



Evaluation of Admission Student Policy based on Zoning System for Acceleration Education Quality in Indonesia

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Abstract

In the 2017, Indonesia starts a new policy on admission student, namely the admission student through zoning. The policy came from the Minister, he aimed student get closer to school and to make all school became favorite. It purposes acceleration for increasing quality of education in Indonesia. The strategy based on equitable distribution of student population and the capacity of school, it's a long term strategy. This research used qualitative method, it begun from issues identification, secondary data analysis from others research, monitoring and evaluation, mass media, and online media. The research aims are to identification the fact of policy implementation, to know the impact of the policy on stakeholders, to understand precisely and affirmative policy. The result of this research, we found that the policy changed the paradigm of education policy perceptive, especially on stakeholders' perception in many aspects. The essence of the regulation that was accommodated by the Minister of Education and Culture leads to its diverse implementation of regulation in the region because gave a space of flexibility for district to adopt the regulation that made because of geographic, demography and spatial matter. School had positive response because more transparence, school has negative response like smart student cannot go to a good school because not a part of zone, constraints and problems of implementation such faking family card and resistance from parent. At the last, the discussion purposed the fit model of implementation policy on admission student and the recommendations.

Keywords: Admission Student, Policy, Zoning, Transparence, Regulation

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INTRODUCTION

"The New Student Admission (PPDB) aims to ensure the acceptance of a new students is objective, ac-countable, transparent and without discrimination, to encourage increased access of education services" (Regulation of Ministry of Education and Culture No. 17/2017, clause 2).

Student who has good basic potential to be developed through education, on physically and psychologically, family environment, school and community where they are located (Oktaria, 2013). Related to this, in order to achieve good quality education, education management is needed to mobi-lize educational resources, one of those is management of students (Imron, 2012).

One important factor of the management of students is the acceptance of new students where basically can not be separated from geographical factors, the role of parents and peer influence that determine whether or not of the interest of students' new prospective in determining the continuing next level of school. Also the decision of new students to choose entering public or private schools, or public or vocational schools (Yuliani, 2018). The student's decision certainly is inseparable from inter-est, a fixed tendency to pay attention and remember some activities (Slameto, 2010). Interest is also often said the feeling of love and interest in a matter or activity, for student inseparables from the fac-tors that are seen or offered by the school firstly.

Besides the interest, another important thing is the learning process. Learning is a modification or strengthening behavior through

experience with various forms of interaction that educationally, the learning process can be occurred. Learning is also a form of growth or change in someone who is expressed in new ways of behaving to experience and practice (Mulyono, 2009).

Family factors that be represented by parents also have an important role, the rights and obli-gations of parents in advancing education (national). In Law Number 20 of 2003, parents have a role to choose an education unit such as obtaining information about the development of their children's edu-cation and obliged to provide basic education to their children (MoEC, 2003).

The birth of the Minister of Education and Culture Regulation Number 17/2017 is an effort to encourage increased access to education services in Indonesia through the management of students. In the new rules governing the method of admitting new students there are several things that need to be underlined, including acceptance based on online system, selection that prioritizes by age and distance of residence, zoning system and other rules.

The applied of zoning system can lead to two conditions (Andina, 2017), namely the chance of a larger child living near the school even though the mark of national examination (UN/USBN) does not meet the requirements and the school cannot accept students with high value scores of UN/USBN if they lives far from school. This will be more beneficial for children who live near the school, while encouraging children who smart can enroll in the school closest to where they live. Not only that, one of the consequences is the gathering of students with diverse abilities in one class, of course this will affect the learning process of students.



The admission student with zoning system is also expected to eliminate students' barriers, there are two factors that cause this lack of achievement (Gallagher, 1991; Rimm; 1997), namely environmental factors and personal (family) factors. Environmental factors can arise from schools that do not support the intellectual climate, focus on athletics and social status alone so that they can result in a lack of achievement (Rimm, 1995). One component related to the quality of education (Marsus Suti, 2011) is student readiness and motivation. The admission student zoning system is expected to provide comfort from environmental aspects and personal factors based on student readiness and motivation.

The admission zoning system prioritizes the closer distance of student residences to school in addition to increasing students' comfort level psychologically also increases students' and societies' sense of ownership of the school followed by parents and the surrounding community.

So, it is expected to adjust social support for the school. Schools no longer belong to school, but also belong to individuals or groups around the school. Schneiders (Schneiders, 1964) divides social adjustment into three aspects, namely adjustments in the home and family environment, adjustments in the school environment and in the community. Not only that, there are several adjustment factors, namely physical condition, development and maturity, psychological, environmental and cultural.

Interview with the Minister of Education and Culture with page tempo.co on July 5, 2017 (www.tempo.co, 2017) Minister Muhadjir said that there are several goals for implementing the admission student zoning system, among others, to facilitate children's travel to school, eliminate the favorite school dichotomy tend to overload students, non-favorite school that often lack students, eliminate discrimination in admitting new students both based on academic ability and socio-economic background and becomes instruments for monitoring the distribution of teachers so as to encourage even distribution of school quality.

The admission student zoning system is also an effort to improve the quality of education through the management of students. If the management objectives of students (Sururi & Nasihin, 2014) are to regulate the activities of students so that these activities support the learning process in educational institutions, further learning processes in schools can run smoothly, and orderly they can contribute to the achievement of school goals and overall education goals.

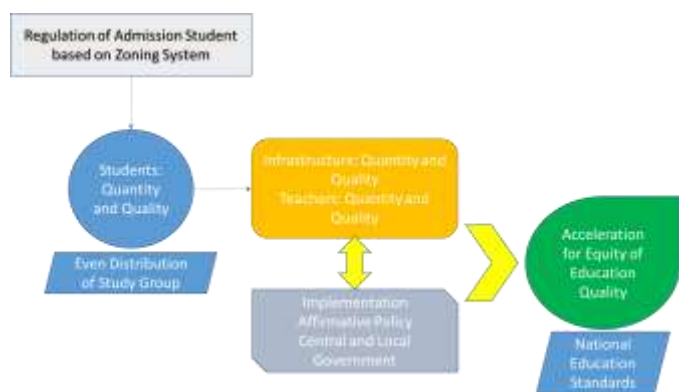


Fig 1. Rationalization of the Admission Student based on Zoning System

Figure 1 explains that admission student aims to be able to do equitable learning resources based on the distribution of students or study groups (rombongan belajar). From the picture it can be seen the admission student is expected to be able to improve facilities and infrastructure, both in quality and quantity, there is an equal distribution of students and it is expected that there will be equal distribution of teachers.

In the future, it is hoped that there will be no more schools that lack the study group so that it will have an impact on the fulfillment and even distribution of educational resources in the school unit, because the government policy give aid based on the study group. The

admission student zoning system which is based on the distance of the student's residence to school will have an impact on population demographic planning and spatial planning based on the population of productive age school students with educational units. The ultimate goal is equal distribution of educational resources, both in infrastructure and teachers will accelerate the improvement of the quality of education supported by all components of society and government, both central and regional.

Zoning Radius Basic Concept

The concept of zoning is actually already used in various fields, zoning itself is often defined (Babcock, 1979): "Zoning is the division of a municipality into districts for the purpose of regulating the use of private land".

A division of territories into several regions with legal rules determined, initially aimed at separating the development of industrial and commercial areas from residential areas. The concept of the zoning itself began to be developed in Germany in the late 19th century (Leung, 1989) which then spread to other countries. De Chiara and Koppelman (1975) revealed that in determining the standard of location the school must have criteria including the radius of the coverage area as follows:

Table 1. The School Radius Standard

| School Level | Range | Location |
|--------------------|--------------|--|
| Elementary School | 400 – 800 m | Near with public housing and public facilities |
| Junior High School | 800 – 1200 m | Near with center of the settlement |
| Senior High School | 800 – 1200 m | Located at center that ease access and public facilities |

The Essential of Regulation

Regulation of Ministry of Education and Culture 17/2017 consists of eleven chapters and 39 (thirty nine) clauses. Nine chapters consist of general provisions, objectives, PPDB procedures, transfer of students, study groups, reporting and supervision, prohibitions, sanctions, other provisions, transitional provisions, and closing provisions.

From Regulation of Ministry of Education and Culture Number 17/2017 (Ministry of Education and Culture, 2017), in Chapter III Procedure is the most important part of this rule to regulate the acceptance of new student admissions, this section clearly regulates the renewal of PPDB as well as the core understanding of the renewal of rules.

Table 2 shows a comparison of three aspects of the essence of the rules when looking at the implementation of admission student and the regulations in the regions, namely: (i) selection; (ii) character of the zoning system; and (iii) study groups. This is due to the flexibility accommodated by the Minister of Education and Culture, so that in its own regions the implementation looks diverse, such as: (i) the regions have done admission student based online and not online; (ii) the regions should implementing the admission student zoning system refer to central regulation and some regions do not follow it; and (iii) the zoning model developed in the regions is also quite diverse related to the ability of regions to interpret rules and facilitate conditions in their respective regions.

The Admission Online System

Regulation of Ministry of Education and Culture 17/2017 also emphasizes admission student with online system. This is clearly stated in article 3 paragraph 3 in order to achieve accountability. Actually the admission student with online is not something new, before the new rules had been implemented, there were many schools or local governments that accepted students online. This can be seen



from the number of studies related to this problem (Andayati, 2010; Endang Kuswati, Sukadi, 2013; Nurul Azizah, 2011).

Table 2. Finding the Essential of Regulation

| Essential | Regulation | District Regulation |
|---------------|---|---|
| Selection | The priority is zone radius | Mostly, local government didn't adopt the regulation as expected. Most of them the priority based on mark of national examination (UN/USBN) |
| The Character | Accepted admission students based on zone is 90% of all quota | In the local regulation, pure regulation based on zone is very rare Mostly, the local regulation based on region administration The 90% of quota is variety, not based on the closest distance of student's home to school |
| | Achievement and Special Lane | The criteria of "achievement" and "special" are variety. Even some districts allocate more quota than the central regulation. |
| | Allocate for poor students in senior high school is 20% from kuota | Local government interpretation for poor students is not only intended for high school/vocational school, even made for elementary and junior high school levels. Determination of poor students is still not very clear enough. |
| Study Group | The Agreement in border area | This is very important, but not many district did this as we know. |
| | Commonly, we don't find any problem about study group. Because study group is directly connected with DAPODIK. If the school break the number, then the student will not have identity number of student (NISN). There is a problem in favorite school when the numbers is more than planning. School needs to delegate students to others school that parents didn't like it. It's same when un-favorite school had more student than usual, schools need prepare more. | |

From some of the results of these studies, it can be seen the advantages of using admission student online, namely: (i) facilitating the processing and management of data while at the same time accelerating the decision making is accepted or not accepted; (ii) there is ease in delivering information online to students and parents; and (iii) accountability and transparency of the process of accepting new students. There are research results that show the potential obstacles or risks of admission student with online (Masyuri, Samopa, 2013) divided into two parts, namely at the stage of the admission student with online process (preparation, data collection, implementation and announcement) and based on threat factors (nature and environment, law and management, technical, human and social).

In this study, we aimed to identification the fact of implementation, to know the impact of this policy for stakeholders, precisely policy, and also to predict the affirmative policy, at the end it can formulate the fit model of admission student through zoning system and online system.

"It is important to note that the admission zoning system in its rules prioritizes distance as the main priority for the acceptance of new students"

We organized this paper as follows. Section 1 explains the background of writing this paper. In section 2, explain the method of this study. Then in section 3 presents discussed for find the fit model

of admission student through zoning system and online system. Last, section 4 will provide conclusion comments of this study.

METHODOLOGY

In this study the approach is carried out through a qualitative approach. According to Keirl and Miller in Moleong (Moleong, 2017), qualitative research is a tradition in social science that is fundamentally dependent on observation, humans, the region itself, and relating to these people in their language and terminology. This study want to find the perception from stakeholders about the implementation of the admission study policy. Qualitative method is research methods that used to examine natural object conditions, where researchers are key instruments, data collection techniques are carried out in combination, inductive data analysis and the results emphasize the meaning rather than generalization.

This study collected the data from two resources, namely previously studies and mass/online media. The previously study took the result of research and from monitoring and evaluation that did by Ministry of Education and Culture. The sampling of survey provided from almost all region in Indonesia and the respondents are from central government, district government, heads school, teachers, parents, students, and society.

The type of research conducted is descriptive research, studying the implementation of The New Student Admission in Indonesia, through the implementation of admission student by the Education Office at the District / City and Provincial levels. This study begins with the analysis of secondary data related to the rules used in each region and the distribution of students before and after the implementation of Regulation of Ministry of Education and Culture 17/2017 and Regulation of Ministry of Education and Culture 14/2018 which uses this zoning system based on spatial conditions from several regions.

Secondary data analysis carried out in this study begins with the identification of issues that develop in the community through mass media and online media to get the actual issue. After that spatial analysis was conducted (Nuarsa, 2004) based on regional administration to determine the level of student density based on the distance between residential schools (regional administration) and schools while knowing the distribution of students before and after the implementation of admission student zoning system.

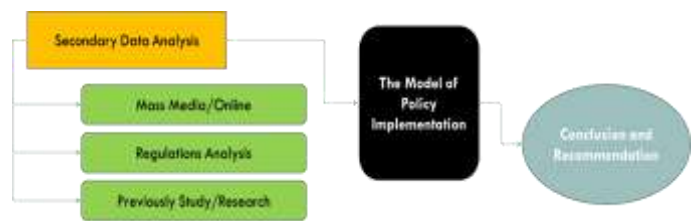


Fig 2. Research Analysis

From others study, researches had information from almost 268 respondents, such as teachers, head school, local government, student, parents, and society. The respondents also came from many regions that can be represented all Indonesia.

Results and Discussion

At the beginning of this study, it began with the analysis of secondary data both from mass media and studies in several regions spatially in collaboration with the Center for Education and Culture Statistics, Ministry of Education and Culture able to know the regulation patterns.

The Pattern of Admission Student Zoning System

In order to know the implementation of admission student in the regions, researchers analyzed the existing regulations in the local

government. Table 3 shows of the results that the analysis carried out from several sample regions, there are several patterns in general, namely (i) the pattern of providing incentives based on distance and administrative area; (ii) rayon or cluster patterns based on administrative and school areas; and (iii) combination patterns.

Table 3. The Pattern of Implementation of PPDB Zoning System

| Pattern | Variety of Pattern |
|---------------------|---|
| Residence Incentive | Distance |
| Rayon/Cluster | Region Administration |
| | School |
| Combination | Combination between residence incentive and rayon/cluster |
| Others | Need to more identification |

In the Minister of Education and Culture itself it has been regulated that the admission student zoning system is based on the order of priority, starting from the main priority is the distance of the student's residence to school, then age, national exam scores or similar and achievements. When looking at this matter, it is clear that the local government has its own understanding and creation in implementing the Regulation of Ministry of Education and Culture according to their thoughts, situations and conditions in their respective regions.

However, these patterns have only been obtained from several regions which will certainly improve again if the rules in other regions already founded.

Issue of Admission Student Zoning System in Media

Based on the information on media and previously researchs, it can be classified the problems of admission student with online that occur in the field, it can be concluded that the local government seems to be less prepared in implementing this regulation and the community still does not fully understand the zoning system.

LOCAL GOVERNMENT POLICY

There are local governments do not use admission student zoning system prefers to use the old rules with reasons: (i) it had ratified the rules before the Minister of Education and Culture announced the regulation; (ii) dissemination of Regulation of Ministry of Education and Culture 17/2017 which is lacking; (ii) The Minister of Education and Culture is felt to be still lacking in real regional conditions, less accompaniment; (iii) there is a resistance from the community so that the local government decides not to use the Minister of Education and Culture; (iv) There are local governments do admission student zoning system online/online and there are also areas that are offline/not online; and (v) the implementation of the admission student does not fully use the provisions of distance based zoning radius as stipulated in the Minister of Education and Culture, but is adjusted to the interpretation of regions and regional condition.

SCHOOL RESPONSE

Positive, namely: (i) the variety of students' ability; (ii) increased transparency in admission student, like entrusted students; (iii) parental supervision of students and schools will be easier because of the close distance between the school and the place of residence.

Negative, namely: (i) private schools in the city center and good quality get an abundance of students from public schools; (ii) private schools in the periphery tend to lose students because students get more opportunities to be able to be in public schools; (iii) the regulation is expected to not be too rigid; (iv) Family Card (KK) issues are related to population data recording (DUCAPIL) which is still not good in the region; and (v) teachers will have difficulties in teaching because of the widening variety of student intake quality, because unprepared conditions.

BASIC CONSIDERATIONS FOR REGULATION OF ADMISSION STUDENT ZONING SYSTEM

The local governments prepare the regulation of admission student basically did not only see central government regulation, more that seen the situation and conditions of their respective regions.

Related to online and not online local governments see readiness from school and parents and their socialization.

Quota compilation which leads to selection rules also looks at readiness capacity as well as demographic and geographic conditions in the region and educational service resources.

IMPLEMENTATION CONSTRAINTS AND PROBLEMS

There are still parents of students who outsmart the agreed-upon rules such as getting into their favorite high school then faking KK, SKTM and so on. Local governments face problems related to the problem of inequality in capacity and the potential of school students, so schools often occur that have advantages and disadvantages of students or classrooms.

Parents feel disadvantaged because they are not notified early if their child is not accepted in-to a school, in order to anticipate finding other schools.

Residents who in zoning area requested more quota for student admission be added so that could meet the needs of the current community on the grounds of community development or school-ing in their own environment.

Poor ICT mastery from applicants or prospective student parents and poor internet connectivity.

The Implementation Model of Admission Student Zoning System

From Table 4, it can be seen that one of the factors that causes the surplus and disadvantage of the students is the tendency of students to choose favorite status, so the class will always grow.

A reality also if the favorite school before the implementation of the zoning system will always pay attention to the quality in admission student, pay close attention to its input as an effort to maintain the output and output that attract this school. Of course this causes many students who have to compete with other students, both academically and others. So that favorite schools are usually cross-regional enthusiasts.

However, unlike when the zoning system is used as the basis for admission student, schools are required to accept input with the highest priority being the zoning radius of the closest region. As a result the school must be willing if the input obtained does not fully get superior students like before the admission student zoning system. The school and teacher are obliged to be able to work harder in improving the quality of the students. Of course the expectation of this zoning system is as an effort to improve the quality of students by equalizing the quality intake of students.

On the other hand, local governments must also be able to look at these changes, when a school that is usually in excess of study group, it may be a shortage of study group, and vice versa schools that lack study group will overload the program. In this early era of implementation, the re-gional government must be able to organize it so that students can go to school all and project a map of the distribution of students and schools in accordance with the Minister of Education and Culture as well as the implications that occur now and in the future.

Based on all the discussed, we had suggestion such as: (i) needs for earlier and more intensive socialization of admission student zoning system, from the central government, local government, and the school to the community; (ii) the difference of authority (province for Senior High School and district for Elementary School and Junior High School) impact should be considered; (iii) the central and local government also schools should be ready to predict the implications in learning related to the admission student zoning system such as



demographic problems, geography and educational resources (teachers, infrastructure); and (iv) the central government makes one online application of admission student zoning system that had been connected directly to basic education data (Dapodik).

Table 4. The Implication of Admission Student Zoning System Aspect Zoning System Implication

| Aspect | Zoning System | | Implication | |
|------------------|--|---|--|---|
| | Before | After | Now | In the Future |
| Study Group | Density of population of students at favorite school is high Density of population of students at un-favorite school is low | Schools less students Schools more students | Local government is finding the policy for the impact, the policy for spread students for less student school | Local government should have population and capacity of student; making admission student projection based on school. |
| Students Ability | Students who has high ability uses to favorite school | Student who has high ability will spread | There is a variety of student will change the school environment, schools need to prepare for it, especially for favorite school | Schools environment should ready for variety of students ability and how to adjust the impact for developing working together Mostly teachers will teach near of their house and local government has mapping for teachers spreading. |
| Teachers | Teachers will centralized at favorite school because of students' population | Teachers will lose teaching hours because less student | Local government starts to think about teachers distribution for equity and optimize serviced | Local government need to estimate more and less students because of the zoning system |
| Infrastructures | Schools that has more group study will have more money for develop infrastructures Schools that has less student, has limitation for develop their infrastructure | Develop their infrastructures Affectivity and efficiency infrastructures for un-use infrastructures (class room) | Schools need to estimate more and less students because of the zoning system | Local governments need to plan the infrastructure developed from the beginning with zoning system pattern |

The implementation of policy based on conflict management, because the policy characteristic is acceleration and breakable the on going policy. The researchers found that the policy characteristic same with Model Dye concept, Model Implementation of Policy based on Interactive (Dye, 1992). The model needs to manage the conflict area between government and the society. For government as the institution who has responsible for public accountability should

think how to mobile the resources to achieve the goals that stake with the schedule that often change according the field situation (figure 3).

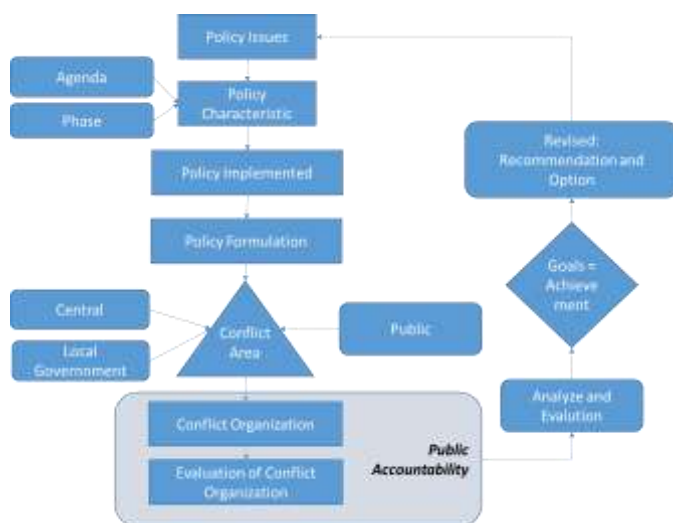


Fig 3. The Model Policy of Admission Student Zoning System

We also purposed the recommendation for central government to: (i) the rules of admission student zoning system needs to socialize, especially zone radius based on distance of students' home to school. Because of the results of this study, the rules in the regions are not fully use zoning system based on distance, there is using rayon or grading/incentives. In addition, purely based on "distance" will be constrained by the diverse geographical and demographic conditions in the area; (ii) the exist-ence of "Smart Book" of admission student zoning system regions need guidance in the form of choices that can be made for fac-ing the problems faced; (iii) the Minister of Education and Culture is basically an effort to improve the quality of education which is preceded by equal distribution of study groups, after the standard distri-bution is expected the Central Government will assist or guide or provide assistance to the Government Regions in fulfilling their impacts/implications such as accelerating the fulfillment of teachers and facilities and infrastructure; and (iv) from the findings in the field, there is an assumption that the admission student zoning system has resulted in injustice to smart children, it is necessary to think of a special service education for children who are above the average.

For Local government: (i) the local government immediately implements the affirmative policy based on admission student zoning system in order to improve the quality of education through equity; (ii) formulating the zone radius based on the situation, conditions and the dealing with Head of School; (iii) socializing the admission student zoning system to the community, in order to prevent community resistance in the spirit of equity; and (iv) mapping educational resources to determine precisely affirmative policy for acceleration the quality of education.

CONCLUSION

First, admission student zoning system has changed the paradigm education in Indonesia, such as efforts to eliminate favorite and not favorite schools and to make all schools a favorite. This purpose is not easy if not followed with increasing the existing of education quality standards. The zoning system has fundamentally changed by "student interest", this is it which is the main problem.

The admission student zoning system offers more convenience and "local diversity". Comfort in the sense of a school that is close to home while increasing the sense of ownership. Local diversity means that students must be able to accept the conditions in their area of adjustment, not only students, as well as schools and their supporting factors while at the same time increasing the quality of education services, at least towards the minimum standard of education services.



Second, the essence of the regulation that was accommodated by the Minister of Education and Culture led to its diverse implementation in its own regions, such as: (i) regions have conducted PPDB online and not online; (ii) regions also in implementing the admission student zoning system refer to central regulation but some regions did not follow it; and (iii) the zoning model developed in the regions is also quite diverse related to the ability of regions to interpret rules and facilitate conditions in their respective of regions.

Third, basic considerations to prepare of admission student zoning system regulation, the local government basically did not only see the central government regulation, many of them saw the situation and conditions in their respective regions. Related admission student with online and not online, the local governments see the readiness from school and parents and their communities. The number of quota leads to selection rules also looks at the readiness of capacity as well as demographic and geographic conditions in the region and the resources of educational services.

Fourth, school responses with admission student zoning system, positive feedback, (i) equal distribution of student intake quality in favorite and non-favorite schools; (ii) increased transparency in admission student, such as entrusted students and parents' supervision of students and schools will be easier because of the close distance between schools with residence. Negative responses, (i) private schools in the city center and good quality get an abundance of students from public schools; (ii) private schools in the periphery tend to lose students because students get greater opportunities to be in public schools; (iii) the regulation is expected not to be too rigid; (iv) there is a problems that related with population and civil registration (DUCAPIL), the data is still not good in the population of area and school.

Fifth, constraints and problems of implementation, (i) there are still parents of students who circumvent the agreed rules such as getting into favorite high school then faking Family Card (KK), Poor Student Certificate (SKTM) and so on; (ii) less socialization; and (iii) local government faces problems related to the problem of inequality in capacity and the potential of school students, so schools often occur which are the advantages and disadvantages of students or classrooms.

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