

THE IMPLEMENTATION OF ZONING SYSTEM POLICY ON THE ADMISSION PROCESS OF NEW STUDENT IN PUBLIC JUNIOR HIGH SCHOOL

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Abstract. Government policy on the implementation of zoning has been described based on circular letter number 01 of 2019 and number 420/2973/SJ on the acceptance of new learners addressed to the governor and regent or mayor throughout Indonesia to establish zoning in the implementation of PPDB. The purpose of this research is to: 1) to know the implementation of the zoning system policy on the admission of new learners (PPDB) level of public junior high school 10 Jember 2019/2020 school year. 2) To know the opinions of the community (parents) on the implementation of the zoning system policy on the acceptance of new learners (PPDB) level of junior high school in public junior high school 10 Jember school year 2019/2020. The research methods in this study use a type of qualitative descriptive research with normative and empirical approaches. The data collection techniques used are library studies and field studies with observations, interviews, and documentation. The analysis of data in this study uses inductive qualitative data analysis, data or information that has been selected collected and then grouped according to the details of each issue. The results showed that: 1) the implementation of the zoning system policy on the admission process of new students (PPDB) at SMPN 10 Jember school year 2019/2020 has been running according to technical instructions issued by the education office of Jember district. 2) The admissions process of new students (PPDB) consists of achievement track (5%), parent or guardian's duty transfer path (5%), zoning line (90%). 3) Students who enter using the zoning path do not use the value as a reference receipt. 4) Public opinion reveals the expectation of continuing the zoning system's policy with some evaluation that builds a better.

Keywords: *Implementation; Zoning System; Public Opinion*

A. PREFACE

The level of education to the public about the admission process of new students in the community needs to get special attention. It is very related to a very different system with a few years ago. The zoning system is a system that starts to be run by the government to update the system in the admission process of new students. This system is expected to provide more benefits to the community in education.

According to M. Fahim Tharaba (Tharaba, *Kajian Pemikiran Integrasi Keilmuan Universitas Islam Negeri (UIN) Maulana Malik Ibrahim Malang melalui Ulul Albab*, 2019), the changing times that continue to grow make the educational process begin to look for its latest form. Government policy on the implementation of zoning has been described based on circular letter number 01 of 2019 and number 420/2973/SJ on the admission process of new students (*Penerimaan Peserta Didik Baru or PPDB*) addressed to the governor and regent or mayor throughout Indonesia with the contents of a letter of appeal to make the following policy (Culture, Circular Letter number 1, 2019):

First, to prepare the PPDB technical guideline set in the regulation of the regional head by admission process of new student in kindergarten, elementary school, junior high school, senior high school, and vocational high school (Culture, Permendikbud Number 51, 2018)

Second, to set zoning in the implementation of PPDB. *Third*, to order the department of education to coordinate with the population and civil registration agency in establishing zoning.

Fourth, to ensure the absence of the act of buying and selling of seats of students or a wild levy. *Fifth*, the implementation of PPDB in the school to fit *Permendikbud* number 51 of 2018 about PPDB in kindergarten, elementary school, junior high school, senior high school, and vocational high school and PPDB technical instruction in regulation of local head.

Sixth, to ensure the school does not conduct test of reading, writing, and counting in the selection of prospective new students on first grade on elementary school. *Seventh*, to ensure the

school does not make the value of national examination (UN) to be a condition of selection for zoning and duty transfer of parent or guardian and the result of UN is only the administrative requirement in PPDB in accordance with *Permendikbud* number 51 of 2018 about PPDB in kindergarten, elementary school, junior high school, senior high school, and vocational high school.

Based on the circular letter above, it can be seen that the admission policy of new students using the zoning system has been regulated clearly as stated in second and third points. The zoning system was implemented for the school under the department of education, including junior high school (SMP).

The problems faced by the education in world today are very diverse. One of them is the equality of education quality. The problem occurs almost in every country. Quality education is expected by every element of the high or low society. The quality of education is regarded as a success parameter for next generation of the nation.

On the other hand, problematics that occur in the upper field the enactment of the zoning system on the Admission Process of New Students (PPDB) are as follows:

The first problem in the PPDB system is the distribution of uneven public schools in each area. *Second*, since the zoning system does not go well, there are candidate students who are not in the accommodation because they can not apply to any school. While on the other hand, there are schools that lack students because they are located far from residential settlements.

Third, parents queued up to stay at school. In fact, PPDB policy and online systems states that students close to school are certainly accepted. So, even though it gets a queue number one, but for those whose domains are far away from school, the chances are very small to be accepted.

Fourth, the lack of socialization of the PPDB system to the parents of students make confusion. However, socialization should be structured and systematic. *Fifth*, the problem of infrastructure readiness and online registration is immature.

Last, since the number of public schools is uneven in each area, the policy of two shifts, morning and noon was set. The impact is that many private schools in the region lack students and they are feared if they are not followed, then the school can be closed.

Teaching and learning also changed according to future orientation (Tharaba, Purwono, Shymala, & Meirani, 2021). However, there are the reasons for the zoning system, such as: (1) school dichotomy is favorite and not favorite. The zoning system which was the recommendation of the Ombudsman of the Republic of Indonesia in 2016 to *Kemendikbud*, *Kemendagri*, and *Kemenag* was then implemented by the Minister of Education, Muhadjir Effendy with the aim to remove the favorite and not favorite school predicate, in order to create an equality of education quality in all schools in Indonesia.

(2) The prevention of Human Resources (HR) build up in a particular region. (3) Presenting a heterogeneous class population. Classes with variations will encourage educator's creativity in teaching in the classroom. It will increase the competition in education, so that the school will compete to continue and innovate in keeping its existence or even improve the quality of the school to attract interest of society. So, schools are not only at hand at the zoning policy of government, but the school also performs a series of attempts to prove that the school is a worthy school of community choice.

In addition, zoning is not only for admission of new students (PPDB) only, but also to fix various national standards of education, ranging from curriculum, spread of teachers, spread of students, and then also related to the quality of facilities and infrastructures.

Jember implemented the zoning system in PPDB of 2019/2020 academic year (Qiptiah & Djaka, 2021). The philosophy of education equality contains the meaning of all having the same opportunity. Therefore, in the pure zoning for the SMPN in Jember does not imply the value or result of national examination (UN) so that for PPDB SMP refer to zoning or the closest distance between the house and the school that is intended in the zoning.

Jember is a district that has an 94 SMPN, while in the academic year 2019/2020 recorded 53 SMPN failed to meet the specified ceiling. That is, the 1.845 quotas of bench is still empty in PPDB of 2019. As for most SMPN that fail to meet the ceiling is in the periphery area.

Based on the explanation described above, the author is interested to do the research with the title "The Implementation of Zoning System Policy on The Admission Process of New Student In Public Junior High School".

B. Research Methods

This research implements qualitative descriptive types. According to Sugiyono, (Sugiyono, 2016) qualitative descriptive is research methods based on the philosophy of postpositivism used to examine the natural condition of objects (as the opposite is an experiment) in which the researcher is as an instrument key data collection techniques are done trigulation (combined), data analysis is inductive/ qualitative, and qualitative research results are more emphasize meaning rather than generalization. Qualitative descriptive research method is a method used by researchers to find knowledge or theory to research at one particular time. The things that happen in the field will be attributed to the existing theory as proof of implementation of the theory. Then, the implementation will be analyzed deeply so that it can be a reference in the development of the zoning system in the acceptance of new students (PPDB) for the future.

The data collection techniques used are library studies and field studies with observations, interviews, and documentation. To analyze the data researchers have obtained from the field using a descriptive analysis method, that is non hypothesis research. By merely describing or portraying the circumstances of a research object based on the factors that seem or what it is.

Data analysis is an effort to search for data and programmatically organize records of observations, interviews and other methods to improve research understanding of the cases studied and present as findings for others. As for increasing understanding, the analysis should continue to seek meaning. Recording data sources through interviews or observations are the combined result of viewing, hearing and asking. (Moleong, 1980)

In this research using inductive qualitative data analysis, namely: data or information that has been selected collected and then grouped according to the details of each issue. Then the data or information is connected and compared to one with the other, but still using the process of thinking.

In a qualitative study it is a major factor. In order to keep these scientific can be seen from the existing data, because mistakes may occur in the search data, while data distortion usually occurs in the research itself and may also occur from the information. So to reduce or hold the validity of data, researchers need to check back before the process in the form of reports presented, so that no error occurs then used the following techniques, they are (1) participation extension, researchers are in research field until data collection is reached and researchers are trying. To do the research process correctly and filter information, both of which come from the study of the informant even. (2) preverance observation, to find and discover the traits as well as other elements that are particularly relevant to the research problem and then concentrate on those things in detail. (3) triangulation, it means that the research is not enough to only present data obtained from the research results, but other sources in the form of books, documents, and others to compare and complement the data needed.

C. Results and Discussion

The Implementation of Zoning System Policy on The Admission Process of New Students in Public Junior High School 10 Jember for the Academic Year 2019/2020.

According to Nurdin Usman (Usman, 2002), implementation is based on the activity, action, or the mechanism of a system. Implementation is not merely an activity, but a planned activity and to achieve the aims of the activity. The process of policy implementation takes place through a certain number of stages, usually beginning with the passage of legislation, then the output of wisdom in the form of execution of decisions by the agencies of the implementation of willingness. The implementation of a policy is influenced by two elements: (1) The existence of the program (wisdom) implemented, the presence of the target group is society, and it is expected to benefit from the program of wisdom. (Prihatin, 2011) (2) The existence of implementing elements both organizations and individuals responsible for the management, implementation, and supervision in the process of implementing the policies (Grindle, 1980).

The zoning policy is the acceptance system of learners based on radius and distance. Through the zoning system it is hoped that all citizens of Jember District can get an education whose location is close to the residence. The advantages of the zoning system include the distribution of education, more time-saving because the school is close, more cost effective for transportation, the condition of the learners more fit, and reduce congestion.

If analyzed in terms of correctness of policy, in the process of implementing the acceptance policy of new students zoning system in Jember, the formulation process of the policy does not consider mapping the populous area of the population and not the population of school age dense.

If analyzed in terms of the accuracy of the executive, in the process of implementing the acceptance of new students zoning in Jember District, the issuance of family card that is the basis of the radius of the domicile of prospective new learners can only be done by the ministry of population and civil registry, but the efforts of the parents to have a strategy to be accepted in a school that is they have replaced their family card with an address that is one zone with the intended school so that the child is most likely to be accepted. In the PPDB process, the absence of verification to the field by the admissions committee of the new students also adds to the possibility of invalidity and the data that has been gathered to the school (Culture, Technical Instruction about The Admission Process of New Students in Junior High School 2019/2020, 2020).

If analyzed in terms of target accuracy, in the process of acceptance of new learners zoning junior level in Jember district, the target that will be intervened is general. That is, all students who enter using zoning line are accepted absolute with a home distance that is close to the school, regardless of value. This is what is considered less profitable for the superior school because it feels that there is no high class students like the previous year. On the other hand, it makes a quality equation of students for each school so that it emphasizes the creativity of teachers to improve the quality of students according to their respective talents.

If analyzed in terms of the accuracy of the environment, in the process of implementation of the acceptance policy of the new student zoning system SMP level in Jember district has been running socialization of the zoning system policy from many sources, including from the original SD students so the guardian is not confused to follow the flow in the collection of files.

The Jember education office on the implementation of the PPDB policy year 2019/2020 zoning system divides the PPDB of SMP Negeri into five groups, where the first track is a 5% achievement line and cross-zone, the second line is the assignment path of the parent or guardian of 5%, the line of zoning by 90%, the path of the exercise class as many as 32.

For target accuracy dimensions, there are four indicators that show an increase in the policy implementation in 2019 although the value is not significant.

First, the implementing agent support indicator. It is confirmed when research that it is already a subject of bureaucrat and obedient to the leadership. Therefore, although the conscience of the executor (committee of PPDB) stated the pros and cons in the policy of this zoning system, in the implementation of the committee, PPDB continues to implement what is the decision of the education office as its parent organization.

Second, the next indicator is conformity of action, as explained in the first indicator of the PPDB committee to be implementers at the school level always try to perform the actions in accordance with the policies that have been established because supervision from the education office.

Third, next to the indicator of bringing school closer to the student domicile, it has certainly improved, because on the pure zoning system this time 90% of students received are students whose domains are close to the school. The main criterion for the proximity of this school is the conflict among the community and implementing committee. Because with these criteria students' academic achievements become less appreciated, the community finally thinks there is no need to learn to go to a favorite school, simply change the place of residence and change the address on the family card about a few months prior to the admission process of new learners with the zoning system.

Based on the document, observation, and interview with the informant about the implementation of zoning system policy on the admission process of new junior high school students in SMPN 10 Jember for the Academic Year 2019/2020, they are:

First, All forms related to the implementation of the zoning system policy have been clearly displayed in the technical instructions of acceptance of new students at public junior high school Jember district including at the site of this research, namely at SMPN 10 Jember. This condition is related with the theory that is stated that implementation is an act or implementation of a plan that has been prepared in a mature and detailed. It means that the implementation of policy has been done well.

Second, the theory of policy in education stated that the meaning of the policy implementation can be seen as a process of implementing a wise decision (usually in the form of legislation, government regulation, judicial decree, executive order or presidential decree). An then, the fact answers that in this research, the implementation refers to circular letter number 01 of 2019 and number 420/2973/SJ on the acceptance of new learners addressed to the governor and regent or mayor throughout Indonesia regarding the implementation of zoning.

Third, This zoning system has been successfully implemented in SMPN 10 Jember for started in 2017. The new policy begins with the gradual socialization conducted under the supervision of the education and culture of Jember. The socialization of the question can be through the billboards installed, through information from elementary school, and also from the middle school parties (Culture, Technical Instruction about The Admission Process of New Students in Junior High School 2019/2020, 2020).

The zoning system has had a real impact on the community, both positive and negative impacts. The impact arises from the school and the parent party. Both provide a point of view of each. The school provides full support for the ongoing zoning system, as the school is the executing officer of this. Schools can establish good cooperation with the surrounding community to provide support to each other's development of the school. However, the PPDB policy on the zoning system provides rules for opening the zoning line by 90%. This means that schools with great possibilities only get new students who enter from around school alone without regard to the quality of the value that each student has.

In addition, parents also feel the impact caused by this policy. On the positive side, parents will feel more calm because their children only need a short time to walk to school because of the close distance. However, on the other hand, parents feel a limitation in choosing a school that is considered a quality for the child. Out of the impacts above, government policies relating to the zoning system in the PPDB must remain in place and are addressed wisely.

Based on the fact above, so the successful implementation of a public policy can be measured from the process of achieving the final result (outcomes) that is achieved or whether the goal to be achieved.

Fourth, in the zoning system, schools organized by local governments must accept prospective learners domiciled on the radius of the closest zone of the school with a minimum percentage of 90% (ninety percent) of the total amount students received. Based on this theory, fact in SMPN 10 Jember make the condition that the school has implemented a zoning system with a minimum percentage of 90%. The clarity of implementation was proven by the PPDB report of the zoning line of each school signed by the principal and subsequently given to the education of Jember.

The following are contents of article 16 of *Permendikbud* of the Republic of Indonesia number 14 for year 2018:

Sistem Zonasi
Pasal 16

1. Sekolah yang diselenggarakan oleh pemerintah daerah wajib menerima calon peserta didik yang berdomisili pada radius zona terdekat dari Sekolah paling sedikit sebesar 90% (sembilan puluh persen) dari total jumlah keseluruhan peserta didik yang diterima.
2. Domisili calon peserta didik sebagaimana dimaksud pada ayat (1) berdasarkan alamat pada kartu keluarga yang diterbitkan paling lambat 6 (enam) bulan sebelum pelaksanaan PPDB.
3. Radius zona terdekat sebagaimana dimaksud pada ayat (1) ditetapkan oleh pemerintah daerah sesuai dengan kondisi di daerah tersebut berdasarkan:
 - a. Ketersediaan anak usia Sekolah di daerah tersebut; dan
 - b. Jumlah ketersediaan daya tampung dalam rombongan belajar pada masing-masing Sekolah.

4. Dalam menetapkan radius zona sebagaimana dimaksud pada ayat (3), pemerintah daerah melibatkan musyawarah/kelembagaan kerja kepala Sekolah.
5. Bagi sekolah yang berada provinsi/kabupaten/kota, di daerah ketentuan perbatasan persentase dan radius zona terdekat sebagaimana dimaksud pada ayat (1) dapat diterapkan melalui kesepakatan secara tertulis antar pemerintah daerah yang saling berbatasan.
6. Sekolah yang diselenggarakan oleh pemerintah daerah dapat menerima calon peserta didik melalui:
 - a. Jalur prestasi yang berdomisili diluar radius zona terdekat dari Sekolah paling banyak 5% (lima persen) dari total jumlah keseluruhan peserta didik yang diterima; dan
7. Jalur bagi calon peserta didik yang berdomisili di luar zona terdekat dari Sekolah dengan alasan khusus meliputi perpindahan domisili orangtua/wali peserta didik atau terjadi bencana alam/sosial, banyak 5% (lima persen) dari total paling jumlah keseluruhan peserta didik yang diterima. (Culture, Permbendikbud number 14, 2018).

And then, the following focus this research that is described in the location of research, they are:

First, the quota of new students. In each school, they have different quota of new students on zoning system. In SMPN 10 Jember, they get 320 students. Actually, several school focus on certain thing including SMPN 7 Jember focus on sport class.

Second, the validity of data. Based on the observation in objects of research, there are no visiting from school, just check it from collecting dossiers for SMPN 10 Jember.

Third, subject of controlling. All of school in Jember under controlling from department of education in Jember as well as the junior high school level, such as SMPN 10 Jember.

Fourth, the obstructions of zoning system. In each school, they have different statement based on the condition of mutual school. SMPN 10 Jember has obstacle, that is some parents still reject this policy because they must choose the closest school necessity.

Fifth, positive impact of zoning system. SMPN 10 Jember also has three positive impacts, they are (1) zoning system make the parents can monitor their children well, (2) The parents is easy to invite for collaboration. (3) The school is peaceful because the society around school feel that they also have school. It is because of good cooperation. Based on the advantages above, each school have resemble good impact.

Sixth, the priority of admission of new students on junior high school level.

Seventh, the hope of parents about zoning system. The society have same opinion that this zoning system policy should be continue because of closeness between school and home so it make easy without transportation. Besides that, the parent also hope there are test too to create soul of competition of students (Student, 2020)

The Opinion of The Parents for Implementation of Zoning System Policy on The Admission of New Students in Junior High School 10 Jember for The Academic Year 2019/2020

The development of education in achieving competitive advantage and comparative advantage is very important for always updated, so that education is not outdated in the times, even in the guard ahead in the future of the times (Tharaba, Membangun Budaya Mutu sebagai Implementasi Penjaminan Mutu dalam Pengembangan Pendidikan Islam di Indonesia, 2016). Measurement the performance of implementation of a public policy should be aware of policy variables, organizations and the environment. It needs to be directed because through the proper selection of policies so the society can participate to provide an optimal contribution to achieve the desired goal.

Furthermore, when the policy has been found chosen by the implementing organization, because within the organization there are authorities and various resources that support the implementation of policies for public services. According to (Fattah, 2013), policy analysis is an applied social science discipline that uses facts as rational arguments to explain, assess, and produce thoughts to solve public problems.

While the policy environment depends on its positive or negative nature. If an environment with a positive view of a policy will result in positive support so that the environment will affect the success of policy implementation. On the other hand, if the environment has a negative view there

will be a clash of attitudes, so the implementation process is threatened to fail. More than these three aspects, the compliance of the target group policy is a direct result of the policy implementation that determines the effect on the community.

Actually, SMPN 10 Jember have done zoning system based on the policy from government. Beside of that, this new system on admission process of new student create the opinion of the parents.

Based on the interview with one of the parents of student, majority of student have entered the school by zoning system. They make good statement that the collaboration school and society should be always harmonic. If they create good relation, it will give benefits for education. They can mutual supporting. The parents got information about new policy, that is zoning system from school before it and also they got socialization from public junior high school. SMPN 10 Jember have done it. It means, SMPN 10 Jember implemented zoning system in the admission process of new student.

Actually, everyone also have hope about something, including agreement or disagreement. It is their authority. Based on this zoning system, it can be seen that the society especially the parents have their opinion about hope of this system for the future.

There are the reasons that make the parents agree with zoning system in admission process of new student in public junior high school 10 Jember, such as:

First, parents can control their child easily. It is because the distance between home and school are very near. Parents not anxious about the condition's child. Parents enough to walk for lead their child.

Second, parents can minimize family expenses for their child. It means that money for use transportation wthe relationship between school and society will be better. As we know that school can not do anything to implement the policy itself, but school must get good relation from external factor to support it, including the society.

But, parents also hope that this zoning system will be followed by test. It can also measure the ability for each student. Student will excite for competitive soul in class when their friends are mutual understanding and mutual supporting each other. Zoning system should not only focus on distance between home and school, but it is about increase the quality of the students students (Jember, 2020).

D. Conclusion

Based on the finding of the research have been presented at the previous discussion related to implementation of zoning system policy on the admission process of new junior high school students in SMPN 10 Jember for the academic year 2019/2020, then the following conclusions to be drawn:

1. Implementation of zoning system policy on the admission process of new junior high school students in jember for the academic year 2019/2020 is done well in each school. They implement zoning system under control from department of education in Jember. They work based on book of technical instruction. In there, all of regulation about the admission of new junior high school students in jember for the academic year 2019/2020 has been described. SMPN 10 Jember has special quota for the new students via sport strip. But, the biggest quota still for zoning system. This policy is very good.
2. The society have same opinion that this zoning system policy should be continue because of closeness between school and home so it make easy without transportation. Besides that, the parent also hope there are test too to create soul of competition of students.

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