

# Analysis of Zoning System Implementation Policies in The Admission of New Students of Junior High School in Sukabumi City

R. Niske Dewintania<sup>1\*)</sup>, Ike Rachmawati<sup>2)</sup>, Unin Nibi Saputra<sup>3)</sup>, Alhidayatullah<sup>4</sup>

<sup>1,2,3)</sup> Muhammadiyah Sukabumi University, Sukabumi, Indonesia

<sup>\*)</sup>Corresponding Author: [riandaniske17@gmail.com](mailto:riandaniske17@gmail.com)

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**Abstract.** The admission of the new students (PPDB) zoning system start to be enforced in Indonesia through the Regulation of the Minister of Education and Culture (Permendikbud) No. 17 of 2017. This policy applies to all City and Regency Education Offices in Indonesia. The policy applies in Sukabumi City in 2018 due to the readiness of human resources, infrastructure, and financial resources owned by Sukabumi City. The purpose of this study is to find out how the implementation of the zoning system policy in accepting new students, as well as the inhibiting factors in achieving the objectives of the new student admission policy in junior high schools in Sukabumi City. The research was conducted to analyze the implementation of the PPDB zoning system in Sukabumi City using qualitative methods with the analysis technique of the Miles and Huberman models to compare with the theory originating from Van Meter and Van Horn. The results showed that Sukabumi City had implemented a zoning system to the variables in the Van Meter and Van Horn theories. There are several goals had not been achieved, namely removing the favorite school label, reducing dropout rates, increasing the net enrollment rate index, bringing parents and children closer together, and evaluating the distribution of schools in Sukabumi City. The goal has not been achieved because of the lack of bureaucratic commitment and fragmentation in the form of pressure from outside the bureaucratic unit.

**Keywords:** Admission of New Students, Policy implementation, Zoning System

## I. INTRODUCTION

Accepting new students is a school activity in finding and setting criteria for prospective students to be accepted at a school. This activity is vital in the stages of student management activities because this activity determines whether the school will get the number of students in the class according to standards, as well as whether students who are accepted have sufficient initial skills to learn and measure the extent to which students who are accepted have ready to learn, both physically and mentally [1], [2].

The zoning system is part of the accelerated implementation of character education strengthening programs as contained in the priority programs of the Jokowi and Jusuf Kalla governments. Minister of Education, Muhajir Effendi said that the education zoning policy was a series of previous educational policy processes, namely the school committee policy and the Strengthening of Character Education (SCE) had been rolled out since 2016. Some of the main character values of the SCE Movement were religion, nationalism, integrity, independence, and cooperation which each of them does not stand and develop independently but interacts with one another to form personal entirely [3], [4].

The link between educational zoning and strengthening character education can be traced, one of which is when the school is close to where students live, they can walk to school in the process of walking to school, students learn ethics as citizens, courtesy, care for the environment, and various activities related to character and moral education [5], [6]. Zoning also encourages synergy between schools, namely teachers, parents, and the surrounding environment or community [7], [8].

The admission of the new student zoning system was first established in 2017 based on Permendikbud No. 17 of 2017 by the Minister of Education, Muhadjir Effendi, and refined in Permendikbud No. 14 of 2018. In this system, schools organized by the government are required to accept at least 90 percent of the total number of participants accepted for prospective students who live in the nearest radius. It means that the priority for admitting new students is the distance from home to school, not the scores on report cards and national exams [9]. In other words, the zoning system allows students to choose schools near their homes so students do not need to go far from their environment to get an education [10], [11].

The Minister of Education and Culture, Nadiem Makarim did not abolish the 2019 PPDB zoning system in accordance with Permendikbud No. 44 of 2019. It continues until the last PPDB is held in 2021 as in detail in Permendikbud No. 1 of 2021. The government's objective of the zoning system is equity and improving the quality of education. It is stated in Permendikbud No. 17 of 2017 article 2 states that "PPDB aims to ensure that the acceptance of new students runs objectively, accountably, transparently, and without discrimination to encourage increased access to education services [12], [13]. These are as follows

equal education quality, eliminating the disparity of favorite and non-favorite schools, policies to address the challenge of dropping out of school, saving family financial resources, helping with the analysis of the calculation of the needs and distribution of schools, encouraging the creativity of educators in learning with heterogeneous student conditions, and increasing net enrollment rate index [14], [15].

However, the implementation of the well-planned system is not as smooth as expected. The implementation of the PPDB zoning system does not appear to have been accompanied by a specific mapping of problems, mitigating things that might occur, and possible solutions. A system that will be implemented needs to be studied for its positive and negative impacts on educational institutions and the community [16], [17]. So there is a tolerance point from both parties to allow for an understanding to occur so the policies that were originally considered good turn out to have many drawbacks, including the teacher's teaching load is getting bigger, government schools are not evenly distributed, students whose domiciles far away do not have access, private schools lose prospective students, the more widespread falsification of data, error data input distance between home and school [18].

In the implementation of the zoning system in Sukabumi City, chaos occurs almost every year, one of which is regarding the 2019 news regarding the Complicated Year's PPDB List for Sukabumi City, requiring the legalization of family cards, as released on the kumparan.com website. News about private schools in the city of Sukabumi with a minimum number of students was also published in the news entitled "Again, Private Schools in Sukabumi City Lack Interest, Students **"Genimpression Demon"**" on RadarSukabumi. com, 2022. The unequal distribution of schools is also found in PPDB in the city of Sukabumi in RMOL Jabar, 2019 "Zoning System in Sukabumi City Still Constrained by Uneven Schools.

Seeing the things mentioned above, it can be seen that Sukabumi City also has problems in implementing the PPDB zoning system. There is a deviation between the goals and the impact of the PPDB zoning system. The extent to which PPDB zoning is implemented in the city of Sukabumi and the factors that are inhibiting the achievement of the objectives of the zoning policy on Junior High School New Student Admissions in Sukabumi City are topics studied by the author. The purpose of this research is to find out how the zoning system policy is implemented on Junior High School New Student Admissions in Sukabumi City and to find out the factors are hindering the achievement of the goals of the new junior high school admissions policy in Sukabumi City.

## II. METHODS

**Material.** The concept of implementation is a vital stage that takes a position in the policy process, especially after the formal legal discourse. The stages of implementation as a process for realizing policy objectives are often called the critical stage. Laws, statutes, or other forms of legal products are deemed to have been completed, thus implementation is placed as the following activity to enact laws or statutory provisions.

Van Meter and Van Horn (1975) said the implementation process as "those actions by public or private individuals or groups that are directed at the achievement of objective set forth in prior policy decision". Several implementation theories were acquired from the application of the bottom-up and top-down approaches. The top-down model was accomplished by two experts, Donald van Meter and Carl van Horn. Their model is called a model of the policy implementation process. Several independent variables are found in the implementation theory of Van Meter and Van Horn standards or measures and policy objectives, policy sources, characteristics or characteristics of the implementing agency or agency, communication between related organizations and implementation activities, the attitude of executors, the social, economic and political environment.

**Methods.** The method used in this study is a qualitative method with data collection techniques using the Snowball sampling model using observation, interviews, and documentation studies. The sample consists of essential informants, primary informants, and supporting informants. The data analysis technique used is the Miles and Huberman model consists of data collection, data reduction, data presentation, and conclusion. Triangulation techniques and sources are used to test the validity of the data [19].

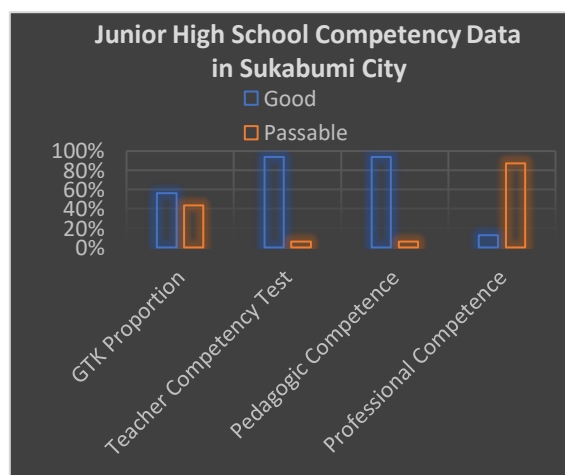
## III. RESULTS AND DISCUSSION

The data obtained based on the results of research on implementation variables are as follows:

### 1. Standards and aims of policy /measurement and purpose of the policy

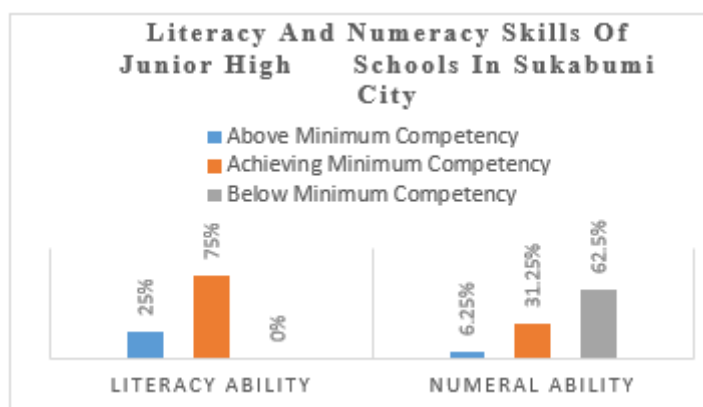
Based on data obtained by interviews and data related to understanding the purpose of the zoning system, it was found that all of the informants stated that they understood the intention of the zoning system because having PPDB in Sukabumi city had clear technical guidelines.

The first policy objective is to equalize the quality of education, which can be seen from graphic one on the quality of junior high school education in Sukabumi City based on the figure below, showing the results of the teacher competency test scores in Sukabumi City are well above 90% but need to improve teacher professional competence by developing skills through training.



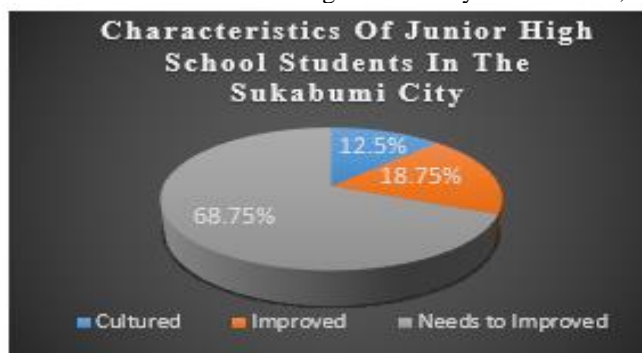
**Graph 1.** Junior High School Competency Data in Sukabumi City

Meanwhile, we can see the quality of students from the graphic below:



**Graph 2.** Literacy and numeracy skills of Junior High schools in Sukabumi City

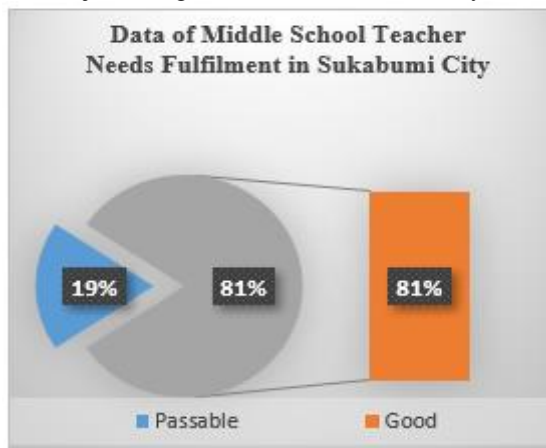
For the literacy skills of students, most schools in Sukabumi City can achieve the minimum competency of 75%, while the 25% remaining achieving minimum competency is only 25%. Meanwhile, for numeracy skills 6.25% of schools in Sukabumi City are above the minimum competency, 31.25% have achieved the minimum competency, and 62.5% of schools are still below the minimum competency, so numeracy skills still need to be improved because the largest percentage is still below minimum competency. As for the character of students in each school in the 16 public schools that the researchers found from data on the quality report cards of dimension A schools throughout the City of Sukabumi, they are as follows:



**Graph 3.** Characteristics of Junior High School Students in the Sukabumi City

Based on graphic 3, of the 16 state schools, there are 12% of schools are already cultured, 19% are already at the developing stage, and 69% are at the stage that needs to be improved. It means that approximately 11 schools still need to

develop the character values of their students so that the government, especially the Sukabumi City education office, needs to improve coaching so that the character values of junior high schools in Sukabumi City are at least in the developing phase.



**Graph 4.** Data of Middle School Teacher Needs Fulfilment in Sukabumi City

Data on quality report cards for junior high schools throughout Sukabumi City in dimension C also obtained data on fulfilling teacher needs in graphic 4 can be seen as follows:

The above shows that the data on meeting teacher needs at 81% is in a good category, it meaning that the needs of teachers in schools are fulfilled. The second objective of the zoning system is to remove the favorite school label. From the interviews and data obtained, the distribution of the number of junior high school enrollees in Sukabumi City was still uneven. It's caused by the community's stigma about favorite schools that are hard to erase. Also, due to the lack of access to public transportation public schools had a shortage of registrants.

The third objective is to reduce the dropout rate and increase the net enrollment rate. Based on the interviews and several data, it was found that the zoning system was unable to reduce the dropout rate and increase the net enrollment rate index. As in the following table.

**Table 1.** Number of dropping out students on 2022

No	Sub-district	Number of dropping out students
1	Gunung Puyuh	8 students
2	Cikole	2 students
3	Citamiang	5 students
4	Warudoyong	2 students
5	Baros	10 students
6	Lembur Situ	3 students
7	Cibeureum	2 students
<b>Total</b>		32 students

Source: Ministry of Education and Culture of Sukabumi City

Meanwhile, the data obtained from the Ministry of Education and Culture of Sukabumi City regarding the Net Enrollment Rate (NER) Index obtained the following data:

**Table 2.** Data on the Net Enrollment Rate Index of the Sukabumi City

No	Year	NPR Index
1	2017/2018	96,5 %
2	2018/2019	96,4%
3	2019/2020	81%
4	2020/2021	84,5%

Source: Ministry of Education and Culture of Sukabumi City

The fourth objective is to save family resources and improve communication between parents and children. From the results of the interview, it was founded that most agreed that the zoning system could reduce transportation costs, but 100% of informants said they did not agree that increased communication between parents and children was affected by the zoning system. The fifth objective is to analyze the distribution of schools to analyze the calculation of the needs and distribution of schools. Since it has been five years since PPDB activities, it turns out that the distribution of schools in Sukabumi City is still not evenly distributed. There are still several schools in one district. But there are also those in one sub-district there is only one school.

From this uneven distribution pattern, several schools have to throw away applicants, but several schools have a few applicants. Until today, the government has not issued regulations related to this matter, so several problems occur, namely schools with an excess number of students and schools with a shortage of students.

And the last objective is to increase teacher creativity in learning activities. From the results of interviews with some principals and teachers, the zoning system can increase the creativity of educators in learning activities.

## **2. Policy Resources**

The resources referred to in this case are human resources, infrastructure, and financial resources. From several sources of information about the quality and quantity of PPDB zoning policies in Sukabumi City, the human resources owned by the education office are sufficient to support this activity. Operators are supported by regular training for both technical and non-technical training in the field. One of the training is the intermediary activity for operators of each junior high school in the Department of Education of Sukabumi City. The resources of facilities and infrastructure in PPDB activity are supported by the Department of Education of Sukabumi City server in collaboration with Education Quality Assurance Institute (LPMP) and PT Telkom Indonesia and applications from other companies. In addition, each school is equipped with an internet connection so that the online registration process is not a significant obstacle. The financial resources for 2020 to 2022 have seen a decrease in the budget. It's because the budget has been averted to handling Covid-19, but this does not mean that activities have stopped. There are several activities that cannot be carried out, such as technical guidance or operator training and roadshows to each sub-district.

## **3. Characteristics of Implementing Organizational Council**

The two main characteristics of the bureaucratic structure are standard operating procedures (SOP) and fragmentation. From the data obtained, there is a work program regarding the PPDB zoning system. The program was well-planned. While the SOP was developed in the form of Technical Instructions (Juknis) can be seen in Appendix 2.

## **4. The Stance of The Executors**

The stance of all executors towards the implementation of the zoning policy is adequate. This can be seen from the support provided by the executors of this zoning system policy including the implementers, namely the Department of Education of Sukabumi City, school principals, and school components. The data was obtained from interviews with the Head of Management and Curriculum Section of the Department of Education of Sukabumi City and several junior high school principals in Sukabumi City. All parties want a keen commitment between all components of the bureaucracy so all parties do not feel pressured and harm the community as the registrant.

## **5. Interorganizational Communications**

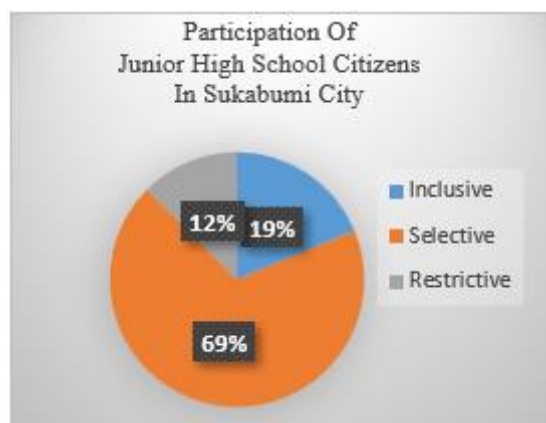
Communication is an essential issue in an organization, especially in implementing a policy. From the results of interviews with several informants, it is known that socialization has been carried out a lot both by the education office through regional radio and social media as well as by schools which are an extension of the Department of Education of Sukabumi City. Socialization and communication with the Sukabumi City Education Office use regional radio through RSPD FM, with a frequency of 93.1 MHz. Several social media portals are used by the Department of Education for communication of the PPDB zoning system socialization. Some of the social media owned by the Department of Education of Sukabumi City include: The school has made various efforts to socialize the PPDB zoning system. Either through social media or directly inviting parents to the school to hold discussions with the school committee to be addressed. as was done by SMPN 4 Sukabumi. Even a road show or direct visit was carried out by SMPN 16 Sukabumi to the elementary school in the zoning area.

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

The last thing that needs to be considered in assessing the performance of policy implementation is the role of the external environment in influencing the success of public policies. The non-conductive social, economic, and political environment can be a source of problems from the failure of policy implementation performance. Therefore, policy implementation efforts require a conducive external environment. From the results of interviews with several parents as representatives of the community, they agreed and supported this zoning policy, although some parents wanted to return to the testing system. However, most people say they agree more with the zoning system because, with the zoning system, the



opportunity to enter school is not only an opportunity for people from the upper-middle class who can pass the test with maximum results but for middle-lower class people who cannot join in additional tutoring to pass the test. From the data obtained by researchers from the Department of Education of Sukabumi City, the carrying capacity of parents based on report cards on the quality of education in junior high schools in Sukabumi City is as follows:



**Graph 5.** Participation in Junior High School Cizitzen in Sukabumi City

From the picture above, the carrying capacity of parents and students of Public Junior High Schools in Sukabumi City has a medium carrying capacity, which means that parents and students are smart enough and selective in supporting schools and communicating with schools. If something is not right, they do not believe the information directly. Meanwhile, there are very few of them do not support either fully support them.

#### IV. CONCLUSIONS

From the description of the research results and discussion, it concluded based on the implementation theory put forward by Van Meter and Van Horn about the variables in implementation and provided answers to the problem formulation, namely:

##### **Standards and aims of policy /measurement and purpose of the policy**

The standards, goals, and objectives of the PPDB zoning system policy can be well understood by all stakeholders and the community in Sukabumi City. After all, it is written in the PPDB technical guidelines (*juknis*) for the PPDB zoning system in Sukabumi City because it is to Van Meter and Van Horn's theory that understanding the general intent of a standard and policy objectives is essential. Implementors may fail in implementing the policy because they refuse or do not understand the purpose of the policy. However, several goals have not been achieved, namely eliminating the favorite school label, reducing dropout rates, increasing the NER index, and equitable distribution of schools.

##### **Policy Resources**

Policy resources in Sukabumi City are human resources, facilities & infrastructure resources, and financial resources that have been used properly in accordance with what was conveyed in the theory of Van Meter and Van Horn that the success of policy implementation is dependent on the ability to utilize available resources.

##### **Characteristics of Implementing Organizational Council**

The Department of Education of Sukabumi City already has an implementing agency that supports the PPDB zoning system policy and has democratic and persuasive implementers. As in the theory of Van Meter and Van Horn, a democratic and convincing implementing agency is needed. In addition, the scope or size of the area is an essential consideration in determining the policy-implementing agency. However, there is some fragmentation related to this problem that requires a solution in the future.

##### **The Stance of The Executors**

The stance of implementers of the zoning system PPDB policy in Sukabumi City fully supports this zoning system policy. All response elements accept this policy and have comprehensive knowledge describing this policy. As said in Van Meter and Van Horn's theory, three kinds of response elements may affect their ability and willingness to implement a policy, consist of First, cognition, comprehension, and understanding of the policy. Second, the direction of the comebacks whether to accept, neutral,

or reject. Third, the intensity of the policy. However, a strong commitment is still needed for implementers to support this policy.

### **Interorganizational Communications**

Socialization and communication of the PPDB zoning system policy in Sukabumi city has been well implemented covering all elements of the top-down policy. According to Van Meter and Van Horn's theory, public policy will be implemented effectively, if the objective standards are understood by implementers. Therefore, standards and objectives must be well communicated to implementers. If the clarity, consistency, and uniformity towards standard and policy objectives are not clear, it will be difficult to achieve the standards and policy objectives.

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

The implementation of the PPDB zoning system in Sukabumi City has received full support from the community both socially, economically, and politically to create a conducive environment. According to theory, the last thing that needs to be considered in assessing the performance of policy implementation is the extent to which the external environment contributes to the success of public policies. Because according to Van Meter and Van Horn's theory, an unconducive social, economic, and political environment can be a source of problems from the failure of policy implementation performance.

To answer the second objective, based on data and the results of in-depth interviews. Things related to the Van Meter and Van Horn variables above are the inhibiting factors for achieving the goals of the new junior high school admissions policy in Sukabumi City, namely:

1. It is still difficult to eliminate the stigma of favorite schools in the community, so it is tough to change people's views about favorite schools.
2. Compulsory education awareness in underprivileged communities is still low so some students still dropping out of school and the NER index value is decreasing in Sukabumi City.
3. Transportation access to all schools in Sukabumi City is unequally distributed so the number of Junior High School applicants in Sukabumi City is unequally distributed.
4. The uneven distribution of schools in the sub-districts in Sukabumi City resulted in several problems related to the advantages and disadvantages of students in Junior High Schools of Sukabumi City.
5. There is fragmentation or external pressure on bureaucratic units, such as legislative committees, influential groups, executive governments, and the Constitution worker. This causes many students to enter schools that are outside their zoning.
6. The lack of keen commitment among policy implementers causes turmoil and jealousy in society because they feel they are being treated unfairly.

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