**THE IMPLEMENTATION OF ZONING POLICY AT THE SENIOR HIGH SCHOOLS IN BANDAR LAMPUNG CITY**

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***ABSTRACT***

*This research aims to describe and analyze the implementation of Zoning System on the student admission in the Public Senior High School 9 and 13, Bandar Lampung City. The analysis includes the supporting factors, obstacles, and all efforts from the Department of Education and Culture overcame challenges they faced. The research method used is descriptive qualitative research method with an inductive approach. Data collected technique used are interview and documentation. The data analysis technique used are: data condensation; data display; and verification. Based on the results, it is found that the policy implementation of zoning system in the enrolment of new student at the Public Senior High School 9 and 13, Bandar Lampung had been quite effective, with some problems faced by the admission team.*

***Key words****; Zoning System Policy, Student Admission*

**INTRODUCTION**

Article 11 Law Number 20 Year 2003 states that the Central Government and Local Government must provide service and facility, also guarantee the qualified education implementation for every citizen without discrimination. Every citizen has the opportunity to get education, and government take full responsibility in fulfilling the rights of its citizens by organize the objective, accountable, transparent, and without discrimination education system so it can improve the quality of human resources.

The Government has done various efforts in order to encourage the enhancement of education service access, such as implementing new policy on students’ admission (Wahyuni, 2019). In 2018, the government introduced new system on enrolment of New Student *(PPDB),* that is called ‘zonasi’. It is one of mechanism that be held near a new academic year, where schools recruit new students based on their accommodation location.

Before this, *PPDB* system on Senior High School *(SMA)* in Indonesia using the School Test Score as the main criteria. Other than that, students with specific capacity, such as a winning athlete or having recorded another achievement will be given priority seats. In the selection process the student candidate that have a higher score is having more opportunity for being accepted compared with student candidate with low scores. It causes intelligent gap among schools Indonesia because many smart students, achievers will probably apply for one popular school that has complete facilities although it is far from home.

To respond that problem, the government through Ministry of Education and Culture *(Kemendikbud)* release a Zoning System policy that must be implemented by every schools.Zoning system in *PPDB* is based on distance between the student residence with nearby schools. The goal of zoning system implementation is:

*Menjamin pemerataan akses layanan pendidikan bagi siswa, mendekatkan lingkungan sekolah dengan lingkungan keluarga, menghilangkan eksklusivitas dan diskriminasi di sekolah, khususnya sekolah negeri, serta membantu analisis perhitungan kebutuhan dan distribusi guru.[[1]](#footnote-1)*

(Giving a guarantee toward equal access to education services for students, bringing the school environment closer to family environment, eliminating exclusivity and discrimination in schools, especially among public schools, and helping to analyze the calculation of needs and distribution of teachers).

Zoning systemhas been regulated in Minister Education and Culture Regulation Number 51 Year 2018 on Enrolment of New Student *(PPDB)* on Kindergarten, Elementary School, Junior High School, Senior High School, Vocational High School, or another same level form. Based on Minister Education and Culture Regulation Number 20 Year 2019 on Amendment of Minister Education and Culture Regulation Number 51 Year 2018, on implementing the zoning system of *PPDB*, schools that organized by local government must accept the students who live nearby. Limitation for closest radius zone set by local government and the data itself has to be available one month before student admission.

**Picture 1. Enrolment of New Student *(PPDB)* Capacity Year Academic 2019/2020**

Since the policy implemented, there were some problems faced by the schools, parents and students, such as lack of information obtained by parents, transparency issue, unclear wordings on regulations, etc. Regarding these issues, some researchers have been conducting investigations to figure out how this new policy applied in every schools. However, it is found that existing published articles take a broad perspective in analyzing this, though every regions have different challenges (Martitah, 2019). Taking different approach, we then decided to see more specific cases at two schools in Bandar Lampung. These schools were selected as they were labelled the most favorite schools in the region and always receiving more applications, compared to the seats they provide. Besides, we are aiming to gain more detailed information at the field. We analyze how policy implemented, including what supporting factors and obstacles faced by policy actors.

**Literature Review**

Policy Implementation

Erwan and Dyah define that implementation, essentially is an activity to deliver policy output carried out by the implementer to the target group as an effort to achieve the goal.[[2]](#footnote-2) According to Grindle the implementation phase is a "bridge" between the concept world and the real world. Therefore, the implementation phase is an important stage of policy.[[3]](#footnote-3)

Based on some of definitions above, it can be concluded that policy implementation is a level where the application of concepts that have been designed can be felt by the beneficiaries or target groups, as well as being a bridge from current conditions to better conditions.

In terms of the use of models related to policy implementation, we are interested in using the policy implementation models of Donald Van Meter and Carl Van Horn. This model emphasizes the importance of the implementer's participation in policy objectives formulation, and this model's approach includes a top-down approach. Van Meter and Van Horn stated that there are six variables that can influence the successful implementation, including:

1. Standards and Objectives have performance indicators how far the policy standards and objectives are achieved. Standards and Objectives can be seen through various documents such as program regulations and guidelines such as implementing instructions and technical instructions.
2. Resources are prepared to facilitate their administration in order to be effective and efficient.
3. Inter organizational Communication and Enforcement Activities requires that program standards and objectives must be understood by the implementer. Communication between organizations and implementing activities focuses on the accuracy and consistency of communication between organizations or between implementers, understanding program standards and objectives by implementers, assistance in interpreting the rules and guidelines of higher officials and providing positive or negative sanctions.
4. The Characteristics of the implementing agencies include competency and staff size of an institution, the level of hierarchical control of sub-unit decisions and processes in implementing agencies, resources from political agencies (legislative and executive support), organizational vitality, level of communication openness in implementing organizations and with external parties also formal and informal relationships with policymakers or policy implementers.
5. Economic, Social, and Political Conditions is based on the availability of economic resources to support a successful implementation, economic and social conditions affected by policy implementation, public opinion that appears related to policy issues, elite attitudes in policy implementation (supporting or opposing), and mobilization private interest groups in supporting or opposing policy.
6. The Disposition of Implementors (implementors’ attitude) includes the implementors’ understanding of the policy, the direction of the implementors’ response (accepting, neutral, and rejecting), as well as the intensity of the implementors’ response (accepting, neutral or rejecting intensity).[[4]](#footnote-4)

Zoning System

The zoning system is regulated in Minister of Education and Culture Regulation No. 51 of 2018 concerning Enrolment of New Students *(PPDB)* in kindergarten, elementary school, junior high school, high school, vocational school, or other equivalents. In Lampung Province were held in June 2019 using an online system, both from the registration session to the announcement of graduation.[[5]](#footnote-5) The purpose of implementing this zoning system is to ensure equitable access to education services for students, bringing the school environment closer to the family environment, eliminating exclusivity and discrimination in schools, especially public schools, and helping to analyze the calculation of teacher needs and distribution.[[6]](#footnote-6)

 In zoning system, schools run by local government must accept candidate students who live in the closest zone radius of the school at least 80% of the number of students received. Domicile can be seen from the address on the family card issued no later than 1 year before the implementation. The closest zone radius limit is determined by the local government following the conditions in the area. Schools also receive 15% for achievement paths and 5% for special paths, such as resettlement of parents/guardians or natural/social disasters.[[7]](#footnote-7)

**METHOD**

Based on the problems researched, the researcher used a qualitative research design to collect and analyze the data obtained, reveal and understand the social phenomena that happen. This qualitative research is a research where the results are not obtained by statistical procedures or through other calculation processes, qualitative research can also produce comprehensive details about events that are difficult to obtain through quantitative methods.[[8]](#footnote-8)

Creswell explained that, “In a qualitative project, the author will describe a research problem that can best be understood by exploring a concept or phenomenon”.[[9]](#footnote-9) This qualitative research is carried out using an inductive approach, because the research starts from the facts in field, then will be found the solution to solve the problem. Creswell also stated that “Data analysis inductively building from particulars to general themes and the researcher making interpretations of the meaning of the data”.[[10]](#footnote-10)

**3.2. Research Scope**

Determining the research scope is important to limit the research so there is no bias in its implementation. The scope of research can be interpreted as a limitation that makes it easy to carry out and separate aspects in research to be more effective and efficient. The model of policy implementation according to Van Meter and Van Horn is determined by six dimensions, namely standards and objectives, resources, interorganizational communication and enforcement activities, characteristics of the implementing agencies, economic, social, and political conditions and the disposition of implementors. However, this article will only analyze and compare how standards and objectives implemented, with how resources support the policy implementation.

**Table 1. Research Scope**

|  |  |  |
| --- | --- | --- |
| **Concept** | **Dimension** | **Indicator** |
| Implementation (Van Meter and Van Horn) in research:The policy implementation of zonation system in enrolment of new student *(PPDB)* on public senior high school in Bandar Lampung City Lampung Provincet | 1. Standards and Objectives | * The obedience of school to implement the rules from Ministry of Education
* The accepted students should be coming from nearby school location
 |
| 2. Resources | * The capacity of human resources and financial resources that support policy implementation.
 |
| 3. Interorganizational Communication and Enforcement Activities | * The quality of communication that happens between organization and implementer involved in implementing the policy.
 |
| 4. Characteristic of The Implementing Agencies | * Both formal and informal organizational characteristics that have a role in the policy implementation.
 |
| 5. Economic, Social, and Politic Condition | * Given the social, political, and economic conditions such as rejection or support for the policy implementation as an external factor that can affect the policy implementation.
 |
| 6. Disposition of Implementors | * The disposition of implementers which influence the policy implementation.
 |

*Source: Van Meter and Van Horn*

**RESULTS AND DISCUSSION**

**Standard and Objectives of Policy Implementation**

 In the scheme of policy implementation certainly every public policy actors have supporting and obstacle factors, as well as the zoning system policy in enrolment of new student *(PPDB)* which implemented in Lampung Province has several obstacle and supporting factors in achieving the goals.

 In this PPDB Zoning System Policy has been regulated in Minister of Education and Culture Regulation No. 51 Year 2018 concerning Enrolment of New Student (PPDB) in Kindergarten, Elementary, Middle School, High School, Vocational School, or other forms of equivalent as already amended by Minister of Education and Culture Regulation Number 20 Year 2019 accompanied by Lampung Governor Regulation Number 24 Year 2019 concerning Guidelines for Enrolment of New Students on High Schools in Lampung Province. Follow up on the regulation, the Education and Culture Department of Lampung Province has prepared Technical Instructions for Enrolment of New Students (PPDB) in Lampung Province High School on 2019/2020 Academic Year.

 Based on the interviews results with Mr. Sulpakar as the Head of Education and Culture Department on Monday January 6th 2020 said that:

“The standards and objectives contained in existing Technical Guidelines have been well socialized from Lampung Province Education and Culture Department to existing education units.”

 Furthermore, the researcher also interviewed Mrs. Diona Katharina as the Head of Senior High School Development *(SMA)* Sector on Monday 13th 2020 said that:

“Standards and objectives contained in existing Technical Guidelines have been well socialized from Lampung Province Education and Culture Department to existing education unit, but for the quota standard of zoning path itself cannot fulfill the needs of students for getting a school as a whole, otherwise standard of zonation path in enrolment of new students also do not through a competency test.”

 It is supported by the interview result of researchers with Mr. Suharto as the Principal of 9 Bandar Lampung Public Senior High School and Mr. Yusmida as the Vice Principle of 13 Bandar Lampung Public Senior High School on Tuesday 21st 2020. It is known that the *PPDB* Technical Guidelines have been given and socialization has also been carried out to the society. However, in practice it was found that there were still people who did not understand what is the requirements for registering through this zoning path.

 To test the statements from education and culture department and education unit, the researcher also interviewed parents and zoning students including Mr. Suyanto, Mrs. Ela Yulianti, Mrs. Triwarni, Khansa, and Lariza. It is known that the requirements given make it easier and not difficult, but the society still needs to increase the intensity of socialization in order to fully understand what are the standard requirements for registering through zoning path.

**Resources**

 Existing incentive funds are used to facilitate and encourage the successful implementation of zoning system policies in this *PPDB*. Based on the interviews results with Mr. Sulpakar as the Head of Education and Culture Department on Monday January 6th 2020 said that:

“The incentive funds used to succeed the *PPDB* zoning system came from the Local Revenue and Expenditure Budget *(APDB)* and School Operational Assistance Funds *(BOS)*.”

This is in accordance with Lampung Governor Regulation Number 24 of 2019 Article 22 which states that:

*Pembiayaan PPDB dibebankan pada APBD dan Dana Bantuan Operasional Sekolah* (PPDB funding is charged to the Local Revenue and Expenditure Budget (APDB) and School Operational Assistance Funds (BOS)).

 Besides funding, human resources play an important role in supporting how effective the zoning policy applied at schools across the country. In implementing a policy, obviously needs the support from policy implementers itself, implementers in this case must have good competence in accordance with their respective fields, besides the competency, the size of staff itself also need to be considered whether or not sufficient to implement a policy. Related to policy implementation of zoning system in enrolment of new students (PPDB) in Lampung Province, based on the interviews results with Mr. Sulpakar as the Head of Education and Culture Department on Monday January 6th 2020 said that:

“We think the staff size in terms of both quality and quantity is good, especially in the implementation of the PPDB Zoning System, this has proven to work well.”

 It can be concluded that whether in quality or quantity and whether in competency or size, the staff itself are already good.

 Other than those aspects, it is found that the government and enrolment committee faced some obstacles during policy implementation of zoning system in *PPDB*, namely:

1. There was a build up of zoning path registrants in several Education Units due to the unequal number of people in each Education Unit environment.

 Based on documentation data obtained from the Lampung Province Education and Culture Department in the *PPDB* Zoning System Capacity Plan of High School in Lampung Province, it was found that there were differences in the number of school-age society in each Education Unit environment. Some of requirements for registering through zoning path are students must have a family card issued less than 1 year before the implementation of *PPDB* and also have to register to the Education Unit which is the closest to the students residence.

 For example, at Bandar Lampung Public Senior High School 9, which recorded from the available quota for *PPDB* zoning system are 298 students, have 931 zoning path registrants, it is mean that the number of registrants domiciled close to the environment of 9 Bandar Lampung Public Senior High School exceeds the capacity available. Problems that resemble exist in Bandar Lampung Public Senior High School 5, recorded from the available quota for *PPDB* zoning path are 289 students, have registrants who entering through zoning path are 890 students.

1. Inequality number of school-age society in each Education Unit environment.

 Based on the interviews results with Mrs. Diona Katharina as the Head of Senior High School Development *(SMA)* Sector on Monday 13th 2020 said that:

*“The quota standard has not been fully based on school-age society data in each educational unit environment, so it becomes an obstacle factor. As a result of the inequality number of school-age society in education unit environment, there is a buildup of zoning path registrants in several Education Units.”*

1. There is still an inherent understanding of favorite schools and non-favorite schools in the society.

 The persistent public understanding of favorite schools and non-favorite schools is one of the obstacle factors in the implementation of zoning system policies in *PPDB*. Although zoning areas have been established for each education unit, parents of students will register their children in schools that are considered favorite among the society in that zoning area. This has also become one of the causes of zoning path build up registrants in several education units.

1. There are still parties who abuse their authority and responsibilities in Education Unit.

 The education unit as the direct implementer of *PPDB* zoning system policy should work objectively, it is mean that when accepting the zoning path student, the students were truly residing close to the education unit. Based on the interviews results with Mrs. Diona Katharina as the Head of Senior High School Development *(SMA)* Sector on Monday 13th 2020 said that:

*“There are some people who abuse their authority and responsibilities by accepting zoning students who do not live close to the education unit, but this problem has been resolved well with sanctions.”*

1. There is still a lack of public understanding about the requirements for enrolment of zoning students.

 The requirements to entering through zoning path have been regulated in students admission Technical Guidelines and also have been carried out by the Local Government, one of them through mass media, but there are still people who do not understand the requirement. Based on the interview result by researcher with Mr. Yusmida as the Vice Principle of 13 Bandar Lampung Public Senior High School on Tuesday 21st 2020 said that:

“There are still some people who carry a family card issued less than 1 year before the *PPDB* is implemented.”

1. There are still people who live far from the education unit manipulating data to enter through zoning path.

 Based on the interviews results with Mrs. Diona Katharina as the Head of Senior High School Development *(SMA)* Sector on Monday 13th 2020 said that:

*“Education and Culture Department received a report from education unit that there were still people who manipulated data and when the PPDB committee entered student data into in a database to measure the distance of a student's residence to an education unit, it was found that the residence is not the student's residence but only an empty land or another person's residence.”*

 Besides the obstacle factors, there are also supporting factors for the successful policy implementation of zoning system in *PPDB* that already being implemented. The supporting factors include:

1. There is financial support available from the Lampung Province Regional Revenue and Expenditures Budget *(APBD*).

 Based on the interviews results with Mrs. Diona Katharina as the Head of Senior High School Development *(SMA)* Sector on Monday 13th 2020 said that:

*“The successful of policy implementation of zoning system in PPDB is very much determined by the availability of available funds, because to implement, it also requires a large amount of funds, funds issued so far is enough to finance all the needs of policy implementation of zoning system in PPDB, and the funds come from APDB of Lampung Province.”*

 In line with the statement of Head of Senior High School Development Sector, the interview results with Mr. Suharto as the Principal of 9 Bandar Lampung Public Senior High School and Mr. Yusmida as the Vice Principal of 13 Bandar Lampung Public Senior High School on Tuesday 21st 2020 revealed that the funds from the Provincial budget were sufficient to carry out the *PPDB* zoning system policy.

1. Effective supervision during the implementation of zoning system policy, this motivates all actors were completing their tasks better.

 Besides funding, good human resources are also needed to succeed the policy implementation of zoning system in *PPDB*. Based on the interview results by the researcher to the Head of Education and Culture Department it is known that the success of this *PPDB* policy is also influenced by the good performance of existing human resources, and the Lampung Provincial Education and Culture Department already have a good quality and quantity in implementing the zoning system policy in *PPDB*.

1. Well-maintained coordination between Education and Culture Department with all education units in Lampung Province.

 A good coordination between Education and Culture Department with all education units that exist in Lampung Province also become the supporting factors for policy implementation success of zoning system in *PPDB*. Based on the interviews results with Mr. Sulpakar as the Head of Education and Culture Department on Monday January 6th 2020 said that:

*“The policy implementation of zoning system in PPDB is influenced by good coordination between internal organizations and between Education and Culture Department with existing education unit, coordination is always carried out before the policy is implemented in order to maintain the consistency of existing communication well maintained.”*

 It can be concluded that the implementation of zoning system policy in *PPDB* has fulfilled its goal of eliminating exclusivity and discrimination in schools, especially public schools, though some challenges remained.

**CONCLUSION**

Based on the research results about the policy implementation of zoning system in enrolment of new student (*PPDB*) on public senior high school in Policy Implementation of Zoning System in Enrolment of New Student (*PPDB*) on Public Senior High School in Lampung Province, especially in 9 Bandar Lampung Public Senior High School and 13 Bandar Lampung Public Senior High School have actually been running quite effectively, it's just there are still several problems that occur in the implementation of this zoning system policy. There are still people who do not understand the requirements for registering through *PPDB* zoning path, while in terms of zoning students competency there are still unable to participate in ongoing learning.

1. Supports and Obstacles Factors

In The Policy Implementation of Zoning System in Enrolment of New Student (*PPDB*) on Public Senior High School in Lampung Province there are several supports factors, namely:

* 1. Financial support available from the Lampung Province Regional Revenue and Expenditures Budget (*APBD*);
	2. Sufficient human resources;
	3. Good coordination between Education and Culture Department with all education units in Lampung Province;

Furthermore, to support factors, in The Policy Implementation of Zoning System in Enrolment of New Student (*PPDB*) on Public Senior High School in Lampung Province there are several obstacles factors, namely:

1. There was an issue of zoning path registrants in several Education Units due to the unequal number of people in each Education Unit environment;
2. Inequality number of school-age society in each Education Unit environment;
3. There is still an inherent understanding of favorite schools and non-favorite schools in the society;
4. There are still parties who abuse their authority and responsibilities in Education Unit;
5. There is still a lack of public understanding about the requirements for enrolment of zoning students;
6. There are still people who live far from the education unit manipulating data to enter through zoning path.

**Policy Recommendation**

Due to the obstacles that the government facing during policy implementation, we would like to recommend these solution: mapping the number of school-age society in each high school environment in Lampung Province; increasing the budget to having more study rooms in schools by adjusting data from the number of school-age society found in the school environment; balance staffing for teachers and teaching staff by adjusting data from the number of school-age society to fulfil the teaching needs for student; and conducting competency selection or academic selection as one of the conditions for enrolment in zoning path.

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