

## Implementation of Zoning-Based New Student Admission System Policy at the High School Level in Bandung City, West Java, Indonesia

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### ABSTRACT

The purpose of this study was to determine the implementation of the Zoning System policy in the Admission of New Students in Bandung City at the senior high school (SMA) level and to see how the implementation of the policy was implemented at the high school level in Bandung, West Java. The research method used is descriptive research method with a qualitative approach. In the research conducted, primary data and secondary data obtained through literature study techniques, field studies (interviews and observations) were used, besides that purposive techniques were also used to determine informants in the study. The results of this study were analyzed using the Miles and Huberman model. The results of the study indicate that the government has not been optimal in its implementation, this is viewed from several aspects, namely, organizations where the government has used its resources, interpretations or ways of delivering government that are not easy to understand, and its implementation is in accordance with the direction of goals, and objectives, aspects of the principle. Therefore, there is a need for policy consistency and policy evaluation in regulations related to this zoning system in order to realize the objectives of this policy.

### ABSTRAK

*Tujuan penelitian ini adalah untuk mengetahui pelaksanaan kebijakan Sistem Zonasi dalam Penerimaan Peserta Didik Baru Kota Bandung pada tingkat Sekolah Menengah Atas (SMA) serta untuk melihat bagaimana pelaksanaan kebijakan tersebut diimplementasikan pada tingkat Sekolah menengah atas di Kota Bandung, Jawa Barat. Metode penelitian yang digunakan yaitu metode penelitian deskriptif dengan pendekatan kualitatif. Pada penelitian yang dilakukan digunakan data primer dan data sekunder yang didapat melalui teknik studi pustaka, studi lapangan (wawancara dan observasi), selain itu teknik purposive juga digunakan untuk penentuan informan dalam penelitian. Hasil penelitian ini dianalisis menggunakan model Miles dan Huberman. Hasil penelitian menunjukkan bahwa pemerintah belum optimal dalam pelaksanaannya hal ini ditinjau dari beberapa aspek yakni, organisasi dimana pemerintah telah menggunakan sumber daya yang dimiliki, interpretasi atau cara penyampaian pemerintahan yang tidak mudah dipahami, dan penerapannya sudah sesuai dengan arah tujuan, dan sasaran, aspek prinsip kebebasan yang sama sebesar-besarnya dimana masyarakat tidak dapat memilih secara bebas dalam menentukan pilihan sekolahnya. Oleh karena itu, perlu adanya konsistensi kebijakan dan evaluasi kebijakan dalam peraturan terkait sistem zonasi ini demi mewujudkan tujuan dari adanya kebijakan ini.*

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## INTRODUCTION

The Ministry of Education, Culture, Research and Technology requires all educational institutions, including those at the regional level, to implement a zoning system with the accumulation of accommodating at least 90% of students from the total number of students admitted. Thus, prospective students who live close to the school where they are enrolled will have a very big chance of being accepted at that school. The figure of 90% in the zoning provisions includes prospective students who register through the SKTM (Certificate of Economic Incapacity) and disability pathways. The remaining 10% quota is given 5% for prospective students who will enroll through the achievement pathway, both academic achievement and non-academic achievement, and 5% for prospective students who register on the transfer path of parent/guardian duties. This is stated in Ministry of Education and Culture Regulation Number 51 of 2018 concerning Admission of New Students in Kindergarten, Elementary Schools, Junior High Schools, Senior High Schools, and Vocational High Schools in Part Three of the PPDB Registration Path Article 16, 17, and 18.

Zoning decisions made at each level of educational institutions are also determined by the local government based on the authority of the local government, by prioritizing the principle of bringing the residences of students closer to the school. This is delegated to local governments due to the division of authority in the administration of Indonesian government which is divided between the central government and local governments, in practice this cannot be separated from the use of the principle of decentralization. Law Number 23 of 2014 article 12 paragraph 1 states that local governments have mandatory affairs relating to basic services such as education, health, public works and spatial planning, public housing and residential areas, peace, public order, and community and social protection. Looking at the legal basis, local governments have obligatory duties in the provision of education in their regions.

The Minister of Education, Culture, Research and Technology said that the purpose of the zoning system was to ensure equal distribution of educational services for students; make schools close to families; eliminate the impression of exclusivity and acts of discrimination that occur in schools (especially in public schools); analyze the needs and distribution of teachers. Zoning is also designed to encourage the thinking ability and creativity of teachers in learning because it creates a heterogeneous classroom environment for students; and facilitate local governments in designing and distributing aid or affirmations (both in the form of school infrastructure, as well as improving the quality of educators and education personnel) so that they are right on target. However, in practice, the implementation of the zoning system policy in PPDB still reaps the pros and cons as in previous years. The regional autonomy framework can open opportunities for difficulties in coordination and synergy in planning and implementing activities at the Regency/City level. In other words, the lack of clarity is a phenomenon of the practice of implementing regional governance that marginalizes the role and function of the Provincial Government as the representative of the Central Government in the regions which has an impact on disharmony between the Provincial and Regency/City Governments (Purwanto et al., 2020). Education Sector Commissioner of the Indonesian Child Protection Commission (KPAI) stated that there are still nine main problems that affect the implementation of this zoning-based PPDB. Among them is the uneven distribution of public schools in each sub-district. And there are still prospective students who are not accommodated because they cannot register in any school, miss communication between policy makers, implementers, and the community, unclear PPDG Zoning technical instructions, and many more.

In the city of Bandung, public school facilities at each level do not have the same quota, so that junior high school graduates who will continue their education to a higher level have difficulty

competing to access state high school facilities. Even the Head of the West Java Education Office, Dewi Sartika (serving 2018-2020) said that in West Java Province of the 774.000 students who had graduated from junior high school, only 34 percent were accommodated in public high schools. The zoning system in this PPDB means that the accommodation of each new student candidate in each region is no longer based on the results of the National Examination which makes a prerequisite for acceptance or not, but there is a main criterion, namely the distance from which prospective students live to school. So that in this zoning system, the government is considered unfair because it ignores students whose homes are far from school facilities. Even though they have tried to study hard to get good grades, even though education services are intended for all citizens who are prepared by the government to be able to provide decent, quality, and equitable education services in every region without discrimination. The following is data on the distribution of public high schools in each sub-district in the city of Bandung:

**Table 1.**  
**Number of State Senior High Schools by District in Bandung City**

No	Districts	SMAN 2018/2019	SMAN 2019/2020
1.	Bandung Kulon	-	-
2.	Babakan Ciparay	1	1
3.	Bojongloa Kaler	1	1
4.	Bojongloa Kidul	-	-
5.	Astanaanyar	-	-
6.	Regol	1	1
7.	Lengkong	3	3
8.	Bandung Kidul	-	-
9.	Buah Batu	1	1
10.	Rancasari	1	1
11.	Gedebage	1	1
12.	Cibiru	1	1
13.	Panyileukan	-	-
14.	Ujungberung	1	1
15.	Cinambo	-	-
16.	Arcamanik	-	-
17.	Antapani	1	1
18.	Mandalajati	-	-
19.	Kiaracondong	2	2
20.	Batununggal	-	-
21.	Sumur Bandung	2	2
22.	Andir	2	2
23.	Cicendo	2	2
24.	Bandung Wetan	1	1
25.	Cibeunying Kidul	2	2
26.	Cibeunying Kaler	-	-
27.	Coblong	3	3
28.	Sukajadi	-	-
29.	Sukasari	1	1
30.	Cicadap	-	-
<b>Total</b>		<b>27</b>	<b>27</b>

Source: Bandung City Central Bureau of Statistics (Bandung City in Figures) (2020)

Based on Table 1, the distribution of senior high schools in Bandung City in each sub-district is not evenly distributed, even 12 sub-districts out of a total of 30 sub-districts in Bandung City do not have high school (SMA) facilities such as Bandung Kulon District, Bojongloa Kidul District, Astana Anyar District, and others. This means that students who live in 12 sub-districts that do not have a public high school have very little chance of attending a public school because they have to find a public school in another sub-district that has public high school facilities, so this is really not in accordance with one of the PPDB principles, namely the principle of justice.

Furthermore, problems arise from the parents of students who are worried that their children will not be able to continue in public school due to living far from school so that finally indications of cheating arise. Due to the unequal distribution of schools in each region and, the government needs to pay attention to people who live far from school, especially the poor, especially to students who study hard and excel, because for the community, rewards or gifts that can be given from the government to children who excel are giving easy way to go to school in the state, because the cost of education is relatively cheaper with better quality than attending private schools. Whereas in justice or equality raised by Aristotle, he said that proportional equality is to give everyone what is their right, according to their abilities and achievements. With this zoning system, even though they study hard, they are forced to attend private schools if they live far from public schools and do not get their rights. This is also not in accordance with what is stated in Law Number 23 Year 2002 concerning Child Protection in article 52 which states "Children who have advantages are given the opportunity and accessibility to obtain special education".

On the other hand, if the government implements equal distribution of education, which means increasing the quota for new student admissions, it will have an impact on private schools which will have a shortage of prospective new students (Wahyuni, 2019). However, the cost of this private school is quite expensive, so parents think twice about sending their children to school and some even drop out of school. These problems are also considered to violate the principles of justice held by the zoning system itself and do not fulfill the rights of children's education rights according to Law Number 39 of 1999 on Human Rights. Regarding the importance of this policy, in its implementation the level of compliance and response from policy implementers did not all accept this policy. Also, the lack of public understanding of the PPDB Zoning System is caused by a lack of intense socialization, giving rise to the pros and cons of the Zoning System policy in the PPDB of Senior High School in Bandung.

From the description of these problems, related to the Zoning System policy, this zoning system was made in PPDB with the hope that changes can be achieved, namely the existence of equal access to education services and equal distribution of education quality (both from teacher performance and school facilities) and the hope of losing the school exclusivity paradigm (superior schools). )/favorites) and non-discriminatory and fair. So that all Indonesian people, especially students, can enjoy public services from the government in the field of education at affordable prices and good quality. In addition, PPDB officers as executor of the public interest must prioritize services based on community aspirations and are sensitive to community needs, in this case prospective students (Ridho & Bambang, 2017).

If you look at the problems that have been described, the implementation of the policy on the zoning system in PPDB at the National Senior High School level in Bandung City has not gone well because there are still some problems so that the purpose of the policy is difficult to achieve. These problems when linked into the theory of policy implementation according to Jones and Baird (1996) involve several main activities that are very important in carrying out a policy, namely Organization, Interpretation and Application. First, the activities of government

organizations as policy implementers have not been maximized in organizing the resources owned by the government itself because the government is considered late in issuing its regulations, namely the Ministry of Education and Culture Regulation Number 51 of 2018 concerning Admission of New Students in Kindergarten, Elementary Schools, Junior High Schools, High Schools, and Vocational High Schools, which have an impact on subsequent activities. Second, in the interpretation activity, the Bandung City Government and the West Java Education Office were late in socializing the policy so that there were still many misunderstandings from the community and schools such as queuing in the PPDB registration which would affect whether it was accepted or not, even though this is wrong information. Third, in implementation activities there are problems that occur during PPDB implementation, sites or systems that should be able to be monitored in real time by the public cannot be seen in real time because the providers used by the government are inadequate.

Furthermore, when viewed from the dimension of justice as stated by John Rawls (1973), the implementation of the zoning system still ignores the principle of justice. Like the principle of freedom in the implementation of this zoning system, it is still not implemented properly due to the desire of the general public to freely choose to enter public schools, their choices are limited due to the obstruction of the zoning system. Then the principle of difference, in practice, opportunities for those who are the most disadvantaged in terms of being economically incapable are still not accommodated in this zoning system because the distance from where they live to a school is quite far, while attending private schools is quite expensive. Finally, the principle of equality, in its implementation the school distribution facilities have not been evenly distributed, it is evident from some students who cannot attend school in their sub-districts because in the city of Bandung there are still 12 sub-districts that do not yet have a State Senior High School so that choosing another school in another sub-district has a very small chance.

The implementation of policies on the zoning system in PPDB at the Senior High School level in Bandung City will run well if the government in carrying out a policy that has been made pays attention to the main activities such as organization, interpretation and implementation. And it can be said to fulfill children's rights in the field of education fairly if they apply the principle of freedom, the principle of difference, as well as the principle of equality.

Based on empirical phenomena, the purpose of this study is to determine the implementation of the Zoning System policy in New Student Admissions in Bandung City at the high school level (SMA) and to see how the implementation of the policy is implemented at the high school level in Bandung, West Java.

## **Literature Review**

### **Policy Implementation**

Implementation or implementation or execution is simply defined as doing a job or getting it done (Muchlis, 2014). In his book Jones and Baird (1996) said that implementation or implementation is a process in getting additional resources so that it can measure what has been employed. Jones and Baird (1996) further said that implementation is an activity that is intended to operate a program. According to Grindle (2017), policy implementation is not only concerned with the mechanism of elaborating political decisions into routine procedures through bureaucratic channels, but more than that, it involves issues of conflict, decisions and who gets what from a policy (Wahab, 2005).

### Policy Implementation Model

Jones and Baird (1996) suggests about policy implementation, namely: Implementation is a series of activities or activities to carry out a program that is intended to cause certain consequences, where policy implementation consists of three (3) very important main activities, namely organization (organization) implementing policies that include the formation or realignment of resources, units and methods to make the program work. Then the interpretation (interpretation) of policy implementers, namely the activities of implementing policies that interpret so that the program becomes an appropriate plan and arrangement that can be accepted and implemented. Finally, application (application) by policy implementers which includes routine provisions of services, payments, or others that are tailored to the objectives and program duality of predetermined public policies. Here's a look at Jones and Baird (1996)' activities in more detail:

a. *Organization*

In the success of policy implementation, according to Jones, there must be an organization or institution that implements it. Organizing is an effort to determine and rearrange resources, units, and methods that lead to efforts to realize policies into outcomes in accordance with the goals and objectives of the policy. The organization is a unit of people who do work within the scope of administration.

b. *Interpretation*

Interpretation is an activity to explain the substance of a policy in an easily understood language so that it can be implemented and accepted by policy actors and targets. This policy interpretation activity does not merely describe a policy that is still abstract into operational policies but is also followed by policy socialization activities so that the entire community (stakeholders) can know and understand what the directions, goals and objectives of the policy are.

c. *Application*

Application is an activity of providing services on a regular basis, payment or otherwise in accordance with the objectives and means of existing policies (Jones & Baird, 1996).

### Education Service

To improve and develop the quality of human resources requires good educational services. In terms of service, it is often related to service elements, so that service is often referred to as a service. Kotler defines service as any action or performance that one party can offer to another that is essentially intangible and does not result in the ownership of anything. Meanwhile, according to Zeithaml and Bitner (2010) is the service as deeds (actions, procedures, activities); processes, and intangible performance (Zeithaml & Bitner, 2010). Education is the process of humanizing human beings and a process that must be carried out, both institutionalized and non-institutional, which later involves physical and non-physical aspects and requires infrastructure and skills or skills. Education as a service product is a form of service that is intangible but can still meet the needs of consumers who are processed using or not using physical products where the process that occurs is an interaction between service providers and service users that has a nature that does not result in the transfer of rights or ownership. So that educational services or services are all activities related to education that prioritize service in the process.

There are several previous studies regarding the zoning system in Indonesia as follows. National policy agendas have dominated organizational research in higher education (Fumasoli & Stensaker, 2013). As for the benefits of accepting new students, the real-time online system increases public trust and increases the effectiveness of the implementation of new student admissions (Imam Ardhi, 2015). However, the lack of socialization by policy organizers causes it to not lead to a comprehensive understanding of the community (Sabrina & Ishak, 2020). Research by Safitri & Yusran (2021) states that the implementation of the PPDB zoning policy in Padang City has experienced various problems, thus encouraging the emergence of pros and cons. The zoning has not been carried out evenly and there has been a decline in the quality of schools (Junaedy et al., 2021). But the implementation of the zoning system policy guarantees the availability of a quality workforce (Mashudi, 2019).

Based on the above explanation, many studies discuss the implementation of public policies in the field of education, but of course each researcher has a different focus. The focus of this research is how the implementation of policies related to the zoning system on PPDB in Bandung City which is considered to still cause inequality in rights in obtaining school rights to a higher level, especially in public schools in Bandung City. The zoning system is considered detrimental to potential students whose domicile is far from the destination school or the domicile of prospective students who do not have public schools in the area.

## RESEARCH METHODS

The research method used in this research is descriptive research method with a qualitative approach. Respondents in this study were the Head of the Regional VII Education Office Branch (Bandung City and Cimahi City) as part of the West Java Provincial Education Office, Members of Commission V DPRD West Java Province, Public Relations Management of Information and Documentation PPDB Bandung City and parents of prospective students who took part PPDB in Bandung City. This study also uses primary data and secondary data obtained through library research techniques, field studies in the form of interviews and observations, the informant determination technique used is purposive technique. The results of this study were analyzed using the Miles and Huberman model.

## RESULTS AND DISCUSSIONS

Based on the results of research and analysis that have been described in the previous chapter regarding the Implementation of Zoning-Based New Student Admission System Policies at the High School Level in Bandung City based on the Ministry of Education and Culture Regulation Number 51 of 2018 concerning Admission of New Students in Kindergarten, Elementary Schools, Junior High School, Senior High School, and Vocational High School in terms of organization, interpretation, and application as the theory used by Jones and Baird (1996) and the principle of freedom, the principle of difference, the principle of fair equality of opportunity as the theory used by John Rawls (1973) as a framework analysis.

*First*, The issuance of regulations regarding zoning-based PPDB by the Ministry of Education and Culture as stated in the Ministry of Education and Culture Regulation Number 51 of 2018 concerning Admission of New Students in Kindergartens, Elementary Schools, Junior High Schools, Senior High Schools, and Vocational High Schools as a substitute previous regulation Regulation of the Ministry of Education and Culture Number 14 of 2018 concerning Admission of New Students to Kindergarten, Elementary School, Junior High School, Senior High School, or Other Equivalent Forms is one of the efforts made by the government to address inequality in education. It is hoped that with this zoning system, the government can carry out

comprehensive reforms so that all schools are of equal quality and eliminate the gap between schools that are considered favorite and non-favorite.

*Second*, the implementation of the zoning-based PPDB system policy in ensuring the protection of education rights at the Bandung City High School level in terms of organization in terms of the state of human resources working in the implementation of PPDB starting from the West Java Provincial Education Office level to the technical implementing committee and other parties. - other parties involved in implementing this policy, available units, and methods used. In terms of human resources, program implementers in this policy have been adequate in terms of quality and quantity. Likewise, budget resources and facilities and infrastructure resources are claimed to be sufficient to support the implementation of the zoning-based PPDB. In terms of units or availability of public high schools in the city of Bandung, there are still empty zones without schools in several sub-districts in the city of Bandung that do not have public high schools, both SMA and SMK. This is because the regulations issued by the Ministry of Education and Culture are binding, which then forces PPDB in West Java Province, especially Bandung City, to continue implementing a zoning-based PPDB policy even though the situation of school units is not adequate. Methodically, the government uses a computerized method or website in registering or selecting prospective new students. Thus, the organization of PPDB based on zoning at the Bandung City High School level in 2019 is in accordance with Jones and Baird (1996) theory.

*Third*, the implementation of the zoning-based PPDB system policy at the Bandung City Senior High School level in terms of interpretation, that the government apparatus has understood the aims, directions, goals, and objectives of implementing this zoning-based PPDB policy even though it cannot fully interpret the zoning-based PPDB policy then the government apparatus is still not good at conducting socialization which is proven that the public does not get the appropriate information. This is due to the government's error, which is accustomed to issuing urgent policies, which are very close to the implementation of these policies. So it is difficult for field technical implementers to inform the product of the policy in sufficient time. Then the government apparatus also does not use social media as one of the platforms used by the community today. So, in theory this interpretation has less effect on the implementation of the policy.

*Fourth*, the implementation of the zoning-based PPDB system policy at the Bandung City High School level in terms of application, that PPDB has been implemented in accordance with the applicable directions, goals, and targets which are then proven by the filling of every seat in public schools. However, there is still resistance from the community because people think that the zoning-based PPDB seems forced to be implemented in the city of Bandung when public high schools are not evenly distributed.

*Fifth*, the implementation of the zoning-based PPDB system policy at the Bandung City Senior High School level in terms of the principle of freedom, the government has tried to be fair in determining the PPDB registration path by providing several route options according to the community's needs, but this percentage is considered minimal when compared to the percentage of PPDB based zoning quota.

*Sixth*, the implementation of the zoning-based PPDB system policy at the Bandung City Senior High School level in terms of the principle of difference, the government has accommodated those who are most economically disadvantaged by presenting the economically disadvantaged family route (KETM) even though the percentage quota is relatively low.

And the last, the implementation of the zoning-based PPDB system policy at the Bandung City Senior High School level in terms of the principle of fair equality of opportunity, the policy is set



in the condition that some areas in Bandung City still do not have public high schools, so that in this principle the government cannot fulfill the principle of justice. because there are still prospective new students who do not have the same opportunities as other students who live close to the intended school.

## CONCLUSIONS

Based on the results of the research conducted, it can be concluded that: *First*, the implementation of the zoning-based PPDB system policy in ensuring the protection of education rights at the Bandung City High School level in terms of organization in terms of the state of human resources working in the implementation of PPDB starting from the level of the West Java Provincial Education Office to the technical implementing committee and other parties. others related to implementing this policy, the units available, and the methods used. In terms of human resources, program implementers in this policy have been adequate in terms of quality and quantity. Likewise, budget resources and facilities and infrastructure resources are claimed to be sufficient to support the implementation of the zoning-based PPDB. *Second*, the implementation of the zoning-based PPDB system policy at the Bandung City Senior High School level in terms of interpretation, that the government apparatus has understood the aims, directions, goals, and objectives of implementing this zoning-based PPDB policy even though it cannot interpret the zoning-based PPDB policy in its entirety then the apparatus the government is still not good at conducting socialization which is proven that the public does not get the appropriate information. And third, the implementation of the zoning-based PPDB system policy at the Bandung City High School level, in terms of application, that PPDB has been implemented in accordance with the applicable directions, goals, and targets which are then proven by the filling of every seat in public schools. However, there is still resistance from the community because people think that the zoning-based PPDB seems forced to be implemented in the city of Bandung when public high schools are not evenly distributed.

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