

## IMPLEMENTATION OF THE ZONING SYSTEM POLICY IN NEW HIGH SCHOOL ADMISSIONS IN THE CITY OF SUKABUMI

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### ABSTRACT

in 2017, the Indonesian education world implemented a zoning policy in the acceptance of new students (PPDB). The zoning system is a system for accepting new students by applying zones or distances between the residence of prospective students and the school as the main point in accepting new students. In the implementation of the *Peraturan Gubernur Jawa Barat Nomor 29 Tahun 2021* on Technical Guidelines for Accepting New Students in Senior High Schools, Vocational High Schools, and Special Schools, there are still many pros and cons in its implementation in schools. The purpose of this study is to find out the implementation of the zoning policy in the acceptance of new students in senior high schools in the city of Sukabumi. The unit of analysis that will be studied is the Branch of Regional Office V of Sukabumi City. Data collection is done using observation, in-depth interviews, and documentation. Data analysis is done qualitatively. The results show that the implementation of the PPDB policy with the zoning system according to the communication dimension in its implementation can be said to be good. Although there are still obstacles and constraints in the form of information misunderstandings in the field, overall it is optimal.

**Keywords:** *Implementation; Zoning System; Policy; New High School*

### A. INTRODUCTION

Education plays a very important role in the process of improving the quality of human resources and is a process that is integrated with the process of improving the quality of human resources itself (Banjarmasin, 2019). Starting in 2017, the Indonesian education system implemented a zoning system policy in the admission of new students (PPDB). The zoning system is a new student admission

system by applying the zone or distance between the residence of prospective students and the school which is used as the main point in the admission of new students. The zoning system is a new student admission system (PPDB) by applying the zone or distance between the residence of prospective students and the school which is used as the main point in the admission of new students. In practice, in 2017 not all schools have implemented the zoning system because it is still in the adaptation stage.

The policy in *Peraturan Gubernur Jawa Barat Nomor 29 Tahun 2021* concerning Technical Guidelines for the Admission of New Learners at Senior High Schools, Vocational High Schools, and Special Schools, Senior High School Education Units are required to accept prospective learners according to the quota based on the following provisions: a) zoning route, 50% (fifty percent) of the school's capacity; b) Affirmation route, 20% (twenty percent) of the school's capacity with details: 1) 15% (fifteen percent) for affirmation of economically disadvantaged families; and Disability; and 2) 5% (five percent) for affirmation of certain conditions; c) the transfer of parents/guardians' duties path, amounting to 5% (five percent) of the school's capacity; d) the achievement path, amounting to 25% (twenty percent) of the school's capacity; and e) in the event that there is a remaining quota from letter b, and letter c, the remaining quota is transferred to the achievement path.

The objectives of the zoning system include ensuring equitable access to education services for students, bringing the school environment closer to the family environment, eliminating exclusivity and discrimination in schools with the assumption of superior schools and not superior schools. Zoning or rayonization or division by region is often carried out in several fields for certain purposes and to obtain certain benefits. The objectives of zoning in general are:

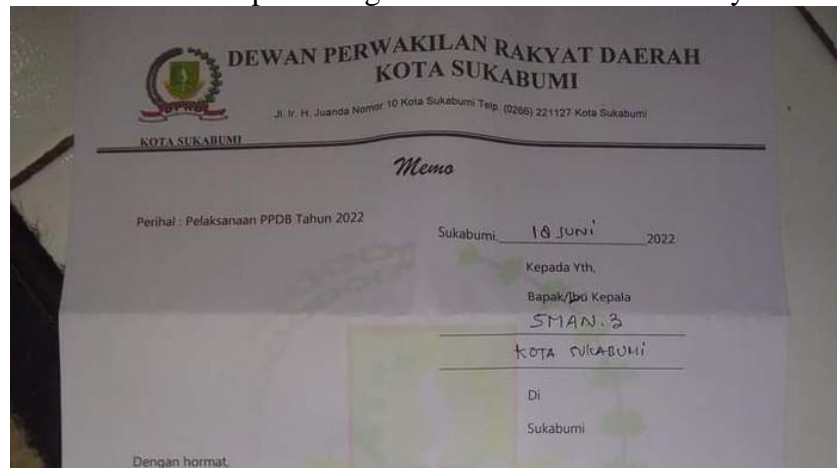
- 1) Improving Quality: By using zoning, the work can be of higher quality according to the potential of the area.
- 2) Equalization: There are times when zoning is carried out for the purpose of equalization, such as zoning in the PPDB system so that education becomes evenly distributed.
- 3) Facilitate Management zoning or rayonization is made to facilitate its management to be more precise and efficient.

The acceptance of the zoning system policy in PPDB raises pros and cons. For the pros, they agree with the policy implemented by the government because the implementation of the zoning system is a government policy towards all elements of society to equalize the quality of education. Meanwhile, the cons consider that this system is not yet feasible because the quality of service of each school is still uneven.

Basically, public policy is always faced with a given problem. Public policy makers must seek and find problems that exist in society to create solutions. To achieve the objectives of public policy, policymakers must find countermeasures so that dissatisfaction in the community can be minimized. According to (Nugroho, 2008), one of the problems in education policy must concern efficiency both in terms of process, implementation, human resources, facilities and benefits, and budget effectiveness.

In the policy implementation of the *Peraturan Gubernur Jawa Barat Nomor 29 Tahun 2021* concerning Technical Guidelines for the Admission of New Learners at Senior High Schools, Vocational High Schools, and Special Schools. There are still many pros and cons in its implementation in schools. Some of these problems include:

1. The dichotomy of excellent and non-excellent schools is still developing in the community. The perception of excellent schools arises because schools have advantages compared to other schools such as educational infrastructure, learning systems, and competent teacher quality. With these advantages, excellent schools are believed to produce quality graduates that affect the continuation of studies at a higher level. The enactment of zoning rules will limit prospective students to be accepted at superior schools. This raises concerns on the part of parents, especially if their children have high academic scores. Starting from here, the practice of entrusting students emerged. As happened in the PPDB of public high school 3 in Sukabumi City.



**Figure 1. 'Titip Siswa' letter on the Sukabumi City DPRD's letterhead in PPDB SMAN 3**

Source: Fatimah in detik jabar (2022)

The practice of entrusting students or buying and selling seats is certainly not in accordance with the *Peraturan Gubernur Jawa Barat Nomor 29 Tahun 2021* concerning Technical Guidelines for the Admission of New Learners at Senior High Schools, Vocational High Schools, and Outside Schools.

2. The availability of public schools is uneven in Sukabumi City, while zoning regulations require children to enroll in the closest school to their home. From the table below it can be seen that the number of senior secondary schools in Sukabumi City is not evenly distributed in each sub-district, in Baros, Lembursitu, and Warudoyong sub-districts there are no senior secondary schools. While in Kecamatan Cikole there are 2 senior secondary schools. The number of public high schools in Sukabumi City based on sub-districts can be seen in the table below:

**Table 1. State Senior High Schools in Sukabumi City by Sub-district**

<b>Kecamatan</b>	<b>Sekolah Menengah Negeri Atas</b>
Baros	-
Cibeureum	SMAN 5
Cikole	SMAN 3 SMAN 4
Citamiang	SMAN 1
Gunung Puyuh.	SMAN 2
Lembursitu	-
Warudoyong	-

Source: Research, (2022)

3. Coordination between relevant agencies has not been effective, resulting in unsustainable education policies. Currently, the Ministry of Higher Education (MoHE) provides a 30% quota in the National Selection for State Universities (SNMPTN) or merit pathway based on school accreditation. A-accredited high schools get a 40% quota from the best students in their school, B-accredited high schools get a 25% quota from the best students in their school, and C-accredited high schools get a 5% quota from the best students in their school. With the implementation of the zoning system, parents are increasingly trying to get their children into schools that are considered superior, because it is certain that superior schools have high accreditation.

Based on the description above, the researcher wants to examine more deeply the "Implementation of the Zoning System Policy in the Admission of New High School Students in Sukabumi City".

## **B. LITERATURE REVIEW**

### **Policy Implementation**

The approach theorized by Edward III (1980), there are four variables that greatly determine the successful implementation of a policy, namely:

#### a. Communication

Communication determines the success of achieving the goals of public policy implementation. Effective implementation occurs when decision makers already know what they are doing. Knowledge of what they will do can work if communication goes well so that every policy decision and implementation regulation must be transmitted (or communicated) to the right personnel department. Communication is needed so that decision makers and implementers will be more consistent in implementing every policy that will be implemented in society.

#### b. Resource

The indicators for resources consist of several elements, namely:

- 1) Staff; the main resource in policy implementation is staff or human resources (HR). One of the failures that often occur in policy implementation is due to insufficient, adequate or incompetent staff in their field. The addition of the number of staff or implementers alone is not sufficient, but it is also necessary

to have sufficient staff with the skills and abilities needed to implement the policy or carry out the tasks desired by the policy itself.

- 2) Information; In policy implementation, information has two forms, namely:
  - a) Information relating to how to implement the policy. Implementors must know what they have to do when they are given an order to take action.
  - b) Information on compliance data from implementers of government rules and regulations that have been stipulated. The implementer must know whether other people involved in implementing the policy comply with the law.
- 3) Authority; In general, authority must be formal so that orders can be carried out. Authority is the authority or legitimacy for executors in carrying out politically determined policies. When that authority is nil, then the power of the implementers in the public eye is not legitimized, so that it can thwart the policy implementation process. However, in another context, when such formal authority exists, mistakes often occur in seeing the effectiveness of that authority. On the one hand, the effectiveness of authority is needed in carrying out policy implementation; but on the other hand, effectiveness will decrease when authority is abused by executors for their own interests or for the interests of their group.
- 4) Facilities; Physical facilities are also an important factor in policy implementation. The implementor may have sufficient staff, understand what he has to do, and have the authority to carry out his duties, but without supporting facilitation (facilities and infrastructure), the implementation of the policy will not be successful.

#### c. Disposition

The disposition or attitude of policy implementers is the third important factor in the approach to implementing a public policy. If the implementation of a policy is to be effective, then policy implementers must not only know what to do but must also have the ability to implement it, so that in practice there is no bias.

#### d. Bureaucratic Structure

Even though the resources to implement a policy are available, or policy implementers know what should be done, and have the desire to implement a policy, it is likely that the policy cannot be implemented or realized because there are weaknesses in the bureaucratic structure. Policies that are so complex require the cooperation of many people, when the bureaucratic structure is not conducive to the available policies, this will cause resources to become ineffective and unmotivated, thus hindering the implementation of policies. The bureaucracy as the executor of a policy must be able to support policies that have been decided politically by coordinating well.

According to Dunn (2003) "public policy is a series of interconnected choices made by government agencies or officials in areas concerning government duties, such as defense and security, energy, health, education, public welfare, crime, urban areas, and others".

### **New Learner Admission (PPDB)**

The policy of the new student admission system must be based on providing a system that reduces segregation in schools that includes socioeconomic conditions, learning achievements, and minority groups, provides a system that provides the widest possible opportunity for students to be admitted to their schools, and designs an admission system that is effective in improving learning (Nurlailiyah, 2019).

### **Zoning**

According to Moechtar (2011) "The zoning system is the division of the area into several zones. Zoning itself comes from the word zone, which is an area or area that has specific environmental functions and characteristics". According to the *Kemendikbud* (2018) "Zoning is defined as the division or division of an area into several parts, according to the function and purpose of management". In other words, the zoning policy is seen as a solution to solve the two main problems of education, namely equal access and quality of education. The zoning system policy is a policy in the framework of learner management that came into effect in the 2017/2018 school year.

## **C. METHODS**

In this research, the research method used is a qualitative method with a descriptive approach. The unit of analysis is a unit or unit that is used as the center of attention in research. The unit of analysis that will be studied is the Regional Service Branch V of Sukabumi City. The informants in this study are: Head of Service Branch Region V of Sukabumi City, Coordinator of PPDB for high schools in Sukabumi City, Organizing Committee of PPDB for High Schools in Sukabumi City, Parents of High School Students in Sukabumi City, and High School Students in Sukabumi City.

In qualitative research, data collection can be done in natural or natural conditions, primary data sources, and data collection techniques using more observation, in-depth interviews, and documentation. As for this research, the validation carried out is the credibility test, the way to test the credibility of the data used is by triangulation.

## **D. EXPLANATION**

### **Implementation of High School Zoning Policy in Sukabumi City According to Edward III**

#### **Communication**

The policy on zoning system is an education policy on New Student Admission which is regulated in the *Permendikbud Nomor 44 Tahun 2019*. Where the system is enforced by determining the zone radius by each local government and the school is obliged to accept prospective students who live in the nearest zone radius with a certain percentage of the total number of students to be accepted. The policy was formulated to overcome problems regarding equitable distribution of education quality, eliminating the predicate of favorite and non-favorite schools.

In the implementation of the New Student Admission with the zoning system both at the Senior High School level, it is in accordance with the implementation procedures that have been made by the West Java Provincial Education Office. The Head of the Region V Education Branch Office is responsible for the implementation, because he is also involved as the head of the implementation of the New Learner Admission in Sukabumi City.

The Regional V Education Branch Office can be said to be fully responsible and has understood what it is doing, in the context of implementing the New Learner Admission with the zoning system. Then, we asked informant 4, who is a parent of a student, and informant 5, who is a student who feels the impact of the zoning PPDB in Sukabumi City. This was done with the aim of obtaining balanced information about the implementation of related policies.

The Head of the Region V Education Office Branch above stated that the human resources selected to be the committee in this activity were appropriate, because they were adjusted to the main tasks and functions that handled PPDB issues. In other words, it can be understood that in the implementation of PPDB with this zoning system, each school has its own committee in running it.

Referring to Edward III's opinion, which explains that communicating determines the success of achieving the objectives of public policy implementation. Effective implementation occurs when decision makers already know what they are doing. So it can be understood that the implementation of the PPDB policy with the zoning system according to this communication dimension in its implementation can be said to be good. Although there are still obstacles and constraints in the form of misunderstanding information in the field, overall it is optimal.

### **Resources**

Failures often occur in policy implementation, one of which is caused by insufficient, adequate and incompetent staff in it. However, adequate staff does not guarantee the successful implementation of a policy, staff must have skills and be competent in their respective fields. Regarding the resources in the policy on the zoning system in high schools in Sukabumi City, the author asked whether the human resources in the admission of new high school students in Sukabumi City were sufficient in number and ability.

In the implementation of this PPDB, the existing resources can be said to be qualified in carrying out their duties as PPDB committees, such as the IT team that checks incoming files and complaints from parents. In its implementation, the resources owned by the school are adequate, both from the equipment and those who operate it. However, the parents of students as registrants experienced difficulties if they had to access online registration. The author then asked about who is authorized to ensure that the implementation process of zoning for new high school admissions in Sukabumi City is carried out as expected.

From the informants' answers above, it is known that the facilities in the implementation of PPDB can be said to be good and qualified. Although in practice, there were always server downs due to the level of capability of the server itself which was not fully optimized at the beginning of the implementation.

Thus, it can be understood that in the implementation, the available resources are adequate to implement this zoning PPDB policy, especially in the field of qualified IT. The obstacles that occur are generally not caused by the committee that operates it, but from the existing system.

### **Disposition**

One of the factors that affect the effectiveness of policy implementation is the attitude of the implementor. If the implementor or policy implementer agrees with the content parts of the policy, the implementor will do and implement it happily, but if their views differ from the policy maker, the implementation process will experience many problems. In this dimension, researchers asked about the attitudes and tendencies of the implementers who run the zoning PPDB.

The attitude and understanding of policy implementers, in this case the executive committee, can be said to be good. Even though there are many parties or parents who register their children through back channels or entrustments, the committee as the policy implementer still adheres to the applicable SOP. In that sense, the implementer does not guarantee the opportunity for students to be accepted through this route.

### **Bureaucratic Structure**

In its implementation, they have an SOP and the division of tasks is in accordance with the expertise of the officers based on the committee formed. In other words, it can be said that overall, the disposition dimension can be said to be good. This can be seen from the existence of SOPs and their appropriate implementation. So that it is enough to show the success of the implementation of this zoning PPDB policy, even though there are obstacles from outside parties who intervene with the school, especially the committee in admitting new students.

## **E. CONCLUSION**

The implementation of the PPDB policy with the zoning system according to the communication dimension in its implementation can be said to be good. Although there are still obstacles and constraints in the form of misunderstanding information in the field, overall it is optimal.

In its implementation, the available resources are sufficient to implement this zoning PPDB policy, especially in the field of qualified IT. The obstacles that occur are generally not caused by the committee that operates it, but from the existing system.

In the disposition dimension, it can be said to be good. This can be seen from the existence of SOPs and their appropriate implementation. So that it is enough to show the success of the implementation of this zoning PPDB policy, although there are obstacles from outside parties who intervene with the school, especially the committee in admitting new students.

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