

## Policy Implementation Model for the Zoning System for Admission of New Students (PPDB) for Basic Education in South Tangerang City

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### Abstract

This study focuses on the question of how the policy implementation model of the school zoning system for new student admissions (PPDB) in basic education is applied in South Tangerang City. Designed as a qualitative research approach or synthesis of qualitative research (meta-study), this study explores government actions in public policy. The findings reveal that the effectiveness of the implementation model of the school zoning policy in PPDB is supported by several strong factors: effective communication processes, competent human resources in policy implementation, sufficient material resources, favorable dispositions/attitudes of policy implementers, and a well-established bureaucratic structure to enforce regulations, local laws, guidelines, and technical instructions. However, the main obstacle identified is the misalignment between established policies and their technical implementation due to a lack of understanding and differing perspectives. This issue is particularly evident in interconnected institutions, such as the decisions made between the Education and Culture Office (Disdikbud) and the Population and Civil Registry Office (Disdukcapil).

**Keywords:** Policy, PPDB, School Zoning System, Regional Regulation.

### INTRODUCTION

Education plays a central role in the formation of competent human resources capable of competing at the global level. Even though Indonesia recorded an increase in the Human Development Index (HDI) to 0.694 in 2017, the main challenge remains the gap in education quality between regions. Even though the 1945 Constitution guarantees the right of every citizen to receive quality education without discrimination, the implementation of policies such as the zoning system in the Admission of New Students (PPDB) has not been completely successful in equalizing the quality of education throughout the region (Abidin & Asrori, 2018; Perdana, 2019; Pangaribuan et al., 2019).

The government has taken significant steps by issuing Government Regulation Number 47 of 2007 which requires 9 years of primary and secondary education. However, challenges continue to arise, such as varying teacher quality, budget constraints, and

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inadequate educational infrastructure in several regions. The implementation of regional autonomy has also not been optimal in improving the quality of education due to management and budget allocation problems.

The zoning policy in PPDB aims to eliminate the stigma of favorite and non-favorite schools, but still faces challenges in understanding and consistent implementation across regions. Continuous evaluation is needed to ensure this policy is successful in realizing equal access to fair and quality education throughout Indonesia (Safarah & Wibowo, 2018).

In the context of globalization, education is not only about improving academic quality but also developing life skills needed to face future challenges. The government needs to focus on improving educational infrastructure, teacher quality, and equal distribution of educational resources so that every citizen has the same opportunity to receive quality education, in accordance with the vision of "brightening the nation's life" as stated in the 1945 Constitution (Dar & Ernawati, 2023; Makmur, 2023).

In South Tangerang City, the zoning policy in the PPDB has been implemented but faces various challenges such as low public understanding of the rules, lack of effective socialization, and protests because prospective students are not accepted at the desired school. It is necessary to revise or improve the zoning system to meet community needs fairly and evenly, especially in remote areas.

This research focuses on the policy implementation model for the PPDB Basic Education zoning system in South Tangerang City, by considering theories that identify crucial factors such as effective communication, adequate resources, tendencies and attitudes, and a supporting bureaucratic structure. Good implementation of zoning policies is crucial in balancing access to education in the region.

## **LITERATURE REVIEW**

The study of policy implementation models, particularly in the context of the zoning system for admission of new students (PPDB) in basic education, has garnered significant attention in public policy and education management research. This section synthesizes relevant literature to provide a theoretical and empirical foundation for understanding the dynamics of the PPDB zoning system and its implementation.

### **Policy Implementation Theories**

Policy implementation has been extensively analyzed using various theoretical frameworks. Grindle (1980) emphasizes two critical dimensions in the policy implementation process: the content of the policy and the context of implementation. These dimensions include the interests affected, resources mobilized, the degree of change required, and the power dynamics among actors involved.

Similarly, Lipsky's (1980) street-level bureaucracy theory highlights the role of front-line implementers whose discretionary practices significantly impact policy outcomes. These theories offer valuable perspectives on the implementation challenges in the PPDB zoning system, where effective communication, resource availability, and implementer attitudes are key factors.

### **Zoning System in Education**

The zoning system has been adopted worldwide to promote equitable access to education and reduce disparities among schools. Studies by Ajayi et al. (2019) and Chikulo (2021) reveal that zoning policies often aim to decentralize school admissions, reduce overcrowding, and ensure equal distribution of educational resources. However, these policies also encounter resistance due to socio-cultural and institutional factors, such as unequal resource allocation, bureaucratic inefficiencies, and lack of stakeholder alignment. The implementation of the PPDB zoning system in Indonesia aligns with these global trends but is shaped by unique regional regulations and socio-political dynamics.

### **Factors Influencing Policy Implementation**

Research consistently identifies communication, resources, dispositions, and bureaucratic structures as critical factors in policy implementation (Van Meter & Van Horn, 1975). Effective communication ensures the dissemination of information and fosters stakeholder engagement, while adequate resources, both human and material, enable smooth execution. Moreover, the attitudes and commitment of implementers significantly influence policy outcomes, as evidenced by Matland's (1995) ambiguity-conflict model. In the case of the PPDB zoning system, these factors are intertwined with the broader regulatory and cultural context of South Tangerang City.

### **Challenges in Zoning Policy Implementation**

Challenges in implementing zoning policies often arise from misalignment between policy formulation and execution. Previous studies (e.g., Jann & Wegrich, 2007) highlight issues such as insufficient coordination among institutions, resistance from stakeholders, and discrepancies in understanding policy objectives. For instance, the lack of synchronization between the Education and Culture Office (Disdikbud) and the Population and Civil Registry Office (Disdukcapil) reflects a broader issue of institutional fragmentation, which hampers the effective implementation of the PPDB zoning system.

Empirical research on the PPDB zoning system in Indonesia underscores its potential to enhance equity in basic education while highlighting practical challenges. Studies by Mulyadi (2020) and Handayani (2021) document positive outcomes such as increased access to nearby schools and reduced competition in elite institutions. However, they also reveal persistent obstacles, including inadequate

socialization of the policy, resistance from parents, and logistical constraints in rural and urban areas.

## **METHOD**

This study employed a qualitative research approach, commonly used in the social sciences, including policy studies, as a scientific method (Creswell, 2013). Consistent with the research objectives, the study utilized a synthesis of qualitative research (meta-study) as its method (Barnett & Thomas, 2009; Overton & Müller, 2013; Paterson et al., 2001).

Data collection techniques involved gathering relevant documents, such as statistical data, policy drafts, policy documents, publications, and previous research findings related to the zoning system for student admissions (PPDB) in basic education. Additionally, in-depth interviews were conducted with key informants, and specific observations were carried out at the community level to capture insights from households with school-age children within the zoning area.

The data analysis process was guided by Creswell's framework (2013), which emphasizes systematically organizing, sorting, coding, and categorizing data to derive findings based on the research focus or problem. This approach simplifies scattered and voluminous qualitative data, making it more comprehensible. The analysis involved systematically tracking and arranging interview transcripts, field notes, and other materials to present findings. It required working through, organizing, disassembling, and synthesizing the data to identify patterns, highlight significant aspects, and determine what to report.

By applying these rigorous methods, the study aimed to uncover meaningful insights and provide a clear understanding of the zoning policy's implementation for basic education admissions.

## **RESULTS AND DISCUSSION**

### **Implementation of the PPDB Zoning System Policy**

Implementation of the zoning system in the Basic Education PPDB in South Tangerang City requires effective coordination between various local government officials. Disdik is responsible as the main manager from PAUD to SD/SMP, while schools are the main organizers at the PAUD and SD/MI levels. The Education Council is committed to improving the quality of education, while the LPMP ensures the quality of education at the provincial level. Supervisors at middle and high schools oversee policy implementation. This coordination is crucial for the transparent, accountable and fair implementation of PPDB zoning.

Several studies show different results regarding the impact of zoning policies on student admissions. Children who are not accepted into nearby schools are less likely to continue their education, potentially lowering literacy levels and quality of life. Prospective students who are pessimistic about being accepted at the school of their choice due to a strict zoning system may lose motivation to apply. There

are also those who choose not to continue their education or postpone it if they are not accepted at a school near their home, affecting the increase in education levels in the area. Some prospective students may choose to marry if they are not accepted into a nearby school, hampering their potential for higher education.

The zoning system provides significant benefits by making it easier for students to access schools, reducing transportation costs, and increasing attendance. However, there are negative impacts such as unfairness in student selection, where students with low grades may be accepted simply because of distance, while better ones must be rejected. This can damage students' learning motivation. However, teachers can develop innovative learning strategies for students with different abilities, stimulating their competence.

Zoning policies require careful planning and careful monitoring, supporting public administration theory for administrative effectiveness and policy planning. Regular evaluation is needed to ensure policies are fair and sustainable. The law requires quality education without discrimination, supporting equal distribution of education for equal opportunities and justice.

Equitable education contributes to poverty reduction by providing broad access to education, improving the quality of life. GER is used to measure the success of educational development programs in expanding access. The GER for education levels from elementary school/equivalent to high school decreases as the level of education increases. At the elementary/equivalent level, the APK reached 104.14%, while for junior high school/equivalent the APK was 95.61%. This phenomenon indicates that the higher the level of education, the lower the GER for the education unit.

There is inequality in access to education between regions, especially between urban and rural areas. The average distance students travel to school also shows significant differences between regions. In the Setu area, for example, elementary school students have to cover an average of 1.42 km, while junior high school students have to cover 2.89 km. In rural areas, although elementary school students cover an average of 1.26 km (better than urban areas), junior high school students have to cover a distance of 3.2 km.

This difference is caused by geographical factors, regional infrastructure and the environment, as stated by Kainuwa (2013) and Andrew (2014). Therefore, education zoning policies are important as an effort to equalize access and quality of education. The principle of zoning policy is to bring education services closer to the community and equalize the quality of education, so that it is hoped that it can reduce educational disparities between regions.

The government needs to play an active role in equalizing education by facilitating the different needs of schools, especially for schools with low quality. The zoning program allows schools to accept students with various abilities, from the smart to the less capable, so that the process of sharing knowledge between students can occur more

effectively. This is expected to increase the competitive climate among students to develop their talents and abilities optimally.

### **Barriers to Implementing the Zoning System Policy for Accepting New Students (PPDB) for Basic Education**

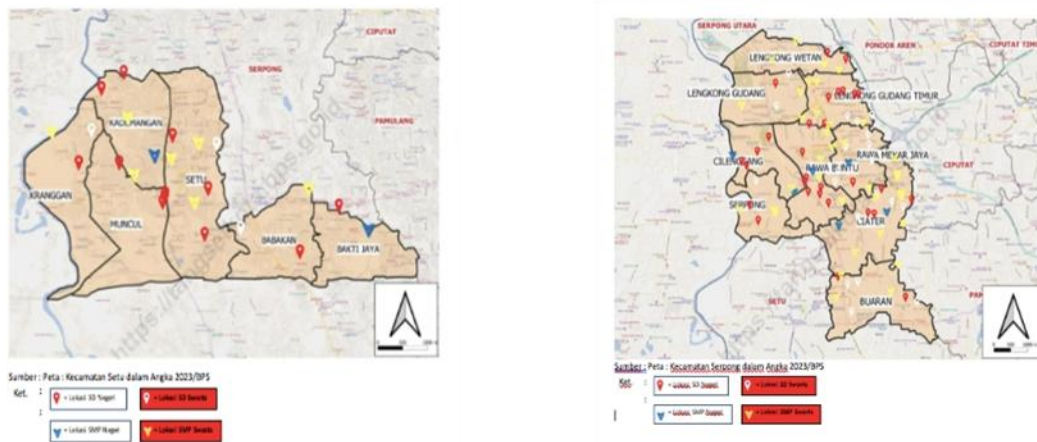
The implementation of the zoning system policy in the Basic Education PPDB in South Tangerang City faces various significant obstacles that influence the implementation of the policy. Various key aspects, such as communication on socialization of zoning policies, management of human resources, material resources, the disposition of policy implementers and policy makers, bureaucratic structures including established standard procedures, as well as evaluation of policy implementation, are the focus of the analysis. Although the government's efforts to increase access to education through zoning are positive steps, there are various obstacles that arise in practice.

One of the main obstacles is the lack of alignment and coordination between the Ministry of Education and local governments. Regional autonomy allows local governments to manage education according to local conditions, which are sometimes not in line with national policies. This can result in resistance or different interpretations of the implementation of zoning policies, especially in regions that feel that the zoning system is ineffective in improving the quality of education or feel that it does not support equal access to education.

In addition, other obstacles include technical problems such as difficulties in communication and access to technology, which affect the process of socializing zoning policies to the community. The large number of complaints related to online registration pages that are difficult to access or inaccurate data are also problems that affect public trust in this policy.

Theoretically, the zoning policy in PPDB is intended to simplify the student registration process and increase educational equality. However, complex implementation challenges demonstrate the need for a more flexible and adaptive approach to local conditions and community dynamics. Regular evaluation of the implementation of zoning policies is also important to evaluate its effectiveness and make necessary improvements to achieve the goal of more inclusive and quality education.

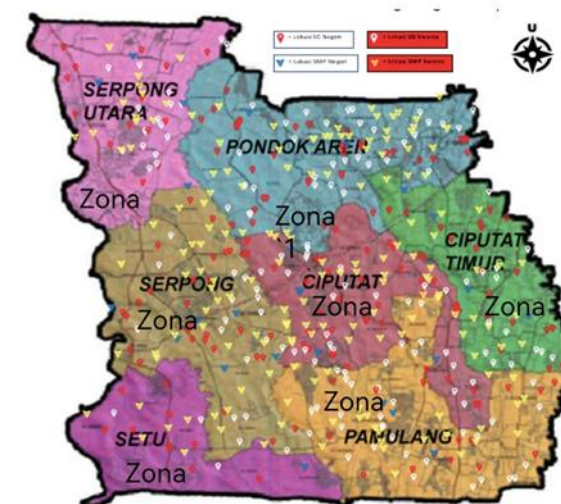
In facing these obstacles, it is important for the government to remain open to input from all stakeholders, including parents and the general public, and to continue to improve communications, training and supporting technological infrastructure. Only with a holistic and sustainable approach can the implementation of zoning policies in the Basic Education PPDB achieve the desired goals effectively and sustainably.



**Figure 1. Comparison of the Number of Elementary and Middle Schools in Setu District and Serpong District in South Tangerang City**

Implementation of zoning policies in the Basic Education PPDB in South Tangerang City must consider the different conditions between Setu District and Serpong District. Moving students from densely populated zones (such as Serpong District) to zones where schools are rare (such as Setu District) is neither practical nor ideal. Therefore, it is important for local governments to adapt zoning policies by carefully considering the geographical conditions and population density in each region.

The suggestion put forward is to divide the South Tangerang City area into several zones, each with different characteristics such as zones in the very good, good and poor categories. This division must be based on a comprehensive analysis of education data, infrastructure conditions and local community needs. For example, zones with a high density of schools could receive priority for the development of additional educational infrastructure, such as opening new public junior high schools in sub-districts that still lack schools.



**Figure 2. Zoning System**

The Department of Education and Culture needs to develop accurate education zoning maps by involving various related SKPDs, such as Bappeda, BKD, and DISDUKCAPIL. This inter-SKPD coordination is important to ensure that zoning policies can be implemented effectively and in a coordinated manner. In addition, it is important to monitor and evaluate the results of zoning implementation periodically to adjust to regulations data developments and community needs. Map The division of areas based on zoning can be seen in the following map:

Based on the zoning map above, it can be seen that Setu District is the only sub-district included in zone 4 because it has a limited number of elementary and junior high schools. Meanwhile, North Serpong District and East Ciputat District are included in zone 3, while Ciputat District and Ciputat District as well as Pondo Aren District, Pamulang District, and Serpong District are included in zones 2 and 1. The importance of zoning based on geographic areas in determining the zoning system in the PPDB Basic education and other PPDB are regulated in mayor regulations and minister of education and culture regulations.

### **Effectiveness of the Zoning System Policy Implementation Model in Basic Education PPDB**

The implementation of the zoning system policy in the Basic Education PPDB in South Tangerang City tests several basic characteristics that are crucial to evaluating its effectiveness. First, the communication process is an important basis in ensuring effective socialization of the zoning system to the community. Human resources who implement policies need to be well prepared to be able to manage the PPDB process professionally and accurately. Material resources, such as supporting infrastructure and information technology, are also a focus in providing adequate services. The attitudes and dispositions of officials implementing policies need to support and integrate the values of transparency and justice in the management of the zoning system. The supporting bureaucratic structure, from legislation to technical procedures, must be managed efficiently and in accordance with applicable regulations. The impact of implementing this zoning system must also be evaluated to ensure its benefits in equalizing access to education and improving school quality. In addition, policy products such as Decree Letters (SK) from regional governments need to meet established standards to ensure the validity and clarity of the rules in the PPDB process. By integrating all these aspects holistically, the implementation of the zoning system policy in South Tangerang City can be carried out more effectively and have a positive impact on the community and schools in the area.

The implementation of the zoning system policy in the Basic Education PPDB in South Tangerang City was evaluated through analysis of various opinions and perceptions from the community, as the main indicator of its effectiveness. The results of the analysis show

that effective communication occurs through a socialization process that is in accordance with established standard procedures. Socialization media focuses on online platforms regulated by the PPDB committee, while compliance with agreed SOPs ensures regularity in policy implementation.

The human resources involved in implementing this policy demonstrate adequate competence, supported by relevant work experience and a good understanding of zoning policies. Meanwhile, material resources such as office facilities and IT infrastructure support the implementation process without significant obstacles.

The disposition and attitude of the bureaucracy in responding to this policy shows an adequate level of compliance and response to community needs, although several obstacles are still found such as inaccurate coordinates which affect the distance between students' homes and schools.

The effectiveness of the zoning system policy implementation model can be seen from the various positive impacts produced, including increasing fair access to education, reducing complaints, and improving the quality of education through a more controlled teaching and learning process. Positive views are also seen from teachers and students, who appreciate the zoning system because it provides certainty and comfort in the educational process.

Evaluation of the implementation of this policy highlights the need for improvement in the evaluation of the products produced, to ensure the suitability and quality of future implementation. Nevertheless, the conclusion of the analysis shows that the zoning system policy implementation model in the Basic Education PPDB in South Tangerang City is running effectively, in accordance with the objectives and standards set.

## **CONCLUSION**

The implementation of the zoning system policy for Elementary Education Admissions in South Tangerang City has generally run effectively in accordance with applicable regulations. Its success is supported by good communication, adequate human and material resources, positive attitudes of the apparatus, and a clear bureaucratic structure. However, several obstacles have emerged, such as the inconsistency of policies with technical implementation, lack of involvement of all members of the organization, inability to understand community interests, and minimal understanding of adaptive policy evaluation models. Therefore, improvements in inter-agency coordination, increasing the capacity of implementers, and strengthening policy evaluation are needed for the sustainability of the zoning system policy for Elementary Education Admissions.

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