probolinggo district.

In qualitative research, the researcher acts as the main instrument in the research process. Data is collected using in-depth interviews, observation, and documentation. Sampling was carried out using a purposive sampling technique, in-depth interviews starting with the Head of the Education Office, the Head of the Basic Education Division, the Head of the Curriculum Section, the Principal, and teachers who teach multi-grade teaching. While the data analysis technique is carried out using an interactive model (Miles et al., 2014) with the following procedures: data condensation, data display, conclusions: drawing/verifying. The interactive model proposed by Miles, Huberman, and Saldana can be described as follows:



**Figure 1: Interactive Model Data Analysis**

Source: Miles, M. B., Huberman, A. M., & Saldana (2014: 33).

## C. RESULTS AND DISCUSSION

Sukapura District is part of the Bromo-Tengger mountain area with an altitude of 650 to 1,800 meters above sea level and relatively has cold air temperatures. The topography of this area is hilly with some parts that are quite steep. Access to transportation to the village government center can be reached using a motorized vehicle. However, there are still some areas that are quite remote and are located at an altitude with steep roads, such as Ngelosari area in Sapikerep village and Gedong area in Sariwani village. To reach these areas, we must use a special four-wheeled vehicle or motorbike.

### Problems

After collecting data, condensing data, data display, and drawing conclusions: drawing/verifying, several problems are found in the teaching and learning process in elementary schools in Sukapura sub-district, Probolinggo district. Some of the identified potentials and problems include:

1. Student Problems
  - The number of students in schools is relatively small and fixed (stagnant).
  - Students with special needs (disabled) have not been handled optimally.
  - There is no initial student assessment, so it is still difficult to do multigrade teaching.
2. Teacher and School Problems
  - The number of teachers in some schools is very limited (less than the number of study groups).
  - To overcome the limited number of teachers, teachers teach in concurrent classes (but have not applied the multigrade teaching method).
  - Teachers do not understand the right method in implementing multigrade teaching.
  - The teacher has not conducted a curriculum review to map it according to the same theme so as to facilitate multigrade teaching.
  - Teachers have not been able to apply learning to different individuals (differentiate learning).



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- There are concerns among teachers that if multigrade teaching is implemented, there will be a transfer of teacher assignments outside the cluster or even a reduction in the number of teachers.
- A policy is needed to synchronize basic student data from the Ministry of Education and Culture, so that multigrade teaching can be recognized.
- Learning has been carried out in several small schools in Sukapura sub-district, but it is still incidental and does not yet have the right concept.
- Teachers find it difficult to make assessments, if there are two or more classes combined.
- High teacher motivation to implement Multigrade Teaching in Sukapura sub-district.

From some of the problems identified above, conclusions can be drawn including:

1. Student Problems. It is found that:
  - Students are able to read, but they have difficulty understanding the text.
  - Measures of learning success using Minimum Completeness Criteria and Exam Scores.
  - Students are not used to doing group discussions (because there are few students in the class).
  - The number of students in schools tends to be small (stagnant).
2. The teacher's problem. It is found that:
  - Teachers do not understand effective and efficient learning strategies.
  - Teachers have difficulty facilitating the different needs of all students.
  - Teachers teach more using books and less use of media.
  - The number of teachers are fewer, so they have to teach in several classes.
  - Teachers do not understand the concept of multigrade teaching.
  - Learning assistance in the classroom is rarely done.
  - There is no special program to strengthen students' literacy skills in learning.
  - Subject Teacher concurrently as Class Teacher.
3. Principal
  - Less supervision of learning.
  - Lack of understanding of teacher pedagogy.
  - Lack of support for the implementation of the Mini Teacher Working Group (KKG Mini).
  - Lack of budget support for media creation and learning process.
4. School Supervisor
  - Less assistance in classroom learning (wide work area).
  - Limited support for strengthening students' literacy skills.
  - Lack of understanding of multigrade teaching.
5. Supporting Facilities
  - Reading books that are suitable for students' reading abilities are limited.
  - The reading corner in the classroom has not been utilized (limited book facilities).
  - Limited learning media.
  - The budget for making media is limited, still uses the teacher's personal money.
6. Teacher Working Group (KKG)/Continuous Professional Development (PKB)
  - The Teacher Working Group (KKG) has not been running well.
  - The activities of the Teacher Working Group (KKG) have not facilitated the professional needs of teachers (only making teaching tools to meet the demands of teacher obligations).
  - There is no room for Teacher Performance Assessment (PKG).
  - Continuing Professional Development Activities (PKB) have not yet started.
  - Teacher Working Group (KKG) financing relies on member contributions.
  - Local government support in implementing quality Teacher Working Groups (KKG) has not been maximized.
7. Community Support
  - Parents of students leave education matters to the school.
  - There is no parent involvement in the student literacy strengthening program.
8. Policy
  - There is no policy from the Probolinggo district government to support the implementation of Sustainable Professional Development (PKB).

- The implementation of Continuing Professional Development (PKB) is carried out incidentally, aiming more at career advancement, not yet leading to strengthening teacher competencies.

Under these conditions, the policy of multigrade teaching is adopted by the Probolinggo District Education Office as a strategy to deal with the problem of teacher shortages in primary schools, especially in remote areas. As a basis for determining the multigrade teaching policy, the following is data on the number of elementary school students in Sukapura sub-district, as shown in table 1 below:

**Table 1. Number of elementary school students in Sukapura sub-district**

Elementary School (SD/MI)	The number of students		
	October 2017	October 2018	November 2019
SDN Sukapura I	196	189	191
SDN Sukapura II	117	126	128
SDN Sukapura III	54	51	51
SDN Sukapura IV	42	44	43
SDN Sapikerep I	87	86	86
SDN Sapikerep II	115	102	98
SDN Sapikerep III	45	44	40
SDN Jetak	104	111	111
SDN Wonokerto I	88	86	84
SDN Wonokerto II	64	62	61
SDN Ngadirejo	81	82	79
SDN Sariwani I	84	76	74
SDN Sariwani II	51	55	39
SDN Pakel I	80	80	80
SDN Pakel II	106	97	92
SDN Kedasih I	114	111	110
SDN Kedasih II	87	86	94
SDN Ngepung	183	160	175
SDN Ngadisari I	57	60	51
SDN Ngadisari II	41	39	39
SDI Nurul Hikmah As Sholeh	55	52	53
<b>TOTAL</b>	<b>1.831</b>	<b>1.799</b>	<b>1.787</b>

Source: Monthly Report of Superintendent of SD Sukapura District, Kab. Probolinggo.

The low number of primary school students in Sukapura sub-district is due to its remote area and small village population with low density. In Sukapura sub-district, it is found that the number of children of primary school age are also low. Data on the number of elementary school age children, especially the early grades with an age range of 5-9 years and upper grades and junior high schools aged 10-14 years in the Sukapura sub-district, Probolinggo district can be seen in table 2 below:

**Table 2. Number of School-Age Children in Sukapura District in 2019**

Village	Number of children	
	5-9 years old	10-14 years old
Ngadisari	94	111
Sariwani	153	116
Kedasih	174	153
Pakel	137	129
Ngepung	164	176
Sukapura	329	315
Sapikerep	218	220
Wonokerto	88	85
Ngadirejo	80	76
Ngadas	37	52
Jetak	40	42
Wonotoro	49	53
<b>TOTAL</b>	<b>1.563</b>	<b>1.527</b>



Source: Kecamatan Sukapura dalam Angka 2019.

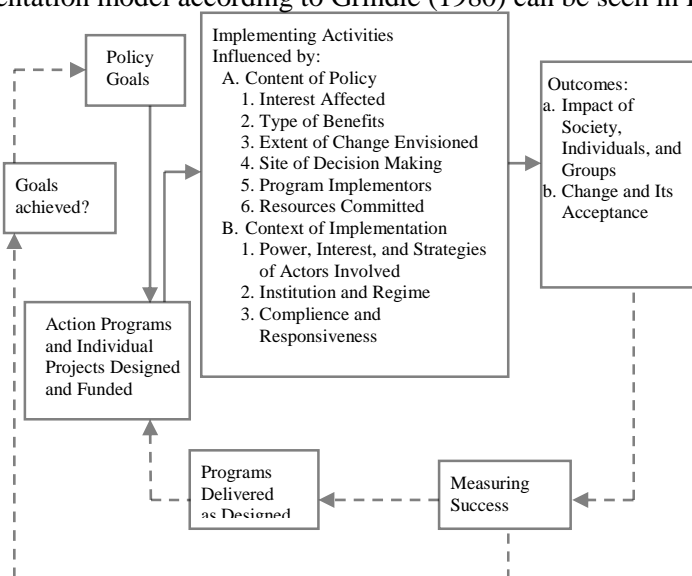
The low number of school-age children in almost all villages in the Sukapura sub-district is caused by two things. First, it is caused by the culture of the Tengger people who live in the Sukapura sub-district. The cost of the traditional salvation ceremony that must be carried out in the human life cycle becomes a fairly heavy burden for parents. The cost of the ceremony which is the burden of the parents is the birth salvation which includes six stages. In each stage of the birth, at least the parents must prepare Rp. 50,000,000 to Rp. 100,000,000,-. Besides the birth ceremony, there are still circumcision and wedding ceremonies. The burden then becomes the main consideration for parents in deciding the number of children they want to have. The second is related to the economic condition of the family, especially outside the traditional village. The high cost of living compared to the income their parents get as farm laborers or other professions makes them choose not to have many children. The more children they have, the greater their responsibility to pay for their children's lives.

### Analysis of Multigrade Teaching Policy in Sukapura District Probolinggo Regency

The practice of implementing multigrade teaching in Sukapura sub-district has shown a fairly good response from school principals, teachers, parents, and students. There are several factors that allow multigrade teaching to work. However, there are several obstacles that need attention so that multigrade teaching can develop in the right direction.

According to Grindle (1980), that *“In general, the task of implementation is to establish a link that allows the goals of public policies to be realized as outcomes of governmental activity. It involves, therefore, the creation of a “policy delivery system,” in which specific meant are designed and of pursued in the expectation of arriving at particular ends”*.

Furthermore, Grindle (1980) suggests that policy implementation can be analyzed in two ways, firstly, content of policy analysis, and secondly, context of implementation. The policy implementation model according to Grindle (1980) can be seen in Figure 2 below:



**Figur 2. Implementation as a Political and Administrative Process**

Source: Grindle (1980: 11).

The implementation of the multigrade teaching policy in Probolinggo district in terms of the policy implementation model according to Grindle (1980) can be explained as follows:

#### 1. Content of Policy Analysis

- a. Interests of the Target Group, in terms of fulfilling basic education services, people in Sukapura sub-district have the same rights as citizens of other countries to get decent education services. According to Hadi, 2014; Khoiriyah & Maghfiroh, 2018; Rahim, 2012 (INOVASI, 2019) that the existing plurality causes the need for educational services to be different. So that a special strategy is needed to overcome the geographical constraints that are difficult to reach, the shortage of teachers, the lack of facilities and infrastructure, the traditions and culture of perch that affect education, as well as the small number of students. Studies conducted by Hadi, 2014; Khoiriyah & Maghfiroh, 2018; Setiawan, 2008;

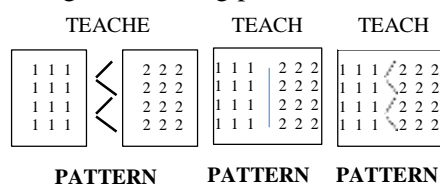




- b. Suhartono & Hadi, 2016 in (INOVASI, 2019) show that the Tenggerese who live in villages in the Sukapura sub-district have distinctive cultural traditions and values, which affect the perception and fulfillment of children's education rights. However, the government should not ignore the rights of Sukapura sub-district residents to get basic education. The policy of applying the multigrade teaching method is an alternative solution to overcome these problems.
- c. Type of benefits, that the nine-year Compulsory Education Program was launched by the government to ensure the fulfillment of the basic education rights of all children in Indonesia without exception even in specific areas. Probolinggo Regency has several specific areas that are difficult to reach because of its location in the highlands with very limited transportation access, such as Sukapura, Gading, Tiris, Kuripan, Krucil, Lumbang, and Sumber sub-districts. In these areas, there are small schools with fewer than 16 students per study group (*Rombel*). In the regulation of the minister of education and culture number 17 (2017) article 24, the minimum number of students per study group (*Rombel*) for the elementary level is 20 students. The Head of the Probolinggo District Education Office in his presentation at the District Planning Meeting of the INOVASI program in 2018 said that 41.2% of elementary schools consisting of 232 public elementary schools and 29 private elementary schools in Probolinggo district were small elementary schools where in one group there were fewer than minimum service standards (SPM). He further said that the shortage of classroom teachers in small schools in Probolinggo Regency reached 191 people (INOVASI, 2019). According to the regulation of the minister of education and culture number 23 (2013), the number of students in each study group (*Rombel*) for Elementary School (SD/MI) is no more than 32 students. The education profile in Probolinggo district also shows a high grade of repeating grade (AMK) in the early grades, which is 6.9% for grade 1; 1.9% for grade 2; and 1.7% for grade 3 based on 2008 NIEP data (<http://dapo.dikdasmen.kemdikbud.go.id/>, 2008). The data illustrates that the high repeat grade rate (AMK) occurs due to various factors that affect the provision of education services, including the conditions of areas that are difficult to reach. With the implementation of the multigrade teaching policy in Probolinggo district, it can provide access to education services in isolated areas such as Sukapura sub-district.
- d. Extent of Change Envisioned, that the multigrade teaching policy is expected to be able to overcome the problem of gaps in basic education services in Probolinggo district, especially areas that have small elementary schools where in one study group (*Rombel*) students are fewer than Minimum Service Standards (SPM) in accordance to the regulation of the minister of education and culture number 23 (2013). Efforts to make changes begin with increasing the competence of teachers and principals in conducting effective and efficient multigrade teaching in small schools in Sukapura sub-district. Another intervention is carried out through budgeting for the implementation of the multigrade teaching method, which is expected to increase the efficiency of school management.
- e. Site of Decision Making, that the decision to implement the multigrade teaching policy in the Probolinggo district is the responsibility of the Education and Culture Office through the Probolinggo Regent Regulation Number 18 of 2019 concerning Multigrade Teaching at the Elementary School Level.
- f. Program Implementors, that the implementation of the multigrade teaching policy program in Probolinggo district is carried out by the Department of Education and Culture. Policy implementation begins with the creation of a memorandum of understanding (MoU) with the INOVASI program. This memorandum of understanding (MoU) is a manifestation of the commitment to implementing the multigrade teaching policy in Probolinggo district. This policy is supported by budget allocations for multigrade teaching activities. The next step is to determine the school to be the pilot program and the formation of a special group for multigrade teaching. There are eight schools in Sukapura sub-district that were selected to be the pilot program considering the number of students between 40-50 people per school, namely: SDN Ngadisari I, SDN Ngadisari II, SDN Sukapura III, SDN Sukapura IV, SDN Sapikerep III, SDN Sariwani II, SDN Wonokerto II, and SDI Nurul Hikmah As Sholeh. Then these schools were made into a special cluster outside the existing cluster to become a Multigrade Teaching Cluster. Then several Regional Facilitators (*Fasda*) were

selected which were a combination of teachers, school principals, supervisors, and other stakeholders at the district level. The formation of the group and the appointment of Regional Facilitators (*Fasda*) are supported by a Decree (SK) from the Head of the Probolinggo District Education Office.

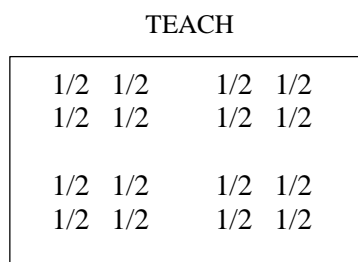
Schools that implement multigrade teaching because the number of teachers is limited but the number of students and classrooms is sufficient, the method used is generally teachers teaching two or more grade levels in different classrooms. The teacher moves from one classroom to another and teaches material with different themes. In the teaching and learning process, students have to wait or do the assignments given by the teacher while the teacher is teaching in another class (pattern A, Figure 3). Meanwhile, the multigrade learning method that arises due to the small number of students is to combine students from two or more levels in one classroom for reasons of efficiency. The same method is also used by schools with a limited number of classrooms. In each room, students sit in groups based on their grade level, for example, a group of grade 1 students gathers on the left side while a group of grade 2 gathers on the right side. The material provided between class levels is different. If the number of existing teachers is sufficient, then each group or class level is taught by a different teacher even in the same classroom (pattern B, Figure 3). With the limited number of teachers in Sukapura District, generally one teacher teaches in one classroom containing two or more grade levels (pattern C, Figure 3). Even though they are in one classroom, the teaching methods used by teachers are almost the same as teachers who teach for several levels in different classrooms. In turn, the teacher will deliver brief material and give assignments to each class group. No lesson plans have been made to synergize the teaching and learning process between between grade levels.



**Figure 3. Illustration of Multigrade Teaching Method before Training**

Source: Processed model

The practice of implementing multigrade teaching in Sukapura sub-district has changed after the training. Currently, it can be seen that combining students in one classroom no longer distinguishes grade levels (Figure 4). The teacher makes lesson plans before teaching and combines the same themes for different grade levels. The material is delivered together for students to work on assignments with different competency demands between grade levels. With this method, there is no time wasted for students while waiting for the teacher to finish teaching in another class. Teachers can also provide more intensive assistance to their students.



**Figure 4. Illustration of Multigrade Teaching Implementation After Training**

Source: Processed model

The implementation of multigrade teaching in eight elementary schools that are pilot projects in Sukapura sub-district is still considered part of the pilot process so it has not been implemented routinely. There has been no mapping of learning tools made as a whole in one year so that the implementation of multigrade teaching is not well structured.

- g. Resources Committed, that policy implementation involves supporting resources in its implementation. Furthermore, Widodo (2011) states that the resources as already mentioned include human resources, financial resources, and equipment resources

(buildings, equipment, land and other spare parts) which are needed in implementing the policy. The Probolinggo District Education Office is the main stakeholder who has the authority to implement multigrade teaching policies, from design, implementation to evaluation of activities. Several other stakeholders related to the implementation of the multigrade teaching policy in Probolinggo district are the Regional Development Planning Agency (Bappeda) which coordinates the planning of development activities at the district level, the Office for Women's Empowerment and Family Planning (DPPKB), and the Village Community Empowerment Service (DPMD). The roles of these institutions have not been directly involved, but there are potential activities that can be synergized to support the success of the multigrade teaching program in Probolinggo district. Sub-district and village governments also have an important role to play in this regard, but willingness to engage should be encouraged. At this time a strategy is needed to accelerate the success of the program, including: first is the availability of human resources with appropriate qualifications. The qualifications of teachers, principals, and school supervisors are built through intensive training and mentoring activities, and are supported by the activities of the Teacher Working Group (KKG). In addition, the school also routinely conducts mini KKG activities. Second, the awareness and active participation of parents and the local community is very much needed. Support financial resources must also be adequate to finance school needs, access to schools and others.

## 2. Context of Implementation

Grindle (Grindle, 1980) explained that *“Clearly, then, the content of public programs and policies is an important factor in determining the outcome of implementation initiatives, policy or program content is often a critical factor because of the real or potential impact it may have on a given social, political, and economic setting”*. Context of Implementation included:

### a. Power, Interest and Strategy of the actors involved.

The multi-grade teaching program was received quite well by Probolinggo district stakeholders because it was considered in line with the Probolinggo District Medium Term Development Plan (RPJMD). This program is also considered able to answer the problem of the shortage of teachers in Probolinggo district and able to improve access and quality of basic education. As a manifestation of this commitment, the Probolinggo district government has provided support in the form of funding allocations in the 2018 fiscal year. In 2019 development activities have been carried out in other sub-districts. In the policy of developing multigrade learning activities in other sub-districts, the Education Office has prepared plans that include training for teachers and reactivation of the Teacher Working Group (KKG) activities as a forum for sharing information and good learning practices. In addition, efforts are also made to provide incentives or allowances for teachers who teach in areas that are considered difficult.

### b. Characteristics of institutions and rulers.

In implementing the multigrade teaching policy, the Probolinggo district government positively welcomes the involvement of outsiders (the INOVASI program). Regional Apparatus Organizations (OPD) and village governments also welcome the implementation of this multigrade learning policy. With positive support from all stakeholders in Probolinggo district, the successful implementation of multigrade learning policies can be achieved.

### c. Compliance and responsiveness

Compliance and response from policy implementers is important, so what will be explained at this point is the extent of compliance and response from implementers in responding to a policy, Grindle (Agustino, 2008). Furthermore, Van Mater and Van Horn in (Agustino, 2008) suggest that the attitude and acceptance or rejection of the implementer will greatly affect the success or failure of the performance of public policy implementation. This is very likely to happen because the policies implemented are not the result of the formulation of local residents who are well acquainted with the problems and problems they feel. However, the policy that will be implemented by the implementer is a policy "from the top" (top down) where it is very possible that the decision makers will never know the needs, desires, or problems that residents want to solve. Meanwhile, the main implementing actor for the multigrade learning policy in Sukapura sub-district



is the teacher there who really feels the impact. The lack of assistance that can be provided by Regional Facilitators (*Fasda*) and the ignorance of local supervisors and principals causes teachers to have no room for consultation. However, the actors implementing the multigrade teaching program in the Sukapura sub-district, both teachers, principals and school supervisors are ready to welcome this new learning method.

#### D. Conclusion

This study shows that the need for education services can vary from one region to another. Geographical, demographic, economic, and socio-cultural conditions in Sukapura sub-district indicate specific needs. From a geographical point of view, many schools are located in areas with difficult terrain and access to transportation. In general, the people of Sukapura sub-district have a positive perception toward education. However, the level of parental participation varies due to differences in economic conditions and educational background.

In some cases, there is still a clash between the cultural and economic conditions of the community and participation in education. For example, when celebrating traditional ceremonies that cause children to be unable to attend school or the economic needs of the family which causes children to prefer to work. However, these two things began to decrease along with the increasing public awareness of the importance of education.

As for children with disabilities, there are no educational services available. Due to the distance and also the high cost of sending children with disabilities to school to other sub-districts, most parents choose not to send them to school.

The multigrade teaching method is considered appropriate to meet the needs and overcome educational problems in the Sukapura sub-district, Probolinggo district. Therefore, the sustainability of this multigrade teaching policy needs to be preserved. Need policy support from the Probolinggo district government to continue this policy and expand to other sub-districts that face similar problems.

To maintain the sustainability of the multigrade teaching policy in Probolinggo district, it can be done by taking into account several factors supporting the implementation of this policy. The first supporting factor is the availability of human resources with appropriate qualifications. Therefore, it is necessary to plan and support budgets for training activities, intensive mentoring and teacher working group (KKG) meetings. Second, the active participation of all stakeholders, including students, teachers, school principals, supervisors, and the Probolinggo district government is very much needed. Third, there is a need for policies that support multigrade teaching methods, especially to provide opportunities 14 for teachers and principals to apply the results of the training to the fullest. Fourth, awareness and active participation of parents and the local community are very much needed.

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