# DYNAMICS THE ZONATION POLICY SYSTEM FOR UPPER SECONDARY STUDENT ADMISSIONS IN KAMPAR DISTRICT RIAU PROVINCE

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#### ABSTRACT

The development of information technology has entered various fields. Utilization of information and telecommunications technology in public services. It is no longer something new for developed countries. Apart from that, there is a demand from the public for information which requires the Government to provide public services that suit the needs of the community. Policy implementation is one of the stages of public policy, between policy formation and the policy consequences for the communities it influences. If a policy is inappropriate or cannot reduce the problem that is the target of the policy, then the policy will probably fail even if the policy is implemented very well. Meanwhile, a policy that has been planned very well may also fail if the policy is not implemented well by the policy implementers. This research aims to determine the Policy Dynamics of the Zoning System for Admission of High School Students in Kampar Regency, Riau Province. This research uses a qualitative method with stages including preparing a research design, determining the location and research informants, collecting data, analyzing data, presenting data, and drawing conclusions. Research findings show that the school and local government cannot confirm zoning boundaries so that prospective new students cannot register and fail to enter the nearest school even though they are in the zone and end up enrolling in private schools which require a lot of education costs.

Keywords: policy dynamics; zoning system; new student admissions

#### **ABSTRAK**

Perkembangan teknologi informasi telah memasuki berbagai bidang. Pemanfaatan teknologi informasi dan telekomunikasi pada pelayanan publik. Bukan lagi menjadi hal yang baru bagi negara maju. Selain itu adanya tuntutan dari masyarakat akan informasi yang menuntut Pemerintah untuk menyediakan pelayanan publik yang sesuai kebutuhan masyarakat. Implementasi kebijakan adalah salah satu tahap kebijakan publik, antara pembentukan kebijakan dan konsekuensi kebijakan bagi masyarakat yang dipengaruhinya. Jika suatu kebijakan tidak tepat atau tidak dapat mengurangi masalah yang merupakan sasaran dari kebijakan, maka kebijakan itu mungkin akan mengalami kegagalan sekalipun kebijakan itu diimplementasikan dengan sangat baik. Sementara itu, suatu kebijakan yang telah direncanakan dengan sangat baik, mungkin juga akan mengalami kegagalan, jika kebijakan tersebut kurang diimplementasikan dengan baik oleh para pelaksana kebijakan. Tujun dari penelitian ini adalah untuk mengetahui Dinamika Kebijkan Sistem Zonasi Penerimaan Siswa Menengah Atas Di Kabupaten Kampar Provinsi Riau. Penelitian ini menggunakan metode kualitatif dengan tahapan-tahapan diantaranya penyusunan rancangan penelitian, menentukan lokasi dan informan penelitian, pengumpulan data, analisis data, penyajian data dan penarikan kesimpulan. Temuan penelitian menunjukan bahwa pihak sekolah dan pihak pemerintah setempat tidak bisa memastikan batas-batas zonasi sehingga ada calon peserta didik baru tidak bisa mendaftarkan diri dan gagal masuk ke sekolah terdekat padahal mereka berada dalam zonasi dan akhirnya mendaftar pada sekolah swasta yang memerlukan banyak biaya Pendidikan.

Kata Kunci: dinamika kebijakan; sistem zonasi; penerimaan siswa baru

#### **BACKGROUND**

The development of information technology has entered various fields. Utilization information of telecommunications technology in public services. It is no longer something new for developed countries. Apart from that, there is a demand from the public for information which requires the Government to provide public services that suit the needs of the community (Muis, Riyadi, and Novita 2022). A policy that has been planned very well may also fail if the policy is not implemented well by the policy implementers. There are four crucial factors or variables implementation of public policy that are the focus of research, namely communication, resources, tendencies,s and bureaucratic structure (Vikalista, Ratih Rapisa, and Putri 2021).

The matter of education zoning can have a substantial influence on municipal governance in multiple ways. First and foremost, it can result in social and economic inequalities. Education zoning is a process that establishes which school pupils are assigned to depending on their residential addresses. In regions with inequitable zoning regulations, pupils residing in lower-income neighborhoods may be restricted to attending underfunded schools that have limited resources, while their counterparts from affluent areas enjoy the advantages of attending well-funded schools. This discrepancy can worsen social disparities and establish enduring socioeconomic divisions within the society.

Furthermore, education zoning matters have the potential to impact the local political landscape and the processes involved in making decisions. Zoning rules

can give rise to controversies that can serve as central issues in municipal elections and political campaigns. Candidates and officials frequently adopt views on zoning reforms to attract support. Conflicts about zoning borders and resource allocation can result in community conflicts and necessitate the intervention of local governments to resolve opposing interests. Ineffective or unpopular zoning policies can lead to court disputes and demonstrations, community requiring substantial administrative efforts and potentially causing alterations in governing structures and agendas.

Hence, education zoning is a crucial matter that impacts both educational fairness and the wider social and political environment of a given area. Efficient administration of school zoning policies is crucial for fostering equity and unity within communities and guaranteeing the efficient operation of local governance.

The education zoning policy in Indonesia is a breakthrough made by the government to equalize the quality of education in all regions of Indonesia. The existence of an educational dichotomy marked by the labeling of favorite schools causes the distribution of quality and students in Indonesia to be unequal. The education zoning policy has been in effect since 2017 and has undergone several technical changes in its implementation (Madjid 2023) Through this zoning system, it is hoped that all people in Kampar Regency can get education that is located close to where they live. There is no exception for children from the RMP (prone to continuing education) who have economic weaknesses, so they can continue their education to the secondary school level. According to the Department of Education,

the advantages of this zoning system are the equal distribution of education, saving time because schools are closed, saving transportation costs, students are fitter, and reducing traffic jams (Purwanti, Irawati, and Adiwisastra 2018).

Conflicts and protests from people who feel disadvantaged, both people who enroll their children in junior high schools and education providers, namely public and private middle school teachers. The technical implementation of the PPDB caused chaos among the community. The second problem is that the availability of state schools is not evenly distributed in all regions while zoning regulations require children to register at the school closest to their home. The third problem is that the zoning system with distance priority causes students' learning motivation to decrease because grades or achievements are considered unimportant. The fourth problem, the dichotomy of superior and non-excellent schools is still developing in society. The fifth problem is that coordination between related agencies has not been effective so the current education policy is not sustainable." (Dinar, (Junaedy, 2019:14): Mardika. Yudhiantara 2021). In its implementation, the PPDB zoning system has had its pros and cons in several areas. Based on the problems described above, namely errors understanding or miscommunication regarding the clarity of the PPDB zoning requires policy. So, successful communication by the government to policy users. Communication with students' parents is also an important aspect that needs to be done in implementing zoning. (Beaven, 2003; Rahmawati and Muflihatin 2019).

The next problem is that many parents do not understand and understand the zoning system and how the process works. This is due to the lack of socialization of the PPDB zoning system both from the local from government and the school. Furthermore, the school and the local government cannot confirm the zoning boundaries so that prospective new students cannot register and fail to enter the nearest school even though they are in the zone and end up registering at a private school which requires a lot of education costs (Prestoroika et al. 2022) Based on the phenomena that the author has described previously, the author is interested in conducting a research study with the title "Policy Dynamics of the Zoning System for Acceptance of High School Students in Kampar Regency, Province".

One issue that is quite prominent in education politics in Indonesia is when the government, in this case the Ministry of Education and Culture (Kemdikbud), implements a zoning (political) policy. Its implementation in the Admission of New Students (PPDB), which has been running since 2016, seems to continue to receive widespread attention. As reported by several mass media in various places, implementation was very dynamic, marked by protests or demonstrations by residents who were disappointed and "rejected" the policy (Alfian 2019).

In general, public policy is a government action that has a goal. According to Thomas R. Dye (in Budi, 2012: 15) public policy is everything chosen by the government, both what is done and what is not done. Irfan Islamy (2002:18) interprets Dye's definition as if the government chooses

to do something then it must have a purpose or objective. Political policy must include all government actions, not just the wishes of the government or government officials. Apart from that, everything that is not done by the government will indirectly become state policy. This is because something the government does not do will have as big an impact as something the government does (Farozi 2023).

Public policy has stages where certain patterns must be fulfilled to be translated into formal policy. The most crucial stage is agenda setting. Agenda setting is a phase in which there is a strategic and fundamental process in the reality of public problems (Parsons, 2005; Kingdon, 2014). This process has room to translate, sort, and classify all forms of public problems. Public issues that need to be raised must be a priority in nature, contain urgent and critical elements, and receive widespread public attention. At this stage, commitment and political will from the government are needed. If an issue succeeds in getting the government's attention, succeeds in becoming a public problem, then the issue will rise to the government's agenda, then it will be entitled to more resource allocation than other issues, this stage is called agenda setting (Setyawan and Firdausi 2021).

Fermana (2009) stated that public policy is the study of government decisions and actions prepared for the public interest. Hogwood and Gunn (Suharto, 2008) state that public policy is a set of government actions designed to achieve certain results. This does not mean that the meaning of "policy" only belongs to or is the domain of the government. Non-governmental organizations and other voluntary institutions

have policies too. Keystone (Wahab 2012) explains the definition of public policy: "between the relationships that take place between government units and their environment."

Education in this country has become a special concern to see how equal access can be enjoyed by all citizens throughout Indonesia. In equal access, two aspects need to be considered. First, equality of opportunity to obtain education, namely that access to education can be enjoyed by all residents of school age. Second, justice in obtaining the same education in society, namely that education can be accessed by all ethnicities, religions, and groups equally (Amalia, 2007; Purwanti, 2019; Datuk 2020).

Education is a fundamental element of human rights. The substance of education contains elements of economic, social, and cultural rights, as well as civil rights and political rights. In the life of a country, education plays a major role in ensuring the survival of the nation and state, because education is a vehicle for improving and developing the quality of human resources. Due to this, the regulation of citizens' rights to education is regulated in the constitution as a form of guarantee of legal certainty and a form of state recognition of the rights of its citizens (Arfianto 2021).

Stroub and Richards (2013) in Raharjo et al., (2020) state that school zoning is also known as school capture zones, which refers to administrative boundaries determined through the division of public school areas as a way to assign students to appropriate schools. With their location of residence. The zoning system has the main goal of equalizing the quality and quantity of students (Husna Nashihin et al., 2021). This

is based on the phenomenon of naming favorite schools, where Safarah and Wibowo (2018) in Nanggala (2020) explain that the label of favorite school in urban areas has a big impact on schools in rural areas, which then causes the label to divide the quality and quantity of schools (Hafidz, 2021). This division causes the problem of unequal distribution of students in terms of quantity in each school. The unequal distribution of students has a big influence on the learning process and the formation of students' character (Madjid 2023).

Arifani and Budi (2018) stated that this zoning system is an effective program in equalizing the quality of education and has positive implications for environmental impacts such as traffic congestion, air pollution, children's physical and health as well dependence on motorized transportation in a healthier direction (Wahyudi and Lutfi 2019) zone radius by each regional government and schools are obliged to accept prospective students who live in the closest zone radius with a certain percentage of the total number of students who will be accepted to eliminate the title of favorite and non-favorite schools, to create equal distribution of the quality of education throughout schools in Indonesia (M Karmila, Syakira, and Mahir 2020).

Zoning is a procedure for accepting new students based on the area where the student in question lives. The process of accepting new students initially uses an entrance test system. So zoning is an example that provides opportunities for all Indonesian children without discriminating against academic ability (Liu, 2015; Setiawan and Rahaju 2021). The PPDB zoning system policy in the education system is a concept to

equalize services and improve the quality of education in Indonesia where discrimination still occurs (Setiawati and Rahaju 2022).

The dynamics of implementing the zoning system have faced several changes and renewals of regulations in which Permendikbud No. 17 of 2017 concerning Admission of New Students (PPDB) was allegedly not suitable for comprehensive implementation, and after that Minister of Education and Culture Regulation No. 51 of 2018 then faced refinement through Minister of Education and Culture Regulation no. 20 of 2019 concerning changes to the requirements of the zoning system (Oktaviari, 2020; Nora 2022).

Equal access to education is one of the problems faced by the world of Indonesian education, there are still gaps in several regions in Indonesia in obtaining access to adequate education. Several underdeveloped areas in Indonesia do not yet have good educational facilities. One of the efforts to overcome this problem is that the Indonesian Government issued a zoning policy regulated in Minister of Education and Culture Regulation No. 44 of 2019 concerning the Acceptance of New Students in Kindergartens, Elementary Schools, High Schools, Middle Schools, Vocational High Schools. Implementation (Junaedy 2022).

#### **METHOD**

The methods used are qualitative with the type of research used is descriptive. This type of research that aims to provide a systematic, factual, and accurate description of the data in the field. Furthermore, this qualitative method will produce discoveries

in the form of speech or writing and so on that support the research process.

The research location should be the place where the researcher conducts and obtains the main research sources and data. Location. The research was carried out in Riau Province which focused on the issues of new high school student admissions that occurred in Kampar Regency. The data source for this research is the subject from which the data was obtained. The data sources include 1) Primary data, namely data obtained directly from responses. In this research, data was obtained directly from the research location using the results of face-toface meetings; 2) Secondary data is data obtained from various sources within Riau Province, focusing on the Regional Government of Kampar Regency.

There are two types of informants for this research, namely: 1) Key informants are those who know and have various main informants needed in the research; consisting of the Head of the Riau Province Education Service; 2) The main informants are those who are directly involved in the social interactions being studied. Data collection techniques are the most strategic step in research. According to Sugiyono, data collection can be done in various settings, with various sources, and various methods. In research, data collection techniques are important to pay attention to because the main aim of the research is to obtain information in the field.

#### RESULT AND DISCUSSION

In this research the author will discuss several important indicators of the various impacts that occur in the field, which include, among other things, only discussing issues related to dynamics between actors, dynamics of rules and policies as well as dynamics of public perception, which will be explained in the discussion below:

## **Dynamics Between Actors**

Education in Indonesia is a national education system that is regulated systematically and planned. The national education system must be able to guarantee equal distribution of education. However, in reality, Indonesia still experiences problems with equal distribution of education. Equal distribution of education is a matter of how the education system can provide the widest possible opportunities for all citizens to obtain education. Minister of Education and Culture Muhadjir Effendy claims that access to education in various regions of Indonesia is quite optimal, but the quality of each school is still very minimal and not evenly distributed. Problems with equal distribution of education quality that still occur in Indonesia include the lack of facilities and infrastructure to support education. In this case, there are still many schools that lack the quality facilities and infrastructure to support teaching learning activities, even though the BOS funds given to each school are the same. Due to this problem, students who feel they have potential do not want to go to that school and choose to go to their favorite school which tends to have adequate facilities even though they are far from where they live.

The existence of a zoning policy will automatically bring together children with backgrounds that are not very different. One of the findings in the field is that people with similar social conditions live close to each other. So there have been many complaints from several teachers regarding student

behavior which is much different compared to before zoning. In terminology, behavior is the nature of actions possessed by students and is influenced by customs, attitudes, emotions, values, ethics, power, persuasion, or genetics. It is grouped into normal behavior, acceptable behavior, strange behavior, and deviant behavior. Acceptance of a person's behavior is measured relative to social norms and regulated by various social controls. 25 therefore, good attitudes in one city are not necessarily the same as in another city (Nurlailiyah 2019).

Several other actors who also have an interest in accepting new students are members of the DPRD both at the Kampar district level and the DPRD at the provincial level. The recommendations and memos given to school principals are something that cannot be rejected because, on the one hand, the DPRD has the power and strength to intervene with students. The principal, even though the student does not fulfill the elements of the achievement pathway or zoning pathway as stated in the applicable regulations. And also sometimes it means that prospective students who are within the scope of the school may not be accepted because the quota is full.

#### **Regulatory and Policy Dynamics**

Education is carried out democratically fairly and non-discriminatory by upholding human rights. Article 5 of Law No. 20 of 2003 states that every citizen has the same right to obtain quality education. Every citizen has the same opportunity to obtain education to increase their potential and have broad insight.

In Article 15 of Minister of Education and Culture Regulation No. 17 of

2017, it is explained that by implementing a zoning system, schools run by regional governments are required to accept prospective students who live in the closest zone radius of the school at least 90 percent of the total number of students accepted. The radius of the nearest zone is determined by the regional government according to conditions in the area. Then 10 percent of the total number of students is divided into two criteria, namely five percent for achievement pathways, and five percent for students who experience a change of domicile. However, this zoning system does not apply to senior secondary schools (SMA). Based on an interview with one of the teachers, it is known that students accepted through the zoning system have relatively low learning abilities. They have quite difficulty understanding the material that has been presented. In contrast to students who are accepted through the achievement route, they are quicker in understanding the material. Even among students accepted through the zoning system, some students still have difficulty reading (Wulandari, Hasyim, and Nurmalisa 2018).

Based on Minister of Education and Culture Regulation Number 14 of 2018, schools run by regional governments are required to implement a zoning system. Schools are obliged to accept prospective new students who live in the closest zone radius of the school at least 90 percent of the total number of students accepted. The domicile of prospective students is based on the address on the family card which must be issued no later than six months before the implementation of new student admissions. The radius of the nearest zone is determined by the regional government according to the conditions of the area, taking into account the

availability of school-age children in the area. Determination of the zone radius in the zoning system is determined by the regional government by involving deliberations or working groups of school principals. For schools located in provincial city or district border areas, the provisions for the percentage and radius of the closest zone are determined through a written agreement between regional governments that border each other. Schools can accept prospective students up to 10 percent of the total number of students divided into two criteria, namely 5 percent for achievement pathways and 5 percent for students who experience a change of domicile (Pangaribuan and Hariyati 2019).

Policies made by the central government tend to cause conflict at lower levels because many schools have been performing well because they accept local students, most of whom have minimal achievements and whose behavior tends to be labeled as naughty children, making it difficult for schools to educate students who come from zoned routes. The.

## **Dynamics of Public Perception**

For parents, they feel calmer because they can more easily control their children. Thanks to zoning, the distance between home and school is no longer far apart (Dewi & Septiana, 2018). Parents can arrive at school in a relatively shorter time than before. The close distance between home and school can make it more flexible and easier for parents to communicate directly with the school regarding their children's learning achievements. For schools, the zoning system helps several schools in the area to become more developed because they get a variety of student qualities (Bintoro, 2018). This makes teachers even more motivated to increase their capacity. Schools that previously had the label of non-favorite schools now have the same opportunity to accept students whose grades are above average. Better student input can be capitalized to produce better achievements which can then improve or change the school's reputation (Dewi & Septiana, 2018). Taking into account the positive responses and impacts from and on the community, the zoning system is considered appropriate for implementation by several education policy observers and researchers (Nabaiho, 2018; Bintoro, 2018; Purwati, et al, 2018; Syakarofath, Sulaiman, and Irsyad 2020).

Education policy is seen as the key to a country's excellence and existence in global competition. Thus, education policy needs to be given top priority in this era of globalization. By this opinion, Sack stated that the results of education determine the future of the nation. To achieve a bright future, a developing and sustainable education system is needed that is capable of producing a curriculum. Studying policy is important because educational scientists have to understand the study of public policy, especially educational policy. This interest is closely related to the role expected of educational scientists, not only will they be expected to be quality educational policy formulators, if educational scientists are involved in the policy-making process (policy maker) but more than just that, educational scientists are expected to provide a large role in providing corrections to various errors (inaccuracies) in the formulation of various educational policies that have been produced by the government so far. In this way, studying educational policy will provide

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a strong foundation for someone who wants and develop their profession as an educational policy analyst (Mila Karmila, Syakira, and Mahir 2020).

The priority of "distance priority" in the zoning PPDB makes some parents compete to live near schools. In reality, before zoning was implemented there was an online PPDB which at that time could use the family card of a sibling or grandmother, most importantly in the city, so many children were found to go to the family card of their aunt, grandmother or sibling to get into the school they wanted. However, currently, this method can no longer be used, judging by the parent's KK whose child's name is in it. This does not rule out the possibility that 2 children have the same radius, but the quota is insufficient, so the school will look at the students' UAN results. Another phenomenon in the field, the distance system has an impact on land and house prices around SMPN increasing compared to before (Nurlailiyah 2019).

Most people tend to think that their children should be accepted at their favorite school, even though on the one hand their children cannot be accepted because of the zoning policy, therefore many parents do everything they can, starting from moving their family card and ID card to the location of their child's destination school. Going to school in the future and parents have even done this a year before their children graduate from junior high school.

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#### CONCLUSION

Based on the results of research conducted on the Dynamics of the Zoning System Policy for Admission of Senior High School Students in Kampar Regency, Riau Province, the results showed that the dynamics of the zoning system policy in 2023, measured from the research indicators in this research, can be concluded that the zoning system policy causes a lot of conflict. And protests from parents/guardians of students because there are still many found in several schools in Kampar Regency, Riau Province, based on their location of residence they cannot enter their favorite school but they are still accepted by the school. The existence of political interference from government officials and members of the DPRD means that school principals cannot do much and still have to accept recommendations and requests from elites and political actors involved in enrolling their families as students at their favorite schools. To accept students at SMA N 2 Siak Hulu in 2023, prospective high school students from Lubuk Siam Village, Tanjung Balam Village, Teratak Buluh Village, and Kampung Pinang Village must study at the temporary high school in Teratak Buluh Village and this will be used for plans as SMA N Siak Hulu, of course the current conditions of the school are not adequate and the existing facilities are very minimal.

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