

The Causes and Impact of Public Elementary School Regrouping

Mariyadi^{1*}, Slamet Subiyantoro², Sukarno³ 

^{1,2,3}Magister Pendidikan Guru Sekolah Dasar, Universitas Sebelas Maret, Surakarta, Indonesia

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ABSTRAK

Regrouping dapat menjadi salah satu pemecahan masalah dalam kurangnya peserta didik dan guru dalam sekolah, namun hal tersebut memiliki kelemahan dalam pelaksanaannya. Penelitian ini memiliki tujuan untuk menganalisis faktor-faktor penyebab regrouping sekolah dasar negeri dan mengemukakan dampak yang ditimbulkan atas pemberlakuan kebijakan regrouping sekolah. Penelitian ini menggunakan metode kualitatif dengan jenis studi kasus. Subjek penelitian ini adalah 37 sekolah dasar negeri (SDN). Teknik pengumpulan data yang dilakukan dalam penelitian ini melalui wawancara, observasi dan dokumentasi. Teknik keabsahan data yang digunakan pada penelitian ini adalah triangulasi metode dan review informan kunci. Teknik analisis data menggunakan model interaktif meliputi reduksi data, penyajian data, dan penarikan kesimpulan. Hasil penelitian menunjukkan bahwa faktor utama yang menyebabkan adanya regrouping sekolah adanya rendahnya jumlah peserta didik dan guru di sekolah. Dampak adanya regrouping sekolah antara lain permasalahan kekurangan peserta didik dan guru teratasi, terjadinya efektifitas dan efisiensi dalam penyelenggaraan sekolah. Selain dampak positif, regrouping sekolah juga menyebabkan dampak negatif yaitu timbulnya kekecewaan pada kalangan guru yang terpaksa harus pindah tugas dan melakukan adaptasi diri dengan lingkungan kerja atau sekolah yang baru, tidak terpenuhinya jam mengajar bagi guru honorer, penyesuaian karakter dan budaya kerja. Hasil penelitian ini dapat berkontribusi dalam pelaksanaan regrouping sekolah menjadi lebih baik.

ABSTRACT

Regrouping can solve the problem of a need for more students and teachers in schools, but this also needs to improve its implementation. This study aims to analyze the factors that cause public elementary school *regrouping* and explain the impact of implementing school *regrouping* policies. This research uses a qualitative method with a case study type. The subjects of this study were 37 public elementary schools (SDN). Data collection techniques were carried out in this study through interviews, observation, and documentation. The data validity technique used in this study was method triangulation and key informant review. Data analysis techniques using interactive models include data reduction, data presentation, and conclusion. The results showed that the main factor causing school *regrouping* was the low number of students and teachers. The impact of school *regrouping* includes overcoming the problem of the shortage of students and teachers, the occurrence of effectiveness and efficiency in school administration, etc. In addition to the positive impacts, school *regrouping* also has negative impacts, namely the emergence of disappointment among teachers who are forced to change assignments and adapt themselves to a new work or school environment, non-fulfillment of teaching hours for honorary teachers, adjustments to character and work culture, etc. The results of this study can contribute to the better implementation of school *regrouping*.

1. INTRODUCTION

School regrouping or school mergers occur due to changes in regulations regarding accepting new students using a zoning system (F. P. Salim & Nora, 2022). This regrouping is an effort to unite two or more schools to form one school institution under one management as a solution to the lack of teachers and students, the efficiency of education costs, and improving the quality of education (Soundarya, M B., Lavanya S M., & Hemalatha, 2019). This regrouping has the advantage of solving educational problems,

including a shortage of teachers, overcoming the shortage of students, and improving the quality and cost efficiency of maintaining school buildings (Erowati, 2018). Regrouping schools can also create more effective and efficient school management, avoid waste, and make good use of financial resources, energy, and time so that the work motivation of school residents will increase (Aryono Fajar Harianto et al., 2020; Setiawati, 2018).

Regrouping can also make teaching more effective or efficient (Blatchford & Webster, 2018). Effective learning will develop and improve student learning outcomes. The causes of regrouping include a shortage of students or a decreasing number of students (Muntianah et al., 2020). The implementation of education is not conducive due to the limited quality and quantity of teachers, the lack of availability of learning facilities and infrastructure, and the limited number of students, which has an impact on funding and makes it impossible to create effectiveness and efficiency in the implementation of education by national education standards (Oktavia, 2019). On this basis, the government combines it with nearby schools to maintain the efficiency of the education budget and distribute educators more evenly. The efficiency of the education budget is one of the positive impacts caused by school merger activities. It is also due to an area needing more school principals and teachers. It is in line with Salim (2017), who, in his research results, stated that to manage a school effectively, a qualified school principal is needed, master science and technology and IMTAQ, has professional skills and experience, and has a high dedication to be able to make the right decisions and policies in school management.

Indonesia is one of the countries that does a lot of elementary school regrouping. It is known that many regions have reported that they have carried out regrouping in the last few years. In 2020, the Kerinci City Education Office, Jambi, regrouped 15 elementary schools due to a shortage of teachers and students (Syaputra & Pratama, 2020). The Salatiga City Government (Central Java) has also regrouped elementary schools (Alnet & Sulasmono, 2019). Regrouping of elementary schools was also carried out in West Java Province due to the small number of students and the distance between nearby elementary schools (Adriansyah et al., 2022). Elementary school regrouping was also done in Kendal Regency elementary schools (Muhdi et al., 2020). Based on the results of observation interviews with officers from the Ngawi Regency Education Service, it was revealed that in Ngawi Regency, there was a regrouping of 37 public elementary schools spread across twelve sub-districts. The reason for the regrouping of elementary schools is due to administrative effectiveness and efficiency. Apart from that, the main factor behind the regrouping of elementary schools is the need for more students and teachers. Schools with a shortage of teachers and students will find it difficult to implement adequate educational standards (Haryati et al., 2021). The implementation of this regrouping system could be more optimal. The existence of regrouping also creates problems and conflicts between character differences in carrying out the school's organizational culture (Suwanto, 2016). Another problem in regrouping is friction in cultural transition management, such as a lack or even loss of determination and self-confidence of educators, a decrease in teacher performance at work, the presence of negative thinking, and the existence of incongruence between preschool merger cultures (Suryani Octavia et al., 2018).

Another problem if there is a merger of two schools is the placement of principals because of several principals whose schools are merged, only one leads the school (Anik Sulistyoningsih, 2018). Based on the regrouping policy implemented in Ngawi Regency, the problem in school regrouping is in the form of school residents discussing to determine which school buildings will continue to be used for educational activities. At the same time, the village uses some unused school buildings for village activities, and quite a few are also abandoned due to regrouping. Another obstacle is the different work cultures of school teachers, which combined influence educators' work motivation. Next, further adaptation is needed to learn in a new classroom atmosphere. Previous research on school regrouping includes research on the effectiveness and policy of school regrouping in South Jakarta.

The results of this research reveal that the regrouping policy is appropriate to implement because no longer students enter school during the day, so learning is more effective. Teachers can collaborate regarding appropriate teaching materials, strategies, and learning methods that can be applied to learning (Aryono Fajar Harianto, 2020). There is an influence of regrouping in improving students' learning achievement in social studies subjects (Kistyawati & Amien, 2020). The number of students is increasing, and the number of educators and the quality of education are increasing. Meanwhile, the negative impact is that school principals must reorganize school administration management (Santosa, 2018). This research is important to conduct and study to determine the causes and impacts of elementary school regrouping. Regrouping schools is a solution to improving the quality of schools to be effective and efficient (Chotimah & Nisa, 2019). In addition, school grouping is also beneficial to expand access to high-quality educational resources through school alliances, universalizing border education concepts and school management skills from previous schools, and promoting balanced development (Cheng, 2022). Grouping can also overcome the knowledge gap between schools (Casserly et al., 2019). However, this

research is different from previous research. This research focuses more on analyzing the causes and impacts of school regrouping. This research was also conducted in Ngawi Regency, where in-depth research has yet to be conducted. Furthermore, the results of this research can be considered in understanding and alternative solutions to improve the quality of education through school grouping. This research aims to analyze the causes of regrouping and determine the positive and negative impacts resulting from the implementation of school regrouping.

2. METHOD

This research method is descriptive qualitative with a case study type. This research uses a qualitative descriptive approach so that the description of the situation phenomena to be observed can produce more specific, deeper, and transparent results. The subjects of this research were Education Service officials, school principals, teachers, students, and parents from 37 elementary schools in Ngawi Regency. The technique for selecting samples or research subjects uses the purposive sampling technique. This research selected several of the 37 elementary schools in Ngawi Regency, which were regrouped in the 2022/2023 school year. The sample was determined based on research criteria, including state elementary schools that were regrouped because they were located near and state schools that were regrouped because the number of students was small. Qualitative data in this research is non-numerical data (non-numbers) in the form of recorded interviews, data from filling out observation sheets, documents, and so on covering research aspects, including the causes and impacts of elementary school regrouping. The activities at the data analysis stage include data reduction, data presentation, and concluding/verification. Miles, Huberman & Saldaña (2018) state that activities or activities in qualitative data analysis must be carried out interactively and continue continuously until completion. The data validity technique used in this research is method triangulation and key informant review. Data validity techniques using triangulation methods to test data validity through interview, observation, and documentation data collection techniques.

Furthermore, after validating the data through the triangulation method, the source informants were reviewed by Education Department officials as implementers of the elementary school regrouping program to test the validity of the data. The research process started with observing the regrouping problem, creating a research instrument to determine the causes and impacts of regrouping, and collecting data through interviews, observation, and documentation. After that, conduct validity tests and data analysis, draw conclusions, and prepare the article. The instrument grid for the causes and impacts of school regrouping that has been validated by two experts is presented in Table 1.

Table 1. Instrument grid

No.	Purpose of data acquisition	Indicator	Subindicator
1.	Causes of school regrouping	Implementation of regrouping Factors influencing the implementation of regrouping	Background to the occurrence of regrouping Regrouping criteria or conditions Mechanism for implementing school regrouping Number of students Total number of teachers Condition of facilities and infrastructure Government regulations or policies The situation and conditions of the school environment
2.	The impact of school regrouping	Impact of Regrouping Goals achieved after regrouping	Impact on teachers Impact on students Impact on infrastructure Impact on the community/guardians Impact on the quality of education Impact on school management Impact on school achievement Is regrouping efficient and effective? Are there any obstacles during the regrouping implementation?

(Sugawara & Nikaido, 2014)

3. RESULT AND DISCUSSION

Result

This research method is descriptive qualitative with a case study type. This research uses a qualitative descriptive approach so that the description of the situation phenomena to be observed can produce more specific, deeper, and transparent results. Based on the data collection that has been carried out, data is obtained in [Table 2](#).

Table 2. Research Results

No.	Objective	Indicator	Subindicator	Answer
1.	Know the causes of regrouping	Implementation of regrouping in schools	Background to the occurrence of regrouping	<ul style="list-style-type: none"> • Schools lack students (under 60 students) • Schools that lack teachers • School locations that are close together in a village (even one yard) • Minimal achievement • In one village, there are several schools close to each other • One-yard school location • The condition of the teachers from both schools is not up to standard (one school consists of at least one principal, 6 class teachers, one religion teacher, and one sports teacher) • The number and distribution of students from the two schools is not balanced both in terms of institutional and distribution per class)
			Regrouping criteria or conditions	<ul style="list-style-type: none"> • The regional coordinator for sub-district education (Head of UPT) and the school supervisor examine the condition of ineffective schools and then propose to the education office.
		Factors influencing the implementation of regrouping	Number of students	<ul style="list-style-type: none"> • Students are less than 60 students • Uneven distribution
			Total number of teachers	The number of teachers needs to meet the minimum service standards.
			Infrastructure condition	<ul style="list-style-type: none"> • The condition of the infrastructure is damaged and neglected • Difficulty managing and developing infrastructure because the BOS funds obtained according to the number of students are very small • Difficulty applying for building renovation because the application requirement is a minimum of 60 students
			Government regulations or policies	<ul style="list-style-type: none"> • Minister of Home Affairs Decree. (1998). Number 421.2/2501/bangda. Guidelines for Implementing Elementary School Mergers (Regrouping). • Regulation of the Minister of Education and Culture Number 36 of 2014 concerning Guidelines for the Establishment, Changes and Closure of

No.	Objective	Indicator	Subindicator	Answer
				Primary and Secondary Education Units
				<ul style="list-style-type: none"> • Ngawi Regent's Decree Number 188/13/404.012/B/2021 concerning the Merger of State Elementary Schools (2021, n.d.) has carried out a merger or regrouping of 37 state elementary schools spread across 12 sub-districts in Ngawi Regency
2.	Impact of Regrouping	Positive impact of regrouping	The situation and conditions of the school environment	<ul style="list-style-type: none"> • The environment is poorly maintained • Learning is not optimal because teachers teach several classes at once
			Impact on teachers	<ul style="list-style-type: none"> • Even distribution of work because there is no need to teach multiple classes • Increasing enthusiasm and focus in teaching • Lighter work • Esteem increases due to teaching more students
			Impact on students	<ul style="list-style-type: none"> • Have more friends • Competition is more measurable because the number of students in the class increases. • More enthusiastic about learning • Performance increases
			Impact on infrastructure	<ul style="list-style-type: none"> • Infrastructure and infrastructure are better managed because BOS fund receipts have increased. • Can apply for building renovation • Contributions from students' parents increase
			Impact on society	<ul style="list-style-type: none"> • Parents of students are enthusiastic about contributing to infrastructure maintenance. • The public cares more about the schools resulting from the regroup because they comply with the SPM
			Impact on the quality of education	The quality of education increases
			Impact on school management	School management can be carried out optimally in terms of meeting standards and ideal school governance.
			Impact on school achievement	School performance increases
		The negative impact of regrouping	Negative impacts on students, teachers, and schools	<ul style="list-style-type: none"> • Students must change schools • Teachers must be transferred • Students and teachers need quite a long time to adapt or adjust to a new school • At the beginning of the implementation, there was sentiment between the two schools • Abandoned school buildings are abandoned • Cultural differences are inevitable

No.	Objective	Indicator	Subindicator	Answer
		Goals achieved after regrouping	Is regrouping efficient and effective? Are there any obstacles during the regrouping implementation?	<ul style="list-style-type: none"> Principals and teachers affected by the regroup feel they have failed to maintain the school Is the implementation of regrouping efficient and effective despite various obstacles? Rejection by students, guardians of students, alumni, community, teachers who are loyal to their school

The research results in [Table 2](#) show that the implementation of school regrouping or elementary school merging in Ngawi Regency was based on schools that have had a shortage of students in recent years. The condition of student enrollment, which continues to decline, has caused these schools to be included in the list of schools that fall under the criteria for schools whose implementation could be more effective and efficient in terms of the education budget. On average, informants said that when the regrouping program was implemented, their school had under 60 students. The declining number of state elementary school students in Ngawi Regency is also influenced by consensus or unwritten mutual agreement between school principals regarding the zoning boundaries of areas for searching for new students. The condition of students below the standard is compounded by the school's location being close to each other. The less-than-optimal number of teachers and the distribution of assignments have resulted in the implementation of the teaching and learning process needing to be more optimal as the background for regrouping elementary schools. On average, informants answered that there was only half the ideal number of civil servant teachers from regrouped schools. It is analogous to an elementary school where there are six classes. Only three or two teachers with civil servant status are class teachers. Honorary teachers teach the rest and are even taught alternately by one teacher. The condition and number of facilities and infrastructure supporting learning are also why schools are considered in the regrouping program. These conditions include classrooms, libraries, office spaces that are damaged and not well maintained, and school equipment such as teaching aids that are not available and some are damaged. At the same time, procurement or repair of infrastructure supporting learning activities is impossible because the only Budget income for the management of state elementary schools is from School Operational Assistance (BOS) funds, which are not only limited in terms of revenues adjusted to the number of students registered from Dapodik, but their use must also refer to technical instructions for the use of School Operational Assistance funds. The situation and conditions of the school environment, which has an average lower middle income, can certainly not provide material and moral support. Furthermore, the reason behind the regrouping of elementary schools is the need for more achievement of students and schools.

Based on the results of interviews, observations, and documentation, the conditions or criteria for school regrouping include that in one village, there are several schools close to each other. The Ngawi Regency's elementary schools are being regrouped in one village or hometown. Then, regarding the conditions of teachers and school principals, they need to meet standards. The minimum standard for an elementary school is one principal, six class teachers, one religion teacher, and one sports teacher. However, based on the results of observations, schools that experienced regrouping, principals served in two schools, and religion teachers and class teachers carried out sports teachers. Then, the condition for elementary school regrouping is that the number and distribution of students are unequal in terms of the institutional distribution of students in the class. The mechanism or process for regrouping elementary schools is that the regional coordinator for sub-district education (Head of UPT), together with the school supervisor, examines the condition of ineffective schools and then proposes to the education office. As explained in the previous paragraph, the ineffective category is adjusted to school criteria that can be regrouped. Factors that influence the acceleration of regrouping are the number of students under 60 and the unequal distribution of students in each class. Then, in terms of teachers, the number of teachers needs to meet the minimum service standards. Then there are the conditions of facilities and infrastructure that need to be maintained, the boss's funds are small, and the difficulty of applying to rehabilitate learning buildings. The school environment or situation also supports school regrouping. If the environment is poorly maintained, learning is not optimal because the teacher teaches several classes simultaneously.

Based on the results of interviews and documentation, the government has established regulations or rules for carrying out school regrouping, including Law Number 25 of 2000 concerning the

National Development Program (Propenas) for 2000-2004. This law mandates that one of the main activities to equalize elementary level education is through revitalization and merging of schools (regrouping), especially elementary schools, so that the education process can run effectively and efficiently because by simplifying institutions according to SPM standards it is believed that it will create support for adequate educational facilities. Guidelines for implementing regrouping (merger) of elementary schools dated 16 November 1998 through the Decree of the Minister of Home Affairs (Kepmendagri) became the basis for the regrouping regulations that are adhered to today. The guidelines addressed to all Governors include elementary school mergers, which are efforts to combine two or more elementary schools into one school managed by one school. The amalgamation of elementary schools in question includes schools located in the same sub-district/village and sub-district/village and between them. Elementary school is a basic education unit that provides educational programs for 6 (six) years. A core elementary school is an elementary school that is selected from several elementary schools in a school cluster and acts as a development center within the cluster. Imbas Elementary School is a member of the middle to elementary school cluster. Minor elementary schools are in remote areas that do not meet standard requirements (Law Number 25 of 2000:104). Apart from central-level regulations, the Ngawi Regency government has also provided legal protection for school regrouping, namely the Ngawi Regent's Decree Number 188/13/404.012/B/2021 concerning the Merger of State Elementary Schools. Thirty-seven state elementary schools across 12 countries have been merged or regrouped in sub-districts in Ngawi Regency.

Based on the results of interviews and observations, all school members can feel the positive impact of elementary school regrouping. The impact of regrouping for teachers is that teacher shortages are resolved by merging several schools into one school. Teachers who do not get classes can be distributed to schools that still lack teachers. The division of work is evenly distributed because there is no teaching in several classes, teacher motivation in teaching increases, and the teacher's work is lighter. The problem of student shortages is resolved. With the merger of schools, the number of students per class will increase and create a balanced ratio. Students have more friends, and students' achievements increase because they have friends to compete with. There is efficiency in the school management budget for facilities and infrastructure. After the school merger was implemented, the government stopped distributing School Operational Assistance (BOS) to the closed schools, and the budget was transferred to the merged schools. BOS funds can also be used to repair buildings and other learning facilities. The quality of education increases with the increase in BOS (School Operational Assistance) funds distributed and the increase in educators/teachers in schools resulting from regrouping. Schools will be free to develop schools with adequate funding, and school performance will increase. With the increase in the quality of education, there will be an increase in school achievement because Students can study comfortably with complete teachers, adequate infrastructure, and an ideal learning ecosystem. Apart from that, school management can be carried out well because there is resource management that manages it well.

Implementing elementary school regrouping in Ngawi district can improve the quality of education more effectively and efficiently. After conducting interviews with school residents, observations, and document studies regarding the achievement of goals after school regrouping, it can be concluded that there has been significant efficiency. However, there are still some things that have to be sacrificed. On the other hand, the regrouping program can improve the quality of education using various indicators. However, the school buildings and school infrastructure that were left behind were neglected, many teachers found it difficult to adjust to the new place, and students were forced to move to private schools outside the area because they were disappointed and did not fit or could not adapt to the education system in the regrouped schools. Several schools resulting from the regroup still need to improve the quality of education after the regroup significantly. Judging from the regrouping document, to improve the quality of education, the government follows the quality assurance process according to the Quality Assurance stage through the plan (planning), do (forming a team and job description), check (monitoring), act (implementation) and evaluation cycle [Lucander and Christersson \(2020\)](#). Schools resulting from the regrouping must strive to improve the quality of education according to the expectations of the regrouping program itself. It cannot be denied that schools have a rich diversity of assets after the regroup that must be managed well. New school management can guide the program framework to encourage effective results-based education. The guidelines that are expected to help educational institutions implement sustainable practices that will help foster a culture of quality in academic institutions include management support, organizational structure, process focus, training of faculty and support staff, consistency in organizational and program mission alignment of curriculum with international standards, formation of the external advisory board, educational strategies and program mapping, continuous improvement and technology usage in program assessment. Apart from the positive

impact, regrouping elementary schools in Ngawi Regency also has a negative impact. Based on the results of data collection, it was revealed that the negative impact of regrouping elementary schools included the emergence of disappointment among teachers who were forced to change assignments and adapt to a new work environment, not fulfilling teaching hours for honorary teachers and honorary education staff because the new school was the result of recommendations for structuring. The regional coordinator for sub-district education is limited and has quite a long distance from where they live, not a few of whom are forced to become unemployed and have difficulty obtaining legal diplomas for alumni of regrouped schools. Conflicts occur between students and parents at the schools resulting from the regrouping at the beginning of the implementation of the program and the difficulty of students adapting to the new environment and friends at the school.

Discussion

The results show that the regrouping of 37 elementary schools in Ngawi Regency as an implementation of the law's mandate for equal distribution of basic education is by the provisions and follows a democratic and humanist path and approach. The regrouping stages go through a long journey, starting from the socialization stage, the approach and follow-up stage, the regrouping proposal stage, the regrouping implementation and monitoring stage, and the reporting and accountability stage. The long process of implementing regrouping is not only to achieve the expected goals but also to anticipate conflicts that occur and to minimize the negative impacts they cause. As the school's top leader, the principal plays an important role in the regrouping process. In implementing regrouping in Ngawi Regency, the school principal has implemented his role well. The role of the principal is as a manager, leader, supervisor, administrator, educator, and motivator (A. F Harianto et al., 2020; Riani & Ain, 2022). The shortage of students is the main cause of the regrouping of state elementary schools in Ngawi Regency. The results of this research are from previous research, which revealed that school regrouping was because elementary schools in remote areas had very few students. Hence, the government implemented a regrouping policy (Takdir, 2020). In remote areas of Bengkulu City, apart from having a positive impact on the government, the negative impact is that students are forced to stop going to school because the location of the regrouping school is quite far, and teachers have to move farther away. Teachers and students must be at home, in a new place, or at school. The impact of regrouping in one area of Yogyakarta is that the impact is not only related to the learning process and infrastructure but also to the management of buildings that have been left abandoned. Apart from that, there will be a loss of livelihood for PTT and GTT. However, there are several facts that the re-grouping policy is quite effective in overcoming the shortage of teaching staff and saving regional and central government budgeting costs.

Various efforts to overcome the decreasing number of students, such as improving the management of students and intensive efforts to find new students through socialization, have been carried out, but the results obtained are not significant. The limited number of students in each school means that the operational costs of education do not match the benefits generated. The regrouping decision was determined to be made because schools were close to each other. On the other hand, the need for more teaching staff in each group means that students need to be served optimally. The distribution of schools near the minimum number of students and teachers is an obstacle to providing and maintaining educational facilities and infrastructure. Apart from the shortage of students in schools, the regrouping of elementary schools in Ngawi Regency is caused by a shortage of teachers (Adriansyah et al., 2022). A shortage of teachers has resulted in the regrouping of elementary schools. Even though teachers have a role in improving the quality of education, especially in the learning process (Herawaty & Pangaribuan, 2018; Riani & Ain, 2022; Suwanto, 2016). The impact of the implementation of regrouping in this research is the achievement of effectiveness in the implementation of education, including maintenance and upkeep of buildings, student learning services, unification of school culture, community involvement, use of facilities and infrastructure (Muntianah et al., 2020). The efficiency achieved in implementing the education system after grouping schools is the utilization of abandoned buildings, placement of teachers, financial management, and the merger of school committees.

Because there is no differentiation or classification in learning, students can learn without exception. Previous research revealed that coaching for teachers in schools who carry out regrouping will increase teachers' work motivation (Herawaty & Pangaribuan, 2018). Apart from the positive impact, school regrouping also has a negative impact, namely the emergence of teacher disappointment due to being transferred and the need for adjustments in the learning process and dealing with other parties in a new school. Teachers need to adapt to the new environment's culture that occurs due to changes or school mergers (Suryani Octavia et al., 2018). The way to overcome problems in implementing regrouping is that school groupings must develop in an academic environment, following applicable principles or regulations. The principal needs to support and build good relationships between teachers and other

school members, moving slowly to ensure that good relationships are embedded and maintain the school's regrouping (Simkins et al., 2019). Apart from that, previous research also states that the negative impact of organizational mergers or regrouping is that the head of the organization will feel like they have failed in maintaining the organization they are maintaining because of weak vision and lack of communication and thorough program planning (Akhbar et al., 2021). Previous research findings stated that the cause of implementing multigrade classes in grouping schools was a lack of students and a lack of class teachers to teach (Hidayat, 2018). The regrouping of students almost meets the standards that teachers are expected to focus on (Bradbury et al., 2021). The results of this research can be useful and contribute to school management efforts carried out by school regrouping efforts. This research has limitations because the scope of this research is only in Ngawi Regency.

4. CONCLUSION

The decline in the number of students and teachers in state elementary schools is the main factor causing regrouping. The decline in the number of students is caused by the decreasing number of school-age children in an area, the implementation of the zoning system, and changes in the community paradigm regarding the orientation of education today, which leads to the cultivation of religious character. Besides the school regrouping policy being able to improve the quality of education, the efficiency of education costs also has negative impacts such as teacher transfers, difficulties for teachers and students adapting to new environments, and other conflicts. The decline in the number of students is the main factor in school regrouping. Implementing the regrouping policy (Education Department) should look carefully at the benefits and impacts of school regrouping. Regular supervision and monitoring are needed so that the schools resulting from the regroup can run as they should to implement the regroup to improve the quality of education. The impact of school regrouping includes the problem of student and teacher shortages being resolved and effectiveness and efficiency in school administration. Apart from the positive impacts, school regrouping also causes negative impacts, namely the disappointment among teachers who are forced to change assignments and adapt to a new work environment, not fulfilling teaching hours for honorary teachers, and adjustments to their character and work culture.

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