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Implementation of state school merger policy in Morotai Island regency, North Maluku Province Case study at elementary School 2 Morotai Island

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Abstract

This study aims to describe: (1) How is the mechanism for implementing the merger policy of State Elementary Schools in Pulau Morotai Regency, especially in State Elementary School 2 Morotai Island, (2) Factors influencing school merger policy in State Primary School 2 Morotai Island, (3) The impact of the school merger policy at the 2nd State Elementary School on Morotai Island. This study uses qualitative research methods with a case study approach to describe data, facts, and circumstances. The data collection techniques were carried out by observation, interviews, and documentation. While the data analysis techniques used data analysis techniques Miles and Huberman models, namely data reduction, data presentation, and drawing conclusions. The results of this study indicate that (1) the mechanism for implementing the merger policy of the flagship State Elementary School 2 Morotai Island begins with interpretation, organizing, socializing, implementing and evaluating, (2) The factors that influence the merger policy in the State Primary School 2 Morotai Island are the Laws and Regulations. Invitation, student factor, teacher factor, and school infrastructure factor, (3) The impact of the merger policy in the Elementary School 2 on Morotai Island is influenced by the desired impact including: the fulfillment of educators, an increase in school student operational assistance funds, complete infrastructure facilities, and the fulfillment of the number of students based on study groups. While the unwanted impact is the increase in the work of the principal.

Keywords: Policy implementation, state elementary school merger

1. Introduction

One of the goals of education is to form students to think critically, intelligently, and to be competitive. This goal is contained in the Law of the Republic of Indonesia No. 20 of 2003, chapter II article 3 that National Education functions to develop capabilities and shape the character and civilization of a dignified nation in the context of educating the nation's life, aiming at developing the potential of students to become human beings who believe and fear God Almighty, have noble character, healthy, knowledgeable, capable, creative, independent and become a democratic and responsible citizen.

To develop the potential of students, the government seeks to provide fun schools that can foster student interest. Such as schools that have good facilities that can be used by educators during the learning process and the facilities provided to students to further increase the interest of these students by building quality schools. One of the ways the government does to organize these schools is to combine schools that do not meet the minimum educational standards.

As happened in Pulau Morotai Regency in 2017, the government merged schools that were deemed not to meet the minimum standards of educators. This step was taken as an effort to improve the quality of education in Morotai by building more qualified and qualified schools. The purpose of the policy is to organize school facilities and infrastructure, manage the needs of educators and meet the number of students associated with study groups. Regulation of the Minister of Education and Culture of the Republic of Indonesia No. 17 of 2017 article 24 (a) the number of elementary school students in one class is at least 20 (twenty) students and at most 28 (twenty eight) students. Article 24(a) implies that if schools do not meet the number of students in a study group, then the school does not meet the minimum standard of education.

The flagship school is the merger of the policy target schools or the so-called main schools. The determination of superior schools is based on the decision of the Regent of Morotai Island No. 420/274/PMK/PTS/2018 concerning the Determination of Excellent Public Elementary Schools (SD) and Excellent Public Junior High Schools (SMP) in Morotai Island Regency.

The policies that have been set are always followed up by implementing them so that the target group can enjoy the results of the policy. In order to realize this target, a series of activities from a predetermined policy are needed. According to Grindle (1980) Winarno (2012) in Syahruddin (2018: 29)^[28] which gives the view that the task of implementation is to form a linkage that makes it easier for policy goals to be realized as a result of a government activity. Furthermore, the policies that have been issued must have the support of various elements including, teachers, staff and students in schools because the purpose of the policy is to improve the quality of schools. This is in line with the opinion of Hosang *et al.* (2021) that the success of government and community programs in the field of education must be fully supported by the readiness of teachers, staff, and students in carrying out the educational mandate that has been stipulated in law. It can be interpreted that if there is no readiness from teachers, staff, and students to accept the program, then the program/policy is in danger of failing.

School merger is the fusion or integration of the closest schools that are considered not to meet the national standards of educators. The integrated schools will experience closure to the reshuffle of the school's organizational structure and the cessation of activities. The closure and establishment was carried out based on Permendikbud no.36 of 2014, article 3 paragraph^[2] letter b and article 13. According to Wibawa (2009: 47) in Erowati (2018)^[4] said that "elementary school mergers are a way of developing schools by empowering and developing various educational resources to achieve an increase in the quality of education and school effectiveness."

The implementation of the school merger/merger policy in Indonesia is still facing problems. As research by M. Rialdi Syaputra and Robin Pratama (2020) found various problems ranging from concerns about social and economic aspects needed by the target group, namely teachers, school principals and the community in the target environment. While Attaqwa's research (2018) shows the problem of school administration, namely the pros and cons with the school dapodik. Furthermore, the research results of Wahdan NH, *et al.* (2018), shows that after the school merger, the school can carry out learning activities and other activities well but there are still things that are lacking in the implementation of the merger in this school, including social differences between guardians of students from 3 elementary schools.

While the results of the initial observations found after the schools were combined there was an increase in the number of students and the number of teachers. Meanwhile, after the merger, it shows the impact of the existence of schools, especially in SD Inpres Pilowo, students in grades 1-3 have not been transferred due to distance. With the impact that occurs, researchers want to continue research to find out the implementation mechanism, influencing factors and impacts that occur after schools are combined because they are related.

In accordance with the background of the problem and the focus of the research, the formulation of the research problem is as follows:

1. What is the mechanism for implementing the public elementary school merger policy in the Morotai Island Regency, especially in the SDN Unggulan 2 Morotai Island?
2. What are the factors that influence the merger policy of public elementary schools, especially at SDN 2 Morotai Island?
3. What is the impact of the policy on the merger of public elementary schools in Pulau Morotai district, especially in SDN Superior 2 Pulau Morotai?

2. Literature Review

2.1 School Merger Policy

Regarding public policy, said Thomas R. Dye (1981) as what the government does not do or does (Shahrudin, 2018: 24). Meanwhile, David Easton in Tilaar (2016: 183) defines public policy as a result of government activity (the impact of government activity). From the explanation above, it can be concluded that public policy is an activity carried out by the government through what actions are not taken or what is done in making decisions. The decisions made by the government to realize the goals must be based on the public interest, because the purpose of the policy is to regulate common life. Efforts made by the government to minimize education problems through a real action in the field of education, namely through public policy. Public policy can also be classified as decision making, namely when the government makes a decision for a certain action (Charles O. Jones (1977) in (Shahrudin, 2018: 26).

In the world of education, it is also known as public policy in the field of education which basically emphasizes government activities in regulating the needs of education itself. Hasbullah (2016: 59) says that public policy in the field of education can be interpreted as a joint decision between the government and actors outside the government, and considers the factors that influence it to be implemented or not implemented in the field of education for all citizens. Fattah (2014: 132) "Policies in the world of education are set by the government which regulates the management of government schools which are regulated not only the curriculum, pedagogy, and assessment, but also the condition of teachers and the maintenance of school physical facilities". Meanwhile, Margaret E. Goertz in Tilaar (2016: 268) suggests that education policy is concerned with the efficiency and effectiveness of the education budget.

Mark Olsen, John Cood, and Anne-Marie O'Neil in Tilaar (2016: 267) explain that "educational policy is the key to excellence, even existence, for nation-states in global competition, so education needs to get top priority in the era of globalization." The government's attention through policies so that education is a top priority in order to improve the quality of education. From the explanation above, it can be concluded that policy in education is a policy in the form of a joint decision between government and non-government in making a set of rules in building an education system in order to achieve efficiency and effectiveness in education management.

The purpose of the school merger policy is stated in the Circular of the Minister of Home Affairs Number 421.2/2501/Bangda/1998 concerning guidelines for implementing school mergers, namely to achieve school

efficiency and effectiveness in the use of the state budget for education financing. The number of schools that exceed the existing capacity in Indonesia, especially schools that are not productive will take up the budget for operations. So that with the school merger policy, the budget for unproductive schools will be diverted to efforts to improve the quality of education. Specifically, the Mototai Island Regency Government through the Education Office issued a Head of Service Decree on behalf of the Regent to merge schools that did not meet the minimum educational standards. The purpose of merging schools is to improve the quality of education with the consideration of public elementary schools that do not meet the minimum educational standards, to be more effective and efficient.

2.2 Policy Implementation

Riant Nugroho (2019) in Adwidayando (2018: 72) says that policy implementation is a way that is implemented so that a policy can achieve its goals by directly implementing it in the form of a program or through policy formulation derivatives or derivatives of the policy itself as an explanatory policy or often called with implementing regulations. Meanwhile, Wibawa (1992: 14) in Hasbullah (2016: 92) says that "policy implementation is the embodiment of decisions regarding basic policies usually contained in a law, but can also take the form of important executive instructions or statutory decisions.

From the definitions above, it can be concluded that policy implementation is the process of carrying out a policy contained in the legislation that has been jointly decided based on applicable law to achieve the expected results. As a measure of the success of a policy, it can be seen from how it is implemented, whether it is appropriate between implementation and implementation. "The success of policy implementation can be seen from the occurrence of conformity between the implementation or implementation of policies with the design, goals and objectives of the policy itself, as well as providing positive impacts or results for the solutions faced" (Hasbullah, 2016: 95).

The implementation of education policy adopts the thinking of Charles O Jones in Gafar (1997) has three main stages, namely organization, interpretation, and application. The context of organizing the implementation of educational policies can be seen from the meaning of organization is the stabilization or rearrangement of resources, units and methods for putting a policy into effect. That is, educational policy activities begin with organization as an effort to determine and organize resources (resources), units (units), and methods (methods) that lead to efforts to realize and realize educational policies into outcomes (outcomes). in accordance with the goals and objectives of education policy. There are several organizations that are carried out, namely a) structuring competent human resources, b) standard operating procedures (SOP), c) unity between implementers, d) determination of facilities and infrastructure.

2.3 Policy Implementation Approach

a. Structural Approach. The structural approach is one of the top-down approaches known in modern organizational theories. According to the structural approach, the hierarchical-organic structure seems to be very relevant for implementation situations where we need a multilevel implementing organization, which is

able to implement an ever-changing policy when compared to a committee team for a once-completed policy program.

- b. Procedural and Managerial Approach. The procedural and managerial approach was basically developed to overcome the weakness of the structural approach, where this approach was not concerned with structuring appropriate implementing bureaucratic structures for program implementation, but with efforts to develop relevant processes and procedures, including managerial procedures. along with appropriate management techniques.
- c. Behavioral Approach. This approach lays the basis for all orientations of policy implementation activities on human behavior as implementers, not on the organization as a structural approach or on management techniques such as procedural and managerial approaches.
- d. Political Approach. This approach looks more at political or power factors that can facilitate or hinder the policy implementation process. In an organization, there are always differences and competition between individuals or groups for influence. The result is that there are groups of individuals who are dominant and some are less dominant, there are groups of followers and there are groups of opponents. In this context, the political approach always considers the monitoring of groups of followers and groups of opponents and their dynamics.

2.4 Quality of Education

The quality of education is related to the output of educational institutions. Output or graduates should be the government's priority. The quality of graduates is closely related to the process of implementing learning which is influenced by many factors, including the curriculum, educators, learning processes, facilities and infrastructure, school management tools and materials, school environment, and student job training fields (Neolaka, 2019: 111). Sopiatin (2010) in Nur Zazin (2011: 66) explains that the quality of education is the quality of various educational institution services to students and teaching staff for the occurrence of a quality educational process so that it will produce graduates who have the abilities, skills, and knowledge in accordance with the needs. to enter the community. Meanwhile, according to Dzaujak Ahmad in Zahroh (2014: 108), that "quality of education is the ability of schools to manage operationally and efficiently on components related to schools so as to produce added value to these components according to applicable norms or standards". Furthermore, Usman (2019: 285) Quality is "an approach taken by schools to win the competition through improving the quality of graduates, services, teachers and education personnel, learning processes, and a continuous learning environment.

The field of management is indispensable today by utilizing resources to produce services or products. Organizations will be able to develop and achieve effective results if their management processes pay attention to goals and objectives. (Suti, 2011) in Barnawi (2017: 35) suggests that approaches that need to be considered in efforts to improve the quality of education, namely continuous improvement, determination of quality standards, cultural changes, and organizational changes. Seeing this, improving the quality

of education must be carried out with appropriate management and have quality standards to move towards a better education change.

Control in management is the process of monitoring, comparing, and correcting performance. The control process is a three-step process, namely measuring actual performance, comparing actual performance with standards, and taking managerial action to correct deviations or to find out non-compliance with standards (Foster, 2021: 242-243). It can be concluded that control is part of the management function which involves activities to ensure that they are completed as planned and correct any deviations and nonconformities.

Based on the management context that in the management process, all school activities must be managed by utilizing all resources (resources) both human resources, materials, and funds in order to achieve school goals effectively and efficiently. Malay S.P. Hasibuan in Daryanto (2013: 40) management is "the science and art that regulates the process of utilizing human resources and other resources effectively and efficiently to achieve certain goals". The demand for quality in education units requires good quality management of education in schools in the hope of improving the quality of education. In addition, quality management is directed to achieve effective school status. An effective school is a school that is managed with functional management by the principal by co-functioning staff and teachers in working to achieve school goals. According to Daryanto (2013: 41) that "Management is business management, management, management, use of human resources and natural resources effectively to achieve the desired organizational goals"

Quality management in education is a form of enhanced quality control. The purpose of quality management is to create a work culture of all stakeholders involved in education to meet the satisfaction and expectations of customers or users of education. Moving on from this, Zahroh (2014: 93-94) said that "the implementation of total quality management in educational institutions has several things that must be considered."

2.5 Conceptual framework

Regulation of the Minister of Education and Culture number 36 of 2014 became the basis for the implementation of the merger of schools in Morotai Island Regency. In its implementation, the local government through the education office implements it according to the instructions of the Minister of Education and Culture regarding the establishment and closing of schools. Determination of superior schools through the Regent's Decree. Through the Regent's Decree, a Decree of the Head of the Education and Culture Office was issued on behalf of the Regent regarding the merger of schools. Merger schools issued by the education office in stages according to which school plans take precedence by looking at the conditions of the social environment in the community.

Before merging schools, the education office conducted outreach to all school principals and then teachers. Next, the education office visits communities whose schools are in the merger target. This is in line with the opinion of Damsar (2010: 15) in Arwidayanto (2018: 112) that the process of social interaction is built with several people in order to acquire knowledge, attitudes, values, and behaviors essential for effective participation in society. The resulting impact of

the merger policy is the fulfillment of the need for education personnel and an increase in the number of students. BOS funds become more efficient. The facilities used for student transportation are free buses. The transportation is provided by the local government to schools.

3. Research Method

This study uses a qualitative approach. The research method is a case study with the aim of describing how the implementation of the Merger policy for the State Elementary School of SD N Ungkul 2, Morotai Island Regency, North Maluku Province. Case study method is research that tries to describe data, facts, and circumstances. Stake's opinion, 1995, Yin, 2009, 2012 in Creswell (2016: 19) that the Case Study is a design to develop an in-depth analysis of a case such as a program, event, process, or one or more individuals. Morotai. Research time April 2021-June 2021. In this study, researchers examined two types of data, namely primary data and secondary data. 1. Primary sources are data sources that directly provide data to data collectors, namely data obtained through observation, direct interviews with respondents, namely the education office, principals, former principals, educators and parents of students. 2. Secondary sources which are sources that do not directly provide data to data collectors which are other data, contained in books or other documents that are not directly related to the problems studied. Data collection techniques in research are observation (observation), interviews (interviews) and documentation. Data analysis techniques in this study, data and information in the form of observations, interviews regarding the merger policy of public elementary schools, data management is carried out, then presented in a description and analyzed using a process using a flow pattern as described by Miles and Huberman (1984: 21-25) researchers perform data analysis activities, namely: (1) data reduction (data reduction); (2) data display (data display); and (3) drawing conclusions/ verification.

4. Result and Discussion

Geographically, it is at SD N Ungkul 2 Morotai Island, which is located in Dehegila Village, South Morotai District, Morotai Island Regency. The school building facing west has a fairly large yard. The building owned by SDN Unggulan 2 Pulau Morotai consists of 18 classrooms, 1 principal's office, 1 teacher's office, 1 library room, 1 basketball court room and a volleyball court. The number of students of SD N Featured 2 in the 2020/2021 academic year amounted to 341 with details of 242 people being Muslim while 99 people were Christians.

4.1 Mechanism of Implementation of the Merger of Elementary School Policy at SDN 2 Morotai Island

A. Interpretation Stage. The interpretation stage is a substantive explanation of the education policy in a language that is more operational and easy to understand so that it can be implemented and accepted by the actors and targets of the education policy itself. The interpretation stage here is described and translates educational policies that are still in abstract form into formulas that are technical and operational by Charles O Jones in Gaffar, 1997) in Arwidayanto (2018: 78). Determination of excellent schools since the RPJMD was established. So the local government implements superior schools because it is contained in the RPJMD

- and must be translated into a Regent's Decree for the realization steps, both from the aspect of financing and planning.
- B. Organizing Stage. An organization is a group of people who carry out activities on the basis of goals to be achieved. While organizing is an effort to allocate work to individuals and assign individual responsibilities to accelerate the achievement of predetermined goals.
- C. Socialization stage. Socialization is the process of delivering messages to the target group, meaning to interested groups by communicating. A program that has been established must be socialized to interested parties so that they know the goals and objectives of the policy can be known. This is in line with the opinion of Edwar III (1980: 1) that education policies will be implemented properly, if there is effective communication between program implementers (policies) and target groups (Arwidayanto, 2018: 86). The first socialization of the target is to school principals and educators who are included in the policy targets. The goal is to reduce risk during policy implementation. The socialization carried out was by calling the principal and education staff. The content of the socialization is to ask for support from the target group to be willing to be merged and convey the reasons for the merger. The content of the second socialization is to introduce the concept of a superior school as well as to notify the problem of education in Morotai. Change, control and compliance act are important concepts in the implementation procedures of Van Meter and Van Horn in (Hasbullah, 2016: 98)^[9].
- D. School Merger Implementation Stage. The approach taken by the Department of Education and Culture is a top-down approach where Dikbud itself already has a list of target schools for the merger program. A policy that is implemented top down is a policy with a structural approach. According to the structural approach, the hierarchical structure is for implementation situations where a multilevel implementing organization is needed, which is able to implement policies that are always changing when compared to a policy that is carried out with a committee team only once (Hasbullah, 2016: 102). The school merging program in Morotai was not formed by a specific committee but was directly carried out by the education and culture office.
- E. Determining the priority scale before merging is an important step before merging. Schools that are included in the list of schools targeted for merger/merger are schools that are adjacent to the same area, schools that are categorized as lacking in terms of teaching staff and students.
- F. Evaluation. Evaluation is an activity of collecting and analyzing and presenting information by comparing the planned activities with the objectives to be achieved. From these activities, it is intended to find out the initial plan that has been set, whether the program is appropriate or not even on target. The evaluation carried out in the implementation of the school merger policy is an evaluation that is concerned with the implementation process. This is based on the views of James P. Lepster and Joseph Steward Jr, in Tilaar and Riant Nugroho (2016: 228) grouping the evaluation of policy implementation into process evaluation, namely, evaluations that are concerned with the implementation process; impact evaluation, namely evaluation with regard to the results and/or effects of policy implementation; policy evaluation, namely whether the results achieved reflect the desired goals; and a meta-evaluation that deals with the evaluation of various existing policy implementations to find certain similarities. The purpose of the evaluation is also to find out the targets of the education office during the merger process.
- G. Evaluation is the final stage of a policy process which is an assessment of what has happened as a result of policy choices and implementation, and if deemed necessary, changes can be made to the policies that have been carried out (Hasbullah, 2016)^[9].

4.2 Factors Affecting the Merger Policy of Public Elementary Schools at SDN 2 Morotai Island.

- a. Legislation. Wibawa (1992: 14) in Hasbullah (2016: 92)^[9] says that "policy implementation is the embodiment of decisions regarding basic policies usually contained in a law, but can also take the form of important executive instructions or statutory decisions". The merging of schools in Morotai was issued by the Minister of Education and Culture Regulation No. 36 of 2014 as well as the Decree of the Regent of Morotai Island and the Decree of the Head of the Education and Culture Office.
- b. Student Factor. The success of implementation in educational units (schools) is strongly influenced by various components. The student component is needed because without students the school cannot carry out learning activities. Therefore, the government took a policy of combining nearby schools with the aim of the number of students meeting the minimum educational standards. Based on data in the field that one of the factors that influence the merger of schools is because the school lacks students. (Table 5. Student data for SDN 2 Morota Island. page 47). The number of students is 341 after the merger of 5 (five) schools. Regulation of the Minister of Education and Culture of the Republic of Indonesia No. 17 of 2017 article 24 (a) the number of elementary school students in one class is at least 20 (twenty) students and at most 28 (twenty eight) students. Article 24(a) implies that if schools do not meet the number of students in a study group, then the school does not meet the minimum standard of education. Based on the regulation in article 24 (a), it can be concluded that the school merger policy implemented in the Morotai Island district was due to a shortage of students.
- c. Teacher Factor. The success of the education unit cannot be separated from the figure of the teacher who acts as a mentor and teacher. Lack of teachers in schools will have an impact on the smooth learning process because teachers must have concurrent classes when teaching. Based on data in the field that the merger of schools is influenced by the problem of shortages of educators in schools so that the steps taken are to merge schools. This shortage is influenced by the unequal distribution of teaching staff in schools. Therefore, the purpose of the merger of schools is in addition to overcoming the shortage and equal distribution of teachers in each school. In the opinion of Hasbullah (2016: 22)^[9] that inequality, inequality, minimal facilities, teacher shortages, and low output quality still characterize various problems in Indonesia's education today and in the future. From

Hasbullah's opinion, it can be concluded that inequality and teacher shortages greatly affect the quality of education.

d. Facilities and Infrastructure Factors. Facilities and infrastructure is one of the factors supporting activities in schools. The lack of facilities and infrastructure will result in the school carrying out learning activities that are not optimal. To reduce this, local governments build proper schools and are equipped with facilities and infrastructure. One of the strategies adopted by the local government is to combine schools that do not meet the standards in terms of facilities and infrastructure. The government's choice is to improve the quality of education.

Based on data in the field, the factors that influence the school merger policy are the unequal distribution of infrastructure in schools, causing schools to lack infrastructure. The purpose of merging schools is to make school infrastructure more effective and efficient.

4.3 Impact of the Merger Policy at SDN 2 Morotai Island

a. Impact on Educators. Based on interviews, it was found that the impact of the merger for educators was the fulfillment of teacher needs so that the division of homeroom teachers was more effective. The following impact is the recruitment of subject teachers who are placed in each of the leading schools. Teachers no longer hold concurrent classes in teaching because there is already a division of each class and division of homeroom teachers.

b. Impact on School Budget. The increase in school budgets is influenced by the increase in the number of students after the schools are combined. Based on data in the field, schools use the BOS budget for school maintenance, paying teachers' salaries and salaries for three drivers, as well as the fuel budget for three cars. In addition, it is also used for training educators in mastering IT because after being combined, the school implements a multimedia learning system. The use of the budget has been realized properly, meaning that all needs have been used.

If it is related to the principles of financial management, it can be said that the benefits when schools are combined are that finance becomes effective and efficient. According to Garner (2004) in Mustari (2018: 167) defines effectiveness more deeply, because actually effectiveness does not stop until the goal is achieved but arrives at qualitative results that are associated with achieving the institution's vision. The effectiveness is characterized by quality results (characterized by qualitative outcomes). Garner Efficiency continued "characterized by quantitative outputs". Efficiency is the best ratio between input (input) and output (output) or between power and output. The conclusion is that after the schools were combined the quantity of BOS funds increased due to an increase in the number of students. From the increase in the amount of BOS funds, schools can use it to improve quality.

c. Impact on School Facilities and Infrastructure. Based on the data in the field, that after being combined, the school experienced an increase in facilities and infrastructure, including fulfilled classrooms, office space for educators and the principal's office, and a sports building was built. Classrooms are also clean and tidy, there are learning support facilities such as LCD screens and focus in the classroom. The benefits of the availability of facilities that are felt by students are distributed tablets to support learning. The school also provides transportation facilities for students going to and from school. According to

Hasbullah (2016: 184) [9] "that the management of facilities and infrastructure should be adjusted to the interests of students, for the sake of forming their character/character and being able to serve and guarantee them when attending education according to their respective talents".

When schools are combined, facilities and infrastructure can be managed properly so that they can be distributed to schools that still lack infrastructure. According to Mustari (2018: 121) that management of facilities and infrastructure can be interpreted as organizing activities, starting from planning (needs analysis), procurement, inventory, distribution, utilization, maintenance, destruction and accountability for movable and immovable goods and setting costs. effective maintenance of facilities and infrastructure.

d. Impact on Students. The impact of the merger/merger of schools is the increase in the number of students. In general, it can be seen from the number of students to increase. With the increase in students, the study group changed. There is also a class division for each teacher so that students are more controlled. In addition, students are more excited to go to school because they use the school bus. Students also begin to study in the discipline. What they do every morning is waiting for an invite. Based on the data in the field that after being combined, the number of students increased, students were more enthusiastic and diligent in going to school. Every morning the students were waiting for an invitation.

5. Conclusion

Based on the results of the research conducted at SDN Unggulan 2 Morotai Island, it can be concluded that:

1. Mechanisms for the implementation of the school merger policy at SDN 2 Morotai Island begins with the interpretation stage, organizing stage, socialization stage, implementation and evaluation stage.
2. Factors that influence the School Merger Policy at SDN 2 Morotai Island, namely Legislation, Student Factors, Teacher Factors, and Infrastructure Factors
3. The impact of the implementation of the School Merger Policy at SDN 2 Morotai Island The desired impacts include the fulfillment of the number of teachers and students after being combined, the efficiency of financial management, the availability of supporting facilities (learning facilities, provided free transportation cars by the local government) and unwanted impacts, namely there are still students who come home during school hours.

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