

## **IMPLEMENTATION OF SCHOOL ZONATION SYSTEM POLICY (Study on the Problematics of New Student Admission Systems in Blitar City)**

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**ABSTRACT** This study is to know the response of the Blitar city community in the problematic of the new student admission system known as the zoning system. The zoning system policy has been implemented in Blitar city by providing 75% opportunity for prospective students in the school zone, about 25% is taken based on grades and 5% for special ways such as following the duties of parents as state officials. The problem in this research is related to the implementation of the school zoning system policy in Blitar city which has the aim so that researchers know the implementation of what has been done by the school by implementing the zoning system policy in Blitar city. This type of research is qualitative research conducted at SMPN in Blitar city. The process of collecting data in this study uses several alternatives including interviews, documentation and observation. The types of data used in this study are primary and secondary data. The results of the study mentioned that some people are still unfamiliar with the system being treated by the zoning system. The existence of pros and contract implementation because because students who have achievement being able to study only have 25% chance entering to the favourite school.

**Key words :** Implementation, Policy, New Student Admission System

### **INTRODUCTION**

According to H.A.R Tilaar, (2003: 3), as an Indonesian, education is the right of all nations in accordance with the 1945 Constitution, namely the government is obliged to fulfill the rights of its citizens in obtaining education to determine the quality of life in future. Developments in the world of education are needed because education is a very strong foundation to achieve the nation's progress and as a provision in facing the times in each process. .

Actually, education in Indonesia has become a special concern to see how equality access can be enjoyed by all citizens in Indonesia. There are two aspects that need to be considered in the process of equity in the field of education. First, the equality of opportunity in obtaining education that is access to education can be enjoyed by all Indonesian people who have school age periode. Second, justice to receive the same education in society, it means education can be accessed by inter-ethnic groups, religions and groups in a same ways.

In the implementation of education mapping can be seen that in big cities educational facilities and infrastructure are very advanced, whereas in villages and certain regions of Eastern Indonesia is inversely proportional, there are still many school facilities that use modest facilities and lack of teaching staff, even though facilities and infrastructure is one of the important and main resources in supporting the learning process in schools, with a good management of school facilities and infrastructure can improve the quality of education. Actually this problem does not only occur in villages, even in urban areas still find the unequal education system, although in different cases for example school-age children who are at a weak economic level cannot receive education because they have to work to help their parents, even if their school will go to the usual schools with the quality of teachers and simple facilities and infrastructure, in contrast to children who are economically capable, they can take lessons and finally they continue to favourite schools. From some problems above, it needs to increase educational equity especially those targeted at underprivileged communities and remote communities. Despite the fact that the government program continues to roll out from a program that began in 1984 on equalizing elementary school education, then in 1994 nine-year compulsory education which was a continuation of the 6-year compulsory education program (HAR Tilaar, 2000: 15), after that continued to funding School Operational Assistance (BOS) and others (Minister of National Education Regulation No.37 of 2011).

Continuing the government's efforts to accelerate the distribution of education is the determination of the zoning system stated in Permendikbud Number 14 in 2018, namely the New Students Admission (PPDB) which emphasizes the distance or radius between the student's home and

the school, so who is closer to the school he is more entitled to get educational services from the school. The aim is to speed up and accelerate the distribution of quality education and expected to be able to synergize the education center, namely schools, communities and families to give awareness to the general public that the responsibility of education is not only on one side, but it is shared responsibility. The most important thing from PPDB Zoning is that children can get education services that are closest to their homes. If in one zone is over quota, the Education Office is obliged to find schools or open additional classes, so that no children do not get school. But in reality there are many complaints from parents because children's efforts to get the UAN value are in vain, so that children cannot go to public schools, while for poor families, public schools are an alternative to get proper education.

These problems are also experienced in Blitar city in the new students admission to SMPN. Then with the application of the PPDB Zoning the favorite labels automatically removed by itself, this is indeed one of the goals of zoning so that there is no more segregation of education. On the other hand this PPDB becomes a separate polemic for teachers and students, teachers at SMPN who normally teach students with high academics must now teach students with a variety of abilities, so teachers need extra methods and ways that are different from usual. The existence of an automatic zoning system removes these labels. Based on the field findings that have been carried out this study will further discuss the effects of zoning system policies, especially on student behavior.

Permendikbud No. 17 of 2017 began to be applied in the new semester of 2017 at July. One of the schools implementing the Permendikbud is SMP Negeri 1 Labuhan Ratu, East Lampung Regency.

The implementation in the field, the application of the zoning system found various problems including the condition of students received through the zoning system have relatively low cognitive abilities and motivation to learn compared with the students received through the path of achievement. So far, Junior High school of Blitar city is known as one of the favorite schools that accept new students based on the results of school exams, academic and non-academic achievements, and written tests. So the teachers are accustomed to face with students in high cognitive abilities and learning motivation enough so that they have difficulty when facing students with low learning and motivation abilities.

## **Theoretical Review Implementation**

In general, implementation can be interpreted as an action or implementation of a plan that has been prepared in a mature and detailed manner. The word implementation itself comes from the English "to implement". Not only an activity, but also implementation is an activity that is planned and carried out seriously also refers to certain norms in order to achieve the objectives of the activity.

## **Policy**

In general, policy can be interpreted by the concept or basic plan of the government or public organizations to regulate the public or public interest. In improving government public services in this case can be referred to as policy. Policy according to Amara Raksasatya is as a tactic and strategy that is directed to achieve a goal. Policy is a series of decisions that are fundamental to be used as a basis for action in an effort to achieve a predetermined goal.

The meaning of policy implementation can be seen as a process of implementing wise decisions (usually in the form of laws, government regulations, judicial decisions, executive orders or presidential decrees). Implementation is the practice of basic policy decisions, usually in the form of laws, but can also the form of orders or judicial decisions. Typically, the decision identifies the problem to be addressed, states explicitly the goals / objectives to be achieved, and various ways to structure / regulate the implementation process.

This process takes place through several of stages, usually beginning with the legalization stage of the law, outputs the policy in the form of implementing decisions by the implementing agency (institution).

## **New Students Admission System**

Asri ulfah, et al (2016: 4) stated *"the admission of new students is one of the first activities carried out in an educational institution, which of course acceptance of these new students through selection that has been determined by the educational institution to prospective new students."* The admission of students in an educational institution is very important, because the admission of students which managed professionally will give benefit to the schools. By entering the new students automatically the school operations will provide benefits, and the teaching and learning process will be carried out and run smoothly, because learning is a unity between students and educators.

The determination of prospective new students requires quite number of complex and considerations, namely the standardization of grades, school entry requirements and policies from the government and educational institutions that often change each year. The policy for admission of new students actually uses the fundamentals of student management. Students can be accepted in an educational institution such as schools, must fulfill the specified requirements.

Studying from a number of opinions about the definition of admission of new students, it can be concluded that admission of new students is a student management activity that was first performed in an educational institution to select students to be accepted at a school. In this selection, there are several considerations or criteria that must be fulfilled by prospective students to be accepted into a school.

Student admission system is a way of accepting new students. There are two systems in the new student admission system, first, by using a promotion system. Promotion system is the acceptance of students, which previously without using selection. Students who register at a school are accepted without selection so that those who register as students are not rejected. Such a promotion system generally applies to schools where registration is less than the specified capacity. Second, by using a selection system. This selection system can be classified into three types, namely: selection based on a list of values, selection based on tracking interests and abilities, and selection based on the results of admission tests.

Admission of new students is regulated by Minister of Education and Culture Regulation No. 17 of 2017 concerning the Admission of New Students in Kindergartens, Elementary Schools, Middle Schools, High Schools, Vocational High Schools, or Other Similar Forms. Admission of New Students is carried out through mechanisms in the network (online) and outside the network (offline). To make it easier for prospective students to access the school, a zoning system is enforced. This arrangement is expected to make the admission process take place objectively, accountably, transparently, and without discrimination in order to increase access to education services.

In article 15 permendikbud no 17 of 2017 it is explained that by implementing the zoning system, schools organized by local governments must accept prospective students who live in the closest zone radius of the school at least 90 percent of the total number of students received. Prospective students are based on the address on the family card published no later than six months before the PPDB implementation.

The closest zone radius is determined by the local government according to the conditions in the area. Then by 10 percent of the total number of students is divided into two criteria, namely five percent for the path of achievement, and five percent for students who have a domicile transfer. However, the zoning system does not apply to vocational high schools (SMK).

## **RESEARCH METHOD**

This research was conducted at Junior High School Blitar city. It was conducted for one month, from February 2019 to March 2019. The researcher held this research because he often heard the polemic from the zoning system conducted by educational institutions. This study describes the implementation of the school zoning system policy on the new students admission in Blitar city.

Sugiyono (2009: 2) explained that the research method is basically a scientific way to get data with specific purposes and uses. This study uses a qualitative method using a phenomenological approach.

Qualitative research is a research procedure that produces descriptive data in the form of written or oral words from people and behavior that can be observed (Moleong, 2007).

This study uses qualitative research methods with a phenomenological approach for the

reason that the focus in this study is the implementation of the school zoning system policy in Blitar city. Meanwhile, the phenomenological approach aims to describe the meaning of life experiences experienced by some individuals about certain concepts or phenomena by exploring the structure of human consciousness. So, here the researcher wants to know the meaning of the experiences experienced by the teachers and the student guardians and students related to the school zoning system policy through this phenomenological study.

Phenomenology seeks to express and understand a phenomenon and its unique context experienced by individuals to the level of "belief". By studying and understanding it must be based on the perspective, paradigm, and direct beliefs from the individual concerned as the subject who has first-hand experiences. In other words, the phenomenological approach seeks the psychological meaning of an individual's experience of a phenomenon through in-depth research in the context of the daily life the subject researched (Herdiansyah, 2012).

The focus of the phenomenological approach is the experiences experienced by individuals. How individuals interpret their experiences related to certain phenomena that are very meaningful to the individual concerned. The experiences discussed here are not only ordinary experiences, but also experiences related to the structure and level of individual awareness directly or indirectly. Therefore, the phenomenological approach focuses on individual personal experiences, the research subjects are people who have experienced events or phenomena that occur, not individuals who only know a phenomenon indirectly or through certain media (Fauzan and Ghony, 2012: 59).

The subject of this research is the Implementation of School Zoning System Policy (Study on the Problematics of New Student Admission Systems in Blitar City). The subjects were selected purposively based on their activities and their willingness to explore and articulate their experience in implementing school zoning systems policies in Blitar. The research subjects were made as the main informants or main data sources.

The object of research which studied or aspects that become a fact of research is about the meaning of the school zoning system. The research questions are: How is the implementation of the school zoning system policy in Blitar City.

According to Sanusi (2011: 104), the sources of data used in this study are classified into 2 types, namely primary and secondary data. Primary data is data that is first recorded and collected by researchers, such as direct interviews with teachers, student guardians and students. While secondary data is data that is already available and collected by other parties. In this study, secondary data was obtained from library data, namely by analyzing books, journals and other literature related to this study, as well as documentation in the form of written data, photographs and statistical data obtained from related parties.

## **RESULT AND DISCUSSION**

The implementation of PPDB 2018 refers to the latest regulations namely Permendikbud Number 14 of 2018, one of which regulates the zoning system that began to be applied in PPDB in 2018 which prioritizes prospective students that must be accepted include: first, Distance of residence to school is in accordance with zoning regulations, Secon, Letter of UAN results (for junior high school graduation) and third, academic and non-academic achievements. In this policy, it is important to pay attention to the zoning system in general, namely: First, schools run by the local government (pemda) must accept prospective students domiciled in the closest zone radius of the school with a quota of at least 90% of the total number of students received. Second, the domicile of prospective students included in the school zoning is based on the address on the family card (KK) issued no later than 6 (six) months before the PPDB implementation. Third, the radius of the closest zone in the zoning system is determined by the local government in accordance with the conditions in the area by taking into account the availability of school-age children in the area; and the amount of school capacity available. Fourth, the determination of the zone radius in the zoning system is determined by the regional government by involving the deliberations or the work group of school principals. Whereas prospective students outside of zoning can be accepted through a number of ways namely: first, through the achievement path with a quota of at most 5% (five percent) of the total number of students received. Second, the reasons for the transfer of domicile of parents or the reason for natural disasters at most 5% of the total students accepted.

The centra PPDB regulation above was passed down to the local government to design PPDB based on their respective goals, because the efforts to equalize education can be done in various ways according to the regions and their potential, but the policy must be based on: first, providing a system which reduces segregation in schools that include socioeconomic conditions, learning outcomes and minority groups. Second, provide a system that provides the broadest opportunity for students to be accepted at the school of their choice. Third, design an acceptance system that is effective in enhancing student learning regardless of the student's choice.

In Blitar city, the system has been implemented since 2018. The zoning rules in the city are divided into 2 lanes, namely the achievement track with a quota of 5% for out-of-town students, 15% for inner-city students and 5% for special lanes, the zoning route itself has a quota 75% because it is a priority. A special path will be for students who move to Blitar to take on the duties of parents who are state officials. For the zoning system the RW distance rules for the prospective student's residence in accordance with the family card's parent to SMP, the distance is not calculated using land distance but using air distance with a separate system.

Problems with the implementation of the zoning system cannot be denied, including: the priority of the distance of residence of prospective students to schools as the main determinant of PPDB is difficult to apply, because the number of school graduates with the availability of schools for all regions is not yet balanced. As a result, some schools that initially had a large number of students became limited and schools that initially lacked prospective students became excess of prospective students because they were in a dense zone, so those who were at a further radius would lose out to prospective students who had a closer radius, in addition also relates to the number of classes and teachers, schools that are accustomed to accepting prospective students with a large capacity will have difficulty in arranging teacher hours so there will be a termination of honorary teacher contracts or fulfillment schedules in other schools for civil servants. Another case with schools that usually accept prospective students with a small number becomes more, the problem is infrastructure and the number of teachers is inadequate, this makes the school unable to accept students outside the building capacity and teaching staff.

The existence of the "distance priority" in PPDB zoning makes some parents competing to stay near the school. In reality, before zoning was enacted there was an online PPDB at that time could use the family card their relatives or grandmothers in the city, so that many children found entering the auntie, grandmother or sibling's family to get into the desired school. But for now this method can no longer be used, seen from the family card of parents whose child's name is in it. From this case, it does not close the possibility that there are 2 children having the same radius, while the quota is not sufficient, the school will see the results of the student's UAN score. Another phenomenon on the ground, the distance system has an impact on the price of land and houses around SMPN to be up compared before.

The next problem that often occurs is the zoning system that prioritizes the distance of prospective students from schools compared to the national exam scores resulting in decreased motivation of new students in learning and achieving. Previously, many prospective students studied hard until they have course to enter the favorite junior high school, but in zoning system the value seemed to be no longer as valuable as before. Then, the minimum of socialization services with stakeholders makes parents flocked to the office because of differences in interpretation of zoning rules. In Blitar, the distance is determined at the distance of RW where the prospective student lives according to the parents' KK to the nearest school. However, the zoning system is not implemented 100% but also provides a quota for the achievement path of about 5%, therefore some junior high school that used to have favorite labels , now has a special class where students are taken from the track of achievement, this is because it makes easier for teachers to do the KBM process. However, another perception is in the Blitar region which has a 5% quota for independent participants with the obligation to pay school contributions, the amount of which is determined by each school, but this rule raises public opinion if education will be bought by people with money.

Having a negative impact does not mean that the policy must be removed, but must be consider the positive impact that is greater than the negative impact. Some examples of positive impacts from the PPDB zoning system are: first, students with the highest achievements are expected to be able to motivate other students as well as students with good behavior can transmit to others. Second, more competent teacher will be able to improve student learning, competent teacher are

assigned to teach low-achieving students. Third, equitable quality of education, children have the same opportunity to access quality education. Quality education indicators according to the Ministry of Education and culture there are five indicators that truly describe the situation of education in Indonesia, namely:

- 1) Availability of educational services;
- 2) Affordability of education services;
- 3) Quality of education services;
- 4) Equality in getting educational services;
- 5) Certainty in getting education services.

Fourth, economically, zoning system is considered to be more economical in terms of transportation costs and time effectiveness as well as bringing children closer to their family environment. Other implications of the school zoning program also have environmental impacts such as traffic congestion, air pollution, physical and child health, and dependence on motorized transportation. This program indirectly encourages students to want to walk or ride a bicycle because the distance between home and home is not far.

The main point of the zoning system application in the new student's admission is the creation of equitable and quality education. With the zoning system students must register at the nearest school, students can not register at a favourite school that is far away. Then in the future there will be no more favorite and non-favorite school designations. All schools will become favorite schools and produce quality young generation. Zoning system is applied so that students can be accepted in schools close to their domicile, so as to reduce transportation costs and make it easier for students to go to school.

## CONCLUSION

In article 15 permendikbud no 17 of 2017 explained that by implementing the zoning system, schools organized by local governments must accept prospective students who live in the closest zone radius of the school at least 90 percent of the total number of students received. Prospective students are based on the address of family card issued no later than six months before the PPDB implementation.

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Applying zoning system is expected that new student admissions can proceed without discrimination and be able to provide equal opportunities for every student to receive formal education, regardless of low cognitive or economic abilities.

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