

## IMPLEMENTATION OF ADMISSION POLICY FOR NEW STUDENTS WITH ZONATION SYSTEMS IN INDONESIA

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### **ABSTRACT**

*The purpose of this study was to analyze the implementation of zoning system policies in new student registration (PPDB) in Indonesia with qualitative methods. The Ministry of Education and Culture of the Republic of Indonesia has implemented the PPDB rules with a zoning system in 2018. The aim of the zoning system is to ensure access to education services for students, to bring the school environment closer to the family environment, eliminate exclusivity and discrimination in schools, especially schools general, help analyze the calculation of teacher needs and distribution. The implementation of new student admission policies with the zoning system in Indonesia is still generally running well but has not been effective. Therefore it is necessary to evaluate for future improvement so that the acceptance of new students can run well in accordance with its objectives.*

**KEYWORDS:** *Education Policy, Zoning System, Student Recruitment*

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### **INTRODUCTION**

New student admission that is familiar with the PPDB acronym is an annual routine activity which is the selection stage for new student candidates organized by the School level committee under the supervision and coordination of the Education Office. PPDB is the acceptance of students for the kindergarten, elementary and junior high school levels held at the beginning of the new school year. PPDB for junior high school is done online, the priority is children aged 12–15 years. Selection is done through a zoning system. Through this zoning system, it is expected that all citizens can get an education that is located close to their place of residence (Purwandi, et al., 2019).

The zoning system is a new student acceptance system that is implemented by determining the zone radius by each local government and the School is required to accept prospective students who live in the radius of the nearest zone with a certain percentage of the total number of students to be accepted. The zoning system which is a recommendation from the Ombudsman of the Republic of Indonesia in 2016 to the Ministry of Education and Culture, Ministry of Home Affairs, and Ministry of Religion was then carried out by the Minister of Education and Culture with the aim of eliminating the favorite and non-favorite school titles in order to create even distribution of quality education in all schools in Indonesia.

The Ministry of Education and Culture of the Republic of Indonesia applies a valid zoning system for every school from elementary school to secondary/vocational school. This education system is the same as getting an education for school-age students. PDB's income system is no longer based on academic achievement but is based on

the distance of student residence with school (zoning). Students in certain school zones must be accepted, may not be rejected. So, the PPDB zoning regulations make students get the closest education services from their homes or residences. The Ministry of Education and Culture hopes that there will be no more school schools, no favourite schools and suburban schools, all schools are the same (Dewi&Septiana, 2018).

The PPDB zoning system policy in Indonesia carries the objective, transparent, accountable and fair principle. Through the government zoning system, it is hoped that all citizens can get education services that are located close to their homes, so that they save more time, save more on transportation costs, condition students more fit, reduce congestion, and create even distribution of education.

According to the advantages of this zoning system, education is more equitable, more time-saving because of close schooling, more efficient transportation costs, more fit condition of students, and reducing congestion. However, in its implementation, the PPDB zoning system policy in Indonesia has always reaped conflict and protests from people who feel disadvantaged, both the people who register their children and the education providers. In addition, the zoning system is also prone to fraud because many people make fake identities.

Research on New Student Admission policies zoning systems have been carried out by many previous researchers (such as, Sofiatno, 2015; Setiawan, 2017; Dewi&Septiana, 2018; Sularto, et al., 2018; Lestari & Rosdiana, 2018; Purwandi, et al., 2019), but previous studies the research area is only limited to the Regency / City area, while this study takes a broader locus, namely Indonesia.

This study aims to analyze the implementation of zoning system policies in new student registration (PPDB) in Indonesia. The focus of this study uses Van Metter and Van Horn theory with indicators of the size and objectives of policies, resources, characteristics of implementing agents, attitudes/dispositions of implementers, communication between organizations and implementing activities, economic, social, and political environments.

## **LITERATURE REVIEW**

In the public policy process, policy implementation is something important, even more, important than policymaking (Wahab, 1991). Policy implementation is a bridge that connects policy formulations with expected policy outcomes. Presman and Wildavsky (in Wahab, 2012) interpret the implementation of policies as "to carry out, accomplish, fulfil, produce, complete". Whereas Van Meter and Van Horn (1975), interpret the implementation of policy as "Those actions by the public a private individual (or groups) that are at the achievement of objectives set of the fort in prior policy decisions".

According to Anderson (1979), 4 aspects that need to be studied in policy implementation, namely: 1) who implements, 2) the nature of the administrative process, 3) compliance, and 4) the impact of implementing the policy. Meanwhile, according to Ripley & Franklin (1986), there are two things that are the focus of attention in implementation, namely compliance and what's happening? Compliance refers to whether the implementor complies with established procedures or standard rules. While for "what happens" questions how the implementation process is carried out, what obstacles arise, what is achieved, why and so on.

To see the success of the implementation, there are several implementation models, including the model developed by Mazmanian and Sabatier which states that policy implementation is a function of three variables, namely 1) Characteristics of the problem, 2) The structure of program management reflected in various types of regulations that operationalize policies, 3) Factors outside the regulations (Wibowa, et al., 1994). The characteristics of the problem related

to the ease with which the problem to be addressed are controlled. The easier a problem is handled and controlled, the more effective it will be in implementing its implementation. The program management structure is reflected in the ability of policy decisions to precisely structure the implementation process.

Meanwhile, many variables outside the regulations that affect the implementation process include: 1) Social, economic and technological conditions, 2) Public support, 3) Attitudes and resources owned by groups, 4) Support from superior officials, 5) Commitment and leadership capabilities of executive officers. This Sabatier and Mazmanian thinking assumes that implementation will be effective if the implementing bureaucracy adheres to what has been outlined by the regulations (implementation instructions, technical instructions). Therefore this model is called a top-down.

Meanwhile Van Horn and Van Meter (1975), with the model formulating a number of factors that influence policy performance are; 1) specific standards and targets that must be achieved by policy implementers, 2) availability of resources, both in the form of funds, technology, facilities and other infrastructure, 3) communication between good organizations, 4) characteristics of implementing bureaucracies, 5) social conditions, economics, and politics. According to Grindle (1980), implementation is determined by policy content and the context of its implementation. In this case, the contents of the policy include: 1) Interests affected by the policy, 2) Types of benefits to be generated, 3) Degree of desired change, 4) Position of policymakers, 5) Who is implementing the program, 6) Resources deployed.

The policy context includes 1) Power, interests and strategies of the actors involved, 2) Characteristics of institutions and authorities, 3) Compliance and implementing responsiveness. In this study, it does not try to identify the factors that influence the success of implementation, but rather refers to how the process takes place, whether it is in accordance with the rules of implementation, what results have been obtained during the implementation process, how the attitude of the implementer is used, how the resources are used for the implementation process. Thus the implementation evaluation is focused on evaluating the performance of the policy implementation process.

## **METHODS**

This research was conducted through a qualitative approach (Cresswell, 2010). The Qualitative research method is research carried out in natural conditions or natural settings (Sugiyono, 2014). Data collection for primary data source will rely on focus group discussion (FGD) and in-depth interview. Whilst for secondary data, the study will rely on a documentary analysis of official documents from government, NGOs, and mass media. After the data is collected, data analysis is done through interactive methods (Miles, Huberman, & Saldana, 2014).

## **RESULTS AND DISCUSSIONS**

### **Policy Size and Objectives**

The application of zoning is intended to eliminate educational discrimination so that the quality of education is able to be equated. In addition, it also makes it easier for prospective students to gain access to educational services. The implementation of PPDB in Indonesia has been carried out in accordance with the objectives of PPDB in the existing regulations. This can be seen from the registration of the opened lines. On the bidikmisi path and citizen partners as proof that PPDB aims to provide opportunities for students from disadvantaged families, achievement paths to attract new students who excel in both academic and non-academic fields, as well as inclusion pathways to provide opportunities for students with needs special.

Based on the objectives of the overall PPDB implementation both offline and online can be implemented. The implementation of PPDB in Indonesia has been carried out in an objective, transparent, accountable and non-discriminatory

manner. One form of objective implementation carried out by the school is by surveying the homes of prospective students who register through the bidikmisi path and citizen partners. Transparently seen from the registration of online paths where students register, monitor, and access PPDB announcements. The inclusion path also shows that the implementation of PPDB has been carried out objectively and is not discriminatory.

### **Resource**

In the analysis of this study, human resources in implementing PPDB, there was a PPDB committee formed. The PPDB committee is also assisted by several teachers. They are assigned according to their respective roles. Starting from the planning, implementation and supervision of PPDB registration activities. In addition, there are other parties who are also involved, namely prospective students and parents or guardians of students, where prospective participants and parents or guardians of these students are the targets of the PPDB implementation policy. Apart from human resources, there are also non-human resources, namely financial resources and time. In the implementation of PPDB in Indonesia, there is no charge whatsoever. But related to all the needs related to the implementation of PPDB have been borne by the school. Both in the form of financial resources and other facilities.

The funds used in implementing PPDB come from school operational funds. The complete equipment related to implementation such as the provision of facilities and facilities such as computers is all provided by the school. In addition, to get a PIN, student can ask for the destination school or another and the District and City Education Office. While in terms of time, the implementation of PPDB is in accordance with the predetermined schedule. However, because there was the opening of PPDB stage 2, the schedule for PPDB stage 2 was conditional. In addition, the lack of time to conduct zoning related socialization is also quite short.

### **Characteristics of Implementing Agents**

In implementing the New Student Admission (PPDB) a special team was formed, namely the PPDB Committee. Where each member in the PPDB committee has been divided into carrying out their respective duties, both in the implementation of offline and online PPDB. Implementation of tasks is also adjusted to the expertise of someone in their field. Not only the parties in the school but also there are other parties, namely from the District and City Education Service who communicate and coordinate well in implementing PPDB. As an executing agent performs according to their duties and functions and complies with the rules and supports the existence provisions in the implementation of all of PPDB.

### **Attitudes / Trends of Executors**

In this study, all implementing agencies have performed their duties well in accordance with the general provisions set out in the implementation of PPDB. All attitudes of implementing agencies both branches of the education office and the school have shown a positive attitude by adhering to the implementation of PPDB. As an executing agent, it also forms responsibility for each task performed. However, not all parties showed a positive response related to the implementation of PPDB especially with the existence of this zoning system. Namely from prospective students and also guardians of students who do not support the existence of this system. They feel that there are restrictions on the freedom to choose the desired school. In addition, due to policy changes related to the implementation of the zoning system in PPDB.

### **Inter-Organization Communication and Implementing Activists**

In this study, involving many parties in the implementation of PPDB namely the school, provincial education offices, district and city education offices and prospective students and parents or student guardians. In general, in communicating related to the implementation of PPDB there are no significant obstacles, only there may be small

technical problems. All matters related to the implementation of PPDB can be communicated and coordinated properly. Starting from socialization, preparation, implementation of PPDB, monitoring to the reporting of PPDB final results as a form of accountability to the Provincial Education office. This can be seen from the precise and rapid coordination carried out by the school, the District and City Education offices and the Provincial Education Office regarding the lack of ceilings. Related to socialization, even though the provincial education office and the district education office in the city have socialized to schools, this also needs support from the school.

### **Economic, Social and Political Environment**

Prospective students are exempt from all registration fees. In addition, related to the zoning and lane systems in the implementation of PPDB also provide economic influence. In the implementation of PPDB, there is a path that benefits prospective students classified as economically disadvantaged. Coupled with the zoning system which will make it easier for students and parents to save on accommodation costs for schools. With the implementation of the zoning system in the implementation of PPDB, it is expected to be able to provide a positive economic impact for students and parents or student guardians.

Whereas from a social standpoint it can be influenced by responses or responses from the community, especially parents or guardians of students. Although the implementing party has done its job, not for the target group. Not all parents or guardians respond positively to the implementation of PPDB because of the implementation of the zoning system. While in terms of politics it needs to be a concern and also influence in the implementation of this PPDB. However, related to the zoning system policy in the implementation of PPDB, it was felt that it was in a hurry to confuse parents or guardians of students. In addition, it also makes parents or guardians such students not ready to accept this policy.

### **CONCLUSIONS**

Based on the results of the study, it is known that the implementation of the Zonation System for New Student Admission (PPDB) in Indonesia uses the theory of Van Metter and Van Horn, which have six variables that influence the success carried out. In general, the implementation of PPDB in Indonesia has been going well, however, there are problems related to the zoning system in implementing PPDB. In the variable size and policy objectives, the implementation of PPDB has achieved its objectives and carried out well and running smoothly. PPDB is carried out in an objective, transparent, accountable and non-discriminatory manner. This can be seen from the implementation of PPDB in accordance with the applicable rules and regulations. Although it had experienced a system change in PPDB, the overall implementation could be done well.

In the resource variable, namely, human resources have involved many parties to carry out their respective duties. Regarding financial resources, the budget used for the implementation of PPDB is the budget that comes from the school. All forms of funding both cash and other forms are borne by the school. The school has provided facilities and facilities needed in implementing PPDB such as computers and admin staff to help accompany prospective students to register. For time resources in implementing PPDB activities have been carried out according to a predetermined schedule. However, the lack of time spent on socialization regarding the zoning system will affect the readiness of the target group, namely prospective students and guardians of students. For the characteristic variables, the implementing agent for the school and the education office branch has also obeyed the rules, supported and carried out all the provisions in the implementation of PPDB.

While for the attitude/disposition variable, the implementers both from the school and the Education office are all responsible for each task carried out. Although from the student and community side, parents or guardians of students did not fully support the policy in implementing PPDB this year related to the zoning system. As for the communication variables between organizations and implementing activists, the implementation of PPDB has no obstacles in communicating and coordinating with the implementing parties involved, including the Provincial Education Office, District and City Education Offices, schools. However, it is necessary to maximize the dissemination of PPDB through junior high school.

In the variable economic, social and political conditions in the implementation of PPDB this year there are obstacles in the implementation of PPDB. Economically, there are no obstacles or effects, but the implementation of PPDB this year has a positive impact on the community. But there needs to be special attention in terms of social and political aspects. On the social side, it is influenced by the community response, namely parents or guardians of students who are less supportive of the zoning system in implementing PPDB this year. Whereas for politics that is related to the zoning system policy in implementing PPDB that is uncertain or volatile. In addition, the policy for implementing the PPDB related to zoning was also felt to be too rushed, making parents or guardians such students not ready to accept this policy.

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