

**IMPLEMENTATION OF ZONING SYSTEM POLICY ON NEW
STUDENTS' ADMISSION OF HIGH SCHOOL LEVEL IN
BOJONEGORO REGENCY**
(Case Study of New Students Admission (PPDB) at SMAN 4 Bojonegoro for
academic year 2021/2022)

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ABSTRACT

The zoning system of Admission of New Students (PPDB) 2018 has been highlighted. This system is considered to be detrimental to pupils, especially successful students. Since the zoning system was introduced, there have been many complaints and grievances from some students' parents, because the zone system prioritizes the closest home distance to the school of destination and ignores the national test results. This study aims to determine the implementation of the Zoning System Application Policy for the Admission of New Students in the 4th Bojonegoro State High School in the 2021/2022 academic year. The results show that the socialization of the zoning system policy in the admission of new pupils is carried out by the school to the target group through social media. However, there are still parents who are unaware of the policy due to a lack of reading the news on social media. In terms of human resources, it is sufficient to support all activities in the implementation of the policy. The implementer's position in the implementation of the zoning system policy is very well visible in the commitment and attitude of the implementers towards a program or policy. The bureaucratic structure of 4 Bojonegoro State High School in the implementation of the zoning system of admission of new pupils has been quite well seen from the division of work in PPDB where it divides two special teams namely teams for implementation PPDB and special teams for complaints.

Keywords: *Policy Implementation, Zoning System, PPDB Admission*

A. INTRODUCTION

The public policy is a decision, which ties many people on strategic level and becomes a big line for the policy maker. As a decision tying many people, public policy must be made by political authority, which is the ones who gain mandates from society or many people through election method to conduct and act in the name of society. Later, the public policy will be conducted by country administration, government officials Anggara (2014)

The success benchmark of education policy is the implementation. Daniel A. Mazmanian and Paul Sabatier (Agusti, 2020) stated that implementation is understanding that will occur after deciding a program that will be focus of government attention who will plan the policy implementation. Public policy implementation is actions that are conducted by public officials that is directed to achieve the decided purposes in the previous decision framework.

According to policy implementation theory of Edward III in Agustino (2008), there are 4 variables or steps which highly decide the success of policy implementation. They are communication, resource, disposition, and bureaucracy structure. The communication is something which determines the purpose achievement success of implementation or execution of a policy or program. Communication is related with transmission delivery process or information, delivered information consistency, and information clarity. There are 3 indicator that can be used to measure the success of communication aspects such as transmission, information clarity and information consistency.

Source is important factor in conducting the program in order to be effective. Without resource, the program or policy is only a document paper. there are four components such as staff, information in policy implementation, authority and facility. Disposition is commitment and officials attitude toward the program, especially from the ones who become the executor of program, mainly in bureaucracy apparatus. The important things, which need to be notified in disposition variables according to Edward III in Agustino (2008) is appointment of bureaucrats and incentives.

According to Edward III in Agustino (2008), two characteristics can unpack the bureaucracy structure performance to be better are fragmentary execution and conducting the *Standar Operating Procedure* (SOP). SOP is a consistent activity that allows the staffs (bureaucrats/administrators of policy executor) to conduct the activities every day in accordance with the established standards. Meanwhile the fragmentary execution is dissemination effort of activity responsibilities or activities of staff between some of work units.

One of the efforts for enhancement and equality of education quality in Indonesia is by applying the zoning system on new students' admission. The decision of zoning system loaded in the new students' admission (PPDB) is in accordance on the *Peraturan Menteri Pendidikan Kebudayaan No 44 Tahun 2019* about new students' admission on kindergarten, elementary school, Junior high school, senior high school and vocational high school which purposes to guarantee the new students' admission objectively, accountably, transparently and without discrimination so that this can boost the education service access enhancement.

The zoning system is system of new students' admission, which is enforced with determination of zone radius by each regional government and the school is obliged to accept the new student's candidates who domicile in the closest zone radius with determined percentage of the total number of students who will be accepted. Zoning system is recommendation from *Ombudsman Republik Indonesia* in 2016 to the ministry of education and culture, ministry of internal affairs, and ministry of religion and Muhajir Effendy as minister of education and

culture later conducts this with the aims to eradicate the favorite school and favorite school predicate. Therefore, it will create the education quality equality in all schools in Indonesia Khadowmi (2019).

The implementation of PPDB policy with zone based is one of policy to access equality and education quality because the principle is to bring closer the education service to society and even out the education quality. However, in the reality, the education equality still becomes an issue in Indonesia. According to minister of education and culture, Muhadjir Effendy, claimed that education equality problems, which still occur in Indonesia recently is the lack of education infrastructure.

This problem makes the students who feel to have the potency avoid going to that school and choose to enter in favorite school that in their perspectives have better infrastructure even though it is far from their house. From this issue, it can be seen that current phenomenon is a gap between schools because of the labeled favorite and superior school in almost every regency or city, including Bojonegoro.

The school input, which comes from specific group of people, creates many privileges given to the favorite school such as complete infrastructure fulfillment to support learning process, competent teachers, and main priority to access various competitions in the level of regional, national, or even international. This opens a wide gap for non-superior school so the impact is school, which have many students, and another school, which is lack of students.

SMA Negeri 4 Bojonegoro, is superior school. A high school with A accreditation and predicate of Adiwiyata School in national level. SMA Negeri 4 Bojonegoro is favorite school in the level of senior high school in Bojonegoro. This school has complete facilities and qualified teacher. Besides, students in academic and non-academic have reached various achievements of championship. However, zoning system of new students' admission in 2018 gained highlight. This system is considered to disadvantage the students, mainly the student candidates with achievement. Since this zoning system is enforced, many complaints from students' parents because this zoning system definitely prioritizes the closest distance of student's house to the school and ignores the result of national examination. The early observation result of researcher finds that implementation of zoning system is not effective either. Some of students' parents in SMA Negeri 4 Bojonegoro is still complaining the registration process of new students' admission (PPDB) with zoning system in 2018.

This phenomenon shows that socialization is needed intensively for the village society in order to understand about zoning policy. Besides, the upcoming issue appears as result of zoning system impact which is much society still have presumption of favorite school in a region. Based on those problems, researcher eagers to take title "Implementation Of Zoning System Policy On New Students' Admission (Ppdb) In The High School Levels (Sman/Smkn) In Bojonegoro Regency"

B. RESEARCH METHODOLOGY

This kind of research is qualitative research with research design of descriptive approach. The focus of this research is by using implementation model of George Edward III which consists of 4 variables; communication, resource, disposition and bureaucracy structure. Informant determination technique used is sampling purposive technique. Sugiyono (2017) showed “sampling purposive technique is taking sample of data source by considering several things. Researcher uses this technique by considering the informants who are easily met and can give proper response in accordance with research focus. Researcher informant in this study is people who possess information in regards with research object such as head of education department, section chief of education department, headmaster, deputy head of students’ affairs, new students in academic year 2021/2022 and parents of students in SMA Negeri 4 Bojonegoro. Data collection technique used is observation, interview, and documentation. Data analysis method uses method of Milles and Huberman who mentioned three components of data reduction, data display and conclusion drawing.

C. RESULT AND DISCUSSION

In this study, the indicators of policy implementation used are stated as followings:

Communication

In education sector, communication is related with how education policy is communicated in public organization, resource availability to conduct the education policy, attitude and response of various parties involved and how the organization structure is ordered. Communication is related with delivery process of transmission or information, information consistency, which is delivered and the information clarity.

Transmission of zoning system policy in new students’ admission at SMA Negeri 4 Bojonegoro is held through socialization. This is conducted by Bojonegoro education department of East Java Province and the school of SMA Negeri 4 Bojonegoro. The socialization process of zoning system policy held by SMA Negeri 4 Bojonegoro is by using social media through official school website, *smn4Bojonegoro.sch.id*. And by putting up banners in the vicinity of school so the society know what are the preparations for zoning system to enter in the school of SMA Negeri 4 Bojonegoro, particularly the distance from house to school is not determined by school but by system.

However, the communication held by school of SMA Negeri 4 Bojonegoro regarding the zoning system is not fully maximal. This is proven by village society who have not understood and known about this zoning system policy. In this case, school must provide clear information to avoid misunderstanding in interpreting a message.

In accordance with theory of Edwards III Agustino (2008) that communication is something that decides the purpose achievement success from implementation or execution of a program or policy. Communication is related with delivery process of transmission and information, information consistency and information clarity.

In accordance with research by Muhammad Hattami (2020), based on research data in the field directly, process of PPDB socialization is conducted by Disdikbuk in north Kalimantan started 62 from zone determination information, implementation time and Disdikbud of north Kalimantan conducts technique instruction transparently through school correspondence or massive socialization. Based on the researcher observation, the communication in regards with PPDB of zoning system is accordance with theory that researcher used as theoretical base on the research focus which one of them is communication.

Resources

Resource is showing every policy must be supported by available resource in either human resource or financial resource. Human resource is adequacy in the quality or implementer quality, which covers entire target groups. While financial resource is adequacy of investment capital for a policy or program.

The available human resource in SMA Negeri 4 Bojonegoro in zoning system policy implementation on new students; admission is the committee team of PPDB at SMA Negeri 4 Bojonegoro which consists of chief, secretary, and admin. The committee of PPDB at SMA Negeri 4 Bojonegoro rests on the students affairs field who is appointed and chosen directly by headmaster and then form the committee team which is divided in accordance with the need in handling the PPDB registration at SMA Negeri 4 Bojonegoro virtually.

The non-human resource, which is used in SMA Negeri 4 Bojonegoro in implementing zoning system policy is facilities and budgets. The facilities are adequate classroom and computer room in supporting the policy implementation of zoning system on new students' admission in SMA Negeri 4 Bojonegoro. Additionally, the finance is already enough because the budget determined by central government is accordance with school necessary.

The aforementioned thing above is in accordance with the perspectives shown by Edwards III Agustino (2008) that resource is important factor in implementing the program in order to be effective. Without resource, the program or policy is only documentary paper. Staff is the primary resource in implementing policy, relevant information on compliance data from implementers toward regulations and rules that government has determined. Authority is legitimation or authority for the implementers in conducting the policy, which is determined politically. Furthermore, the executor probably has the qualified staff and understands what to do, but without the supportive facilities, the policy implementation will not succeed.

This is also in accordance with Muhamad Hattami (2020) that utilization of available resource is important factor in embodying the success of program implementation process. This can be said that main resource in policy implementation is human resource and available facilities. The challenge of zoning is the characters of the students itself. The students have attitudes like less responsible, less polite and good behavior to the teacher. The students often ignore the teachers' instruction and difficult to be controlled when the learning is running. Many students ignore the teacher's direction to be orderly and discipline.

Disposition

Disposition is commitment and apparatus attitude toward the program, especially the ones who execute the programs mainly in the context of bureaucratic apparatus. If the executor has good disposition, they can run the policy well as the policy or program maker wishes. However, if the executor has different attitude with the policy maker, the implementation process of policy is not effective either Edward III (Agustino, 2008).

The cognition agent of executor is knowledge and understanding toward zoning system policy on new students' admission in SMA Negeri 4 Bojonegoro. Executor committee of new students' admission in SMA Negeri 4 Bojonegoro has understood the responsibilities they carry out. The executor committee give the direction and description to the society or new students candidates regarding this zoning system for society who have not understood yet. Furthermore, the attitude of executor agent is the good commitment from education department and school of SMA Negeri 4 Bojonegoro in implementing zoning system policy and how the committee behavior in SMA Negeri 4 Bojonegoro in giving the service. The commitment conducted between Bojonegoro education department at east java province and school of SMA Negeri 4 Bojonegoro is through reports from school to education department regarding the implementation of new students' admission in this zoning system.

While the attitude of committee of new students' admission in SMA Negeri 4 Bojonegoro have been well-prepared, it is shown by their contact person availability if there is any new students who less understand about zoning system policy. It can be seen that disposition of committee of new students' admission in SMA Negeri 4 Bojonegoro in zoning system policy is already very professional and responsible in giving understanding and service to the society A regarding the registration in SMA Negeri 4 Bojonegoro or supervision from the headmaster.

This is in accordance with the point of views of Edward III in Agustino (2008) that bureaucrat appointment, disposition or attitude of implementers will create the real challenges toward policy implementation desired by high officials. The suggested technique to eradicate the problems of implementer tendency is by manipulating the incentive. Therefore, generally people act based on their own business and because of that, manipulating incentive by policy maker gives effect toward the action of policy implementer. By adding the fee or advantage, it can definitely make the implementers of policy to do the instructions very well.

This is in line with the study of Muhammad Hattami (2020) that the problems faced in regards with the attitude and commitment of policy implementer is by PPDB committee formation every year by school and supervised by education department of north Kalimantan province.

Bureaucracy structure

According to Edward, the policy implementation can be considered not effective yet because there is inefficiency of bureaucracy structure. The bureaucracy structure includes the aspects of organization structure, authority distribution, relations between organizational units which exist inside the relevant organization and the relation of organization with outside organization and others. In implementing its duties and functions, SMA Negeri 4 Bojonegoro has the

number of personnel who are ruled in the placement at every working unit within organization structure. The structure that rules the way of implementation of new students' admission is supervised and controlled by headmaster vice of the students' affairs and curriculum. Both of the fields regulate and run the implementation of zoning system policy of new students' admission starts from announcement requirement, registration till the re-registration step of new students. There is another specific team to handle the society complaints regarding the process of new students' admission.

This is in accordance with the theory shown by Edward III in Agustino (2008), there are two characteristics that can reveal the performance of bureaucracy structure to go in better direction such as fragmentary implementation and *Standar Operating Procedure* (SOP).

This is in line with the study of Muhammad Hattami (2020) that committee of implementer from either education and culture department or school has clear institutional structure. It begins from coordinator until the members who have main responsibility and each function. As it stated by coaching section of high school of education and culture department of north Kalimantan

D. CLOSING

Conclusion

Based on the research result in the field, it can be concluded that implementation of zoning system policy on new students' admission in SMA Negeri 4 Bojonegoro of Bojonegoro regency has been conducted as the regulation of the *Peraturan Menteri Pendidikan Kebudayaan No. 44 Tahun 2019*. The PPDB process of zoning system is measured to use indicator by George Edward III as follows:

1. Policy socialization of zoning system on new students' admission held by school to the number of groups through social media but there are still parents of students who do not know the zoning system policy on new students' admission because lack of reading news on the social media
2. The human resource and facilities in zoning system policy implementation in SMA Negeri 4 Bojonegoro from the view of human resource is already very adequate to support various enterprises in the application of the policy. Firstly, it is seen from the committee team formation of PPDB which consist of chief, secretary, and admin. Secondly, the supportive facilities are having enough room to do teaching and learning activities. And thirdly, the adequate budget is accordance with the school need.
3. Disposition of implementer in the implementation of zoning system is very good. It can be seen how commitment and attitudes of implementers toward a program or policy. The attitude of implementer on the new students' admission in SMA Negeri 4 Bojonegoro has been very professional and responsible in giving service to the society regarding the registration of new students or supervision to the headmaster.
4. Bureaucracy structure in SMA Negeri 4 Bojonegoro in implementation of zoning system on new students' admission has been good enough that can be seen through work distribution in PPDB committee, in which divided into two

specific teams for PPDB implementation and another team for complaints. In this case, each team gets duties as committee for new students' selection.

Suggestion

Base on the research result, writer gives some suggestions that can be possibly used:

1. The school should conduct socialization by involving the society elements and be done evenly so the information delivery can be accordingly as desired
2. School must maximize the service to the society in implementation of new students' admission by increasing understanding more, and then making a service to handle the PPDB problems.
3. For the school, especially headmaster and the staff, they could maintain and optimize the policy in the school in order to give equal education service to all the students like the students with good, medium or slow learning ability.

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