

EDUCATIONAL POLICY DILEMMA: NEW STUDENT ADMISSIONS POLICY BASED ON THE ZONING SYSTEM

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ABSTRACT

The purpose of this study is to determine the implementation of a new student admission policy based on the zoning system. This study was conducted in East Luwu Regency, South Sulawesi, Indonesia because the implementation of a new student admission policy based on the zoning system caused several problems, such as ineffective socialization. This was carried out by the East Luwu Region Provincial Education Office Branch to the community which caused the parents or guardians and students not to understand the technical instructions for registration. Furthermore, this study used a descriptive qualitative method and data obtained are analyzed using the help of Nvivo12 Plus software. The result showed that policies are implemented based on the indicators of inter-organizational relationship behavior. This makes the East Luwu Region XII Provincial Education Office Branch and Senior High Schools to maintain mutual relationship with each other. Furthermore, it helps them to carries out organizational control and they are even professionals in completing their tasks. Meanwhile, based on these indicators, there have been many positive responses from the target group community but still, have a negative one. This is because of less optimal things from the implementation of new student admission policy based on the zoning system.

Keywords: *implementation of policy, zoning system, student admission*

INTRODUCTION

The policy dilemma occurs when the implementation is not as expected. In Indonesia, policies often get rejected because they are not as expected. Public policy is a series of actions established by the government in the form of rules to regulate life and it applies to all citizens without exception (Aulia et al., 2021). The aim of every policy proposed is to overcome difficulties experienced by the public. To achieve the objectives of public policy, it is necessary to compile the stages it follows and one of these stages is policy implementation which tends to affect the quality of service. Also, public policies like the policy of new student admission based on the zoning system was published by the Ministry of Education

and Culture through its Regulation Number 44 of 2019 article 11. The regulation states that schools are required to accept new students who live in the school areas and the domicile address on the family card issued that they are supposed to be living there for not less than a period of 1 year.

Furthermore, this zoning system regulation is stipulated for elementary, junior and senior including vocational high schools. The purpose of the New Student Admissions policy is to ensure an equal distribution of access to education services and brings the school closer to their family environment. Also, it helps to eliminate all forms of exclusivity and discrimination, most especially public schools, as well as to assist in the calculation analysis of teachers' needs and distribution. Also, both the people living in rural and urban areas have the right to equality in educational standards provided by the Government. (Noor & Wicaksono, 2020). Importantly, all schools within a country need to offer equal opportunities in education including curriculum, quality educators, safe environments, as well as adequate facilities and infrastructure throughout the country (Batita & Tsai, 2020).

Policy implementation is an actualization of education policy that occurs concretely and it needs to be carried out because the problems emanated from the formulation of a policy requires problem-solving skills (Fatkuroji, 2016). In the implementation of policy, there tends to be a interaction and reaction from the organization, environmental factors, and target groups that causes pressure, bargaining or transaction action (Dania & Adebayo, 2019). Policy implementation is not only limited to an explanation of political decisions through bureaucratic channels but also concerned with conflict issues, namely with whom and what gets in a policy. Furthermore, the implementation of policies is something very important than a policy formulation, Grindle (Rusdiana, 2015).

Based on the results of preliminary observations, it was found that the implementation of a new student admission policy based on the zoning system caused several problems which include the lack of socialization carried out by the Education Office. Besides, most of all this zoning policies are considered to create challenges that are not following the teacher's expectation (Wardani &

Budiraharjo, 2020).

The implementation of PPDB with a zoning system leads to a public concern because the assumption of favorite schools is attached to the zoning system. The presence or absence of the test is the same, and the students' intelligence is beaten by those who are closest to the "favorite" school location. This makes Polemics to arise yearly in every PPDB implementation and it includes the public dissatisfaction with policies that are considered unfair by some people (Mahyani et al., 2019). The zoning system policy changes the paradigm in the perceptions of education policy, most especially the stakeholders. The essence of the regulation accommodated by the Minister of Education and Culture causes the various implementation of regulations in the regions. This is because it provides flexibility for regencies to adopt regulations made due to geographical, demographic, and spatial material (Bakar et al., 2019),

Research on the implementation of New Student Admissions with zoning system was conducted in East Luwu Regency which is one of the transmigration placement areas in South Sulawesi Province. There are four UPT in East Luwu regency, among them are UPT Malili SP I (425 KK) and SP II (400 KK) and UPT Mahalona SP (330 KK) and SP II (100 KK). The Transmigrants in the four UPT are from several regions including West Java, Central Java, Yogyakarta, NTB, Bali, Ambon, Poso, and Timor leste. This indicates that east luwu is an area of multiculturalism. Previously, there has been no research that examines the implementation of zoning in transmigrant areas. The next interesting thing is that East Luwu is the largest local Native Income producer in eastern Indonesia, East Luwu is also the recipient of an award related to concern in implementing compulsory 12-year secondary education, and the recipient of the Funding Sharing Award in the Free Education Program in Indonesia.

The zoning system is based on the provision of opportunities for equal distribution of educational quality felt by schools that the level of excellence is less and still has many deficiencies in their systems and infrastructure. The facilities and infrastructure of a school are an important thing in ensuring the quality of education. The law explains that each formal and non-formal education

unit provides facilities and infrastructure that fulfill educational needs. This is done following the growth and development of physical potential, intellectual intelligence, social-emotional, and the obligations of students. Schools that have an increase in the number of students tend to experience improvements to be better hence the quality of education and schools becomes equal.

Another supporting factor is by providing an opportunity for citizens to get the best education services. This is because they all has the same right to obtain quality education by following its principles which includes; empowering all components of society through participation in the implementation and control of the education service quality. The task of the government is to carry out education management which aims to ensure public access to adequate, equitable, and affordable education services. The management of education is based on the national policy following the existence of laws and regulations. Furthermore, the school zoning program tends not to only has implications in the field of education such as the equal distribution but also environmental impacts such as traffic congestion, air pollution, physical health and children, and dependence on motorized transportation (Dutta, 2020; Safarah & Wibowo, 2018).

In its implementation in East Luwu Regency, the policy of new student admission based on this zoning system causes disappointment and protests from parents or guardians of students. This is because their children tend not be accepted in one of the leading schools without minding if the house they live in was closer to the school environment. Meanwhile, some set of students whose homes were far had the opportunity to be admitted. Moreover, the parents or guardians of students were also disappointed because the registration committee only saw the distance through applications because it is being exaggerated. Also, many students do not qualify due to the fact that the distance between the house and the target school is very far. Based on the above problems, this study is able to analyze the implementation of a new student admission policy based on the zoning system in East Luwu Regency.

METHODS

This study was conducted in East Luwu Regency, South Sulawesi, Indonesia because the implementation of a new student admission policy based on the zoning system caused several problems, such as ineffective socialization. This was carried out by the East Luwu Region Provincial Education Office Branch to the community which caused the parents or guardians and students not to understand the technical instructions for registration. Furthermore, this study used a descriptive qualitative method and data obtained are analyzed using the help of Nvivo12 Plus software. *Also, it analyzes and describes the implementation of government policies regarding the new student admission based on the zoning system by using theories and concepts related to Public Policy Science.* The research data that has been collected through interviews with respondents is then processed through Nvivo, the interview data is matched to the predetermined research indicators. The coding process is adapted to the theory that has been used. Classifying data as a retranslation process of data coding, classifying process using Nvivo crosstabulation, crosstabulation as a comparison process of each data. The last stage in the nvivo analysis process is the display of data in the form of graphs and tables, this analysis model in Nvivo is referred to as five steps analysis (AlYahmady & Al Abri, 2013).

RESULT AND DISCUSSION

Public Policy Concepts and Theory

Mustari (2015) emphasizes that only parties who have the authority in a political system (government) legally is able to do something to their people. The choice of the government to do or not is manifested in a form of value allocation. According to Dunn (Pasolong, 2013), public policy is a series of interconnected choices that is made by an institution or government official in fields related to their tasks, such as health, education, energy, public welfare, defense and security, urban, crime, and others.

Based on the definition according to these experts, it is concluded that

public policy are rules established by the government to regulate life and this applies to all citizens without an exception.

Policy Implementation

Mustari (2013) stated that policy implementation is when the basic policy decisions are executed. This is usually laws but also capable to be in form of important executive or judicial decisions or orders. Van Metter and Van Horn (Kadarisman, 2019) define policy implementation as a series of actions carried out by individuals, officials, government, or private groups directed to achieve a specific goals. Laster and Stewart (Koeswara et al., 2014) also stated it as a stage of implementing policies that are immediately stipulated into law. implementation is required to attain results and many studies from the earliest days of the policy sciences have stressed the significance and importance of effective (and ineffective) implementation in affecting policy outputs (Howlett, 2019).

Based on the expert's definition above, it is concluded that policy implementation is when a public policy set by the government to achieve common goals in solving public problems is executed.

The New Student Admissions (PPDB) Policy based on the Zoning System

The zoning system policy in the New Student Admission (PPDB) was issued by the Ministry of Education and Culture. This was accomplished through its Regulation Number 44 of 2019 on the new student admission in Kindergarten, Elementary, Junior, Senior (SMA), and Vocational High Schools (SMK). The regulation tends to adjust the requirements and pathways of new student admission. Based on the zoning system, PPDB is a major criterion that sees the distance between the student's house and the school.

In article 11 of the Ministry and Culture Regulation Number 44 of 2019, it is explained that by implementing this zoning system, schools are required to accept new students who live in the school areas and at least 50% of them have to be accepted. The domicile address of the family card issued is not to be less than 1 year before the implementation of the New Student Admissions (PPDB).

The radius of the closest zone set by the local government following the

existing conditions in the area are to be deliberated on. Furthermore, schools are to accept students through the achievement path, like the remaining proportional part from the implementation of zoning, affirmation, and transfer of students or parents or guardians. Then, schools have to accept not more than 5% of students who live far away from the school areas due to special reasons such as the domicile transfer of parents or guardians or the occurrence of a natural and social disaster. The cost of implementing PPDB for schools that receive School Operational Assistance (BOS) is borne by BOS funds.

The SMA/SMK or other forms of schools held by the provincial government tends to receive and exempt themselves from the cost of education for new students who come from economically disadvantaged families (affirmations). Also, they have to accept not less than 15% of students who are domiciled in one provincial area. These economically disadvantaged students need to be proven through an indigent certificate (*Surat Keterangan Tidak Mampu/SKTM*) or other evidence issued by the local government.

The Implementation of a New Student Admissions (PPDB) Policy based on the Zoning System

The implementation of a new student admission policy based on the zoning system in East Luwu Regency was analyzed by several indicators such as the inter-organizational relationship, low-level implementer, and target group behavior.

1. Inter-Organizational Relationship Behavior

Organizational behavior is a scientific discipline that studies individual and group-level behavior in an organization and its impact on performance (both individual, group, and organizational performance). The inter-organizational relationship behavior is similar to the relationship between the East Luwu Region XII Provincial Education Office and the School.

In the implementation of new student admission (PPDB) policy based on the zoning system, the inter-organizational relationship behavior is seen from the coordination and commitment made by stakeholders.

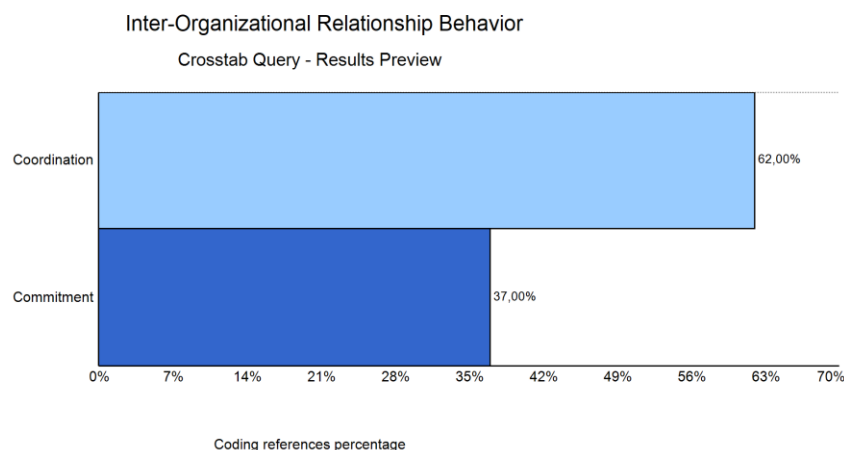


Figure 1. Inter-Organizational Relationship Behavior

Source : processed by author

Based on Figure 1 above, the commitment of the stakeholders in implementing the zoning system policy only shows a trend of 37%. Commitment is known as an agreement made to carry out something and when exists between organizations, it tends to be one of the benchmarks for assessment in policy implementation. Also, a well-maintained commitment is able to have an impact on improving the quality of a good performance in implementing a policy.

Based on the results of this analysis, it is concluded that the East Luwu Region XII Provincial Education Office Branch maintains its commitment well in the implementation of new student admission policy based on the zoning system, but not yet maximal in giving assurance to all parents so there was a protest from the parents at the time of admission of new students.

Furthermore, the Coordination indicator shows that 62% gets value on the results of the coding preference analysis. Therefore, it is concluded that the coordination carried out by the government in implementing the zoning system policy on PPDB has been perfectly done. Good coordination provides synergy and directs activity in work between one party and another to achieve predetermined goals and when exist between organizations, it is known as one of the benchmarks for assessment in policy implementation. Therefore, it is necessary to coordinate with each other to achieve the expected goals.

Coordination was carried out in the implementation of the zoning system when the

school principals coordinated with the East Luwu Region XII Provincial Education Office Branch to conduct meetings. Furthermore, the results of the meeting were reported by the East Luwu Region XII Provincial Education Office Branch to the South Sulawesi Provincial Education Office.

2. Implementer Behavior

Policy implementers are individuals or institutions that are officially recognized and responsible for implementing a policy. Therefore, the implementer's behavior tends to determine the success of implementing a policy. Furthermore, in order to find out the behavior of lower-level implementers (officials/bureaucrats), several dimensions like the organizational control and apparatus professionalism are used.

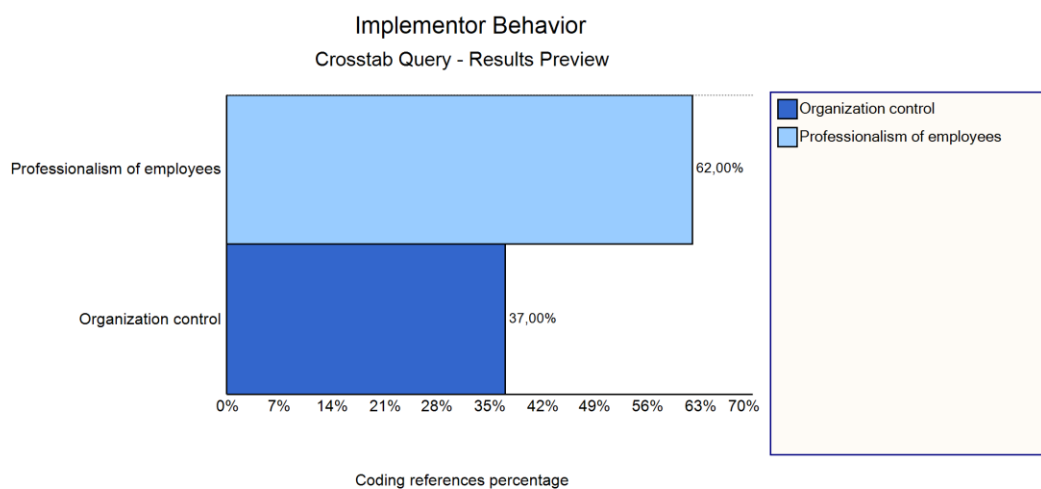


Figure 2. Implementer Behavior
 Source : processed by author

Organizational Control

The organizational control on implementer behavior on the zoning system policy got 37% of reference with an analysis through NVIVO. It shows that the organizational control carried out by the Education Office has not been maximized, but has been performed regularly by monitoring the implementation of new student admissions with a zoning system. Furthermore, the staff also reported their duties in regards of the implementation of new student admission

(PPDB) policy based on the zoning system. Organizational control has an impact on the attitude of service personnel in carrying out their work so that the implementation of habits can be effective (Makarios et al., 2012). Organizational control is an act of supervision by the leadership to see, assess, and ensure that the activity carried out is following the stated objectives. Also, it is one of the benchmarks for assessment in policy implementation. Therefore, organizational control is indispensable to make each policy suitable for its stated objectives.

Apparatus Professionalism

Professionalism is an attitude that reflects the competencies possessed, such as skills, expertise, and knowledge in carrying out a job. Therefore, apparatus professionalism is one of the benchmarks for assessment in policy implementation. Based on the results of the data processing in Figure 2, the it gets to a score of 62%. This shows that apparatus in the education office and related schools are already professionals in carrying out their duties while admitting new students with a zoning system.

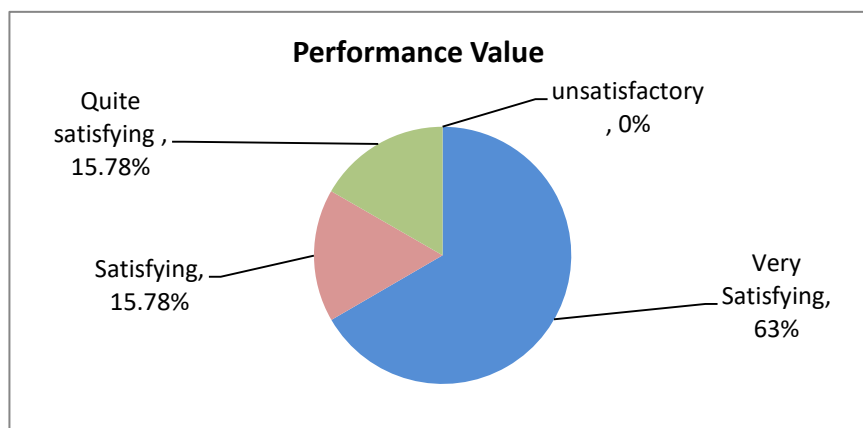


Figure 3. Performance Value of apparatus
Source : processed by author

Figure 3 shows that the performance value of the apparatus is very satisfactory with a percentage of 63%. It illustrates that the professionalism of the officers in the implementation of zoning policies has been achieved. The officials of East Luwu Region XII Provincial Education Office Branch are professionals in carrying out the implementation of the new student admission policy based on the zoning system according to their skills, abilities, and knowledge.

3. Target Group Behavior

The target group is known as the party used to be an object of a policy, therefore, target group behavior is the response of a policy being implemented.

There are several dimensions that see positive and negative support from the target group to find out their behavior regarding the implementation of new student admission (PPDB) policy based on the zoning system.

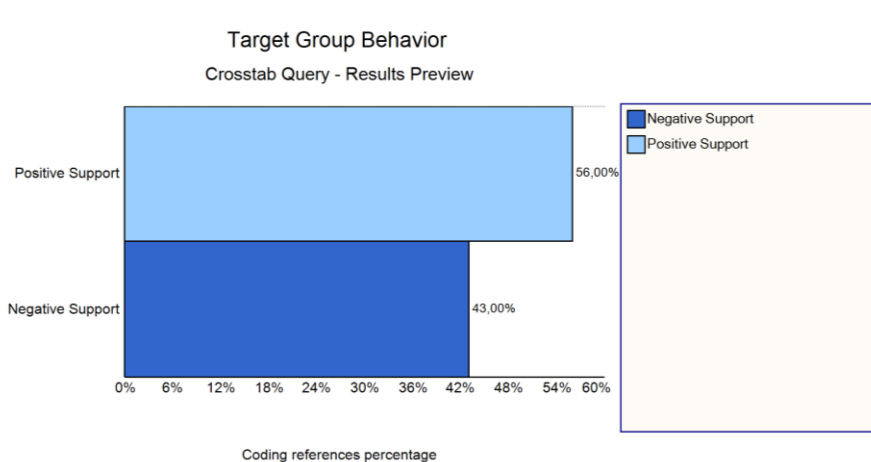


Figure 4. Target Group Behavior
Source : processed by author

Positive support

Figure 4 shows that positive support for this policy got 56% of reference from the analysis result through NVIVO. This shows that the implementation of the zoning policy has received sufficient positive support which is the response from the target group that is supportive and enthusiastic. The positive response from the target group is one of the benchmarks for assessment in policy implementation. Furthermore, schools that implemented the zoning system received a positive response because they were more transparent and this make policy to be implemented optimally (Bakar et al., 2019).

There are several positive responses from the target group regarding the implementation of new student admission (PPDB) policy based on the zoning system as follows:

- a. The implementation of the new student admission (PPDB) policy based on the zoning system does not consider the social status of the students
- b. The implementation of the new student admission (PPDB) policy based on the zoning system facilitates their access to school
- c. The implementation of the new student admission (PPDB) policy based on the zoning system provides benefits for those whose homes are close to the school
- d. The ability and knowledge quality of the East Luwu 1 State Senior High School is increasing

Negative support

Meanwhile, the negative support indicator got 43% of reference and it is very low from the analysis results through nvivo12 Plus. Also, it is a negative response from the target group in the form of criticism on a policy being implemented.

There are several negative responses from the target group regarding the implementation of new student admission (PPDB) policy based on the zoning system, and as follows:

- a. There is an error in the process of registration of new student admissions based on the zoning system
- b. The implementation of new student admission (PPDB) policy based on the zoning system limits them to choose the school they want
- c. The socialization on the implementation of new student admission (PPDB) policy based on the zoning system is carried out less effectively and efficiently

The negative response to the implementation of a new student admission policy based on the zoning system in East Luwu Regency is relevant to the research results of Bakar et al., (2019). He stated that some schools have a negative response to the implementation of the zoning system, such as smart students are not able attend good schools because they are not part of zoning.

Therefore, implementation problems such as the practice of falsifying family cards as resistance from parents arises. Furthermore, a study by Pöder et al., (2017) entitled if School Admission by Zoning Affect Educational Inequality. The study of family background effect in Estonia, Finland, and Sweden stated that the zoning system harms the improvement of education quality. The behavior of the target group with a negative response has indeed occurred in many regions and even abroad. Therefore, it is not surprising that the implementation of a new student admission policy based on the zoning system in East Luwu Regency still has a lot of negative responses from the policy target groups.

CONCLUSIONS

The implementation of policies based on indicators of inter-organizational relationship behavior shows that the East Luwu Region XII Provincial Education Office Branch and Senior High Schools maintain mutual relationship with each other. Furthermore, based on the indicators of implementer behavior, the East Luwu Region XII Provincial Education Office Branch controls the organization and are professionals in completing their tasks. Meanwhile, based on the indicators of target group behavior, there have been many positive responses but still have a negative ones. This is because it has less optimal things from the implementation of new student admission (PPDB) policy based on the zoning system. The government is expected to prioritize the needs of the community in the implementation of zoning system policies on the acceptance of new students so that there is no protest from the policy objectives.

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