

## Zoning Policy in Promoting Educational Equality: Analytical Review in the Context of Policy Innovation

Sindy Widyasari<sup>1</sup>, Fadia Azzahra<sup>2</sup>

<sup>1</sup> Department of Government Affairs and Administration, Universitas Muhammadiyah Yogyakarta, Indonesia

<sup>2</sup> Department of Government Affairs and Administration, Universitas Muhammadiyah Yogyakarta, Indonesia

Corresponding Author: azzahra.fadia03@gmail.com

### Article Info



### Article History;

**Received:**

2024-05-15

**Revised:**

2024-08-21

**Accepted:**

2024-09-15

**Published:**

2024-09-16

**Abstract:** Policy formulation is the essential stage in the policy-making process. The reason for this is policy formation is the primary phase that will impact the success of subsequent stages. Policy development enables the government to systematically evaluate and identify societal issues. Policy formulation enables government to develop appropriate policies that align with the desires and requirements of the community. It also serves as a definitive framework for implementing these policies. In response to the challenges faced in education, the government implemented a zoning strategy to address the issue of educational disparity in Indonesia. The Ministry of Education and Culture (MoEC) has implemented the zoning system to ensure equitable access to services and high-quality education across the nation. The zoning policy for New Learner Admission (PPDB) is governed by the Minister of Education and Culture Regulation Number 14/2008 and supersedes The Minister of Education and Culture Regulation Number 17/2017 on student admission. There are numerous benefits associated with this zoning policy. There are numerous benefits associated with this zoning policy. One benefit is, it can provide equitable distribution of pupils by assigning them to school nearest to their residence. Economically disadvantaged learners will have convenient access to education without incurring transportation expenses. Moreover, this zoning policy can facilitate access to educational resources for students, eliminating the need for them to compete with academically advanced peers.

**Keywords:** Policy Formulation; Zoning Policy; New Learner Admission.

## INTRODUCTION

The government has full responsibility for overcoming every problem that occurs in society. The steps or actions taken by the government to overcome public problems are packaged in a policy. A policy provides a solution to the problems that arise. In its implementation, public policy consists of three stages, namely policy formulation, policy implementation, and policy evaluation (Timesindonesia.co.id, 2020). Policy formulation is the most crucial stage in the policy-making process. This is because policy formulation is the initial stage that will affect the success of the next stage. Policy formulation allows the government to analyze and identify problems that occur in society. Policy formulation can help the government in making the right policies in line with the aspirations and needs of the community, as well as being a clear guideline for policy implementation. At the policy formulation stage, problems that enter the policy agenda are discussed to find optimal alternative solutions (Muhawarman et al., 2017).

Education policy is one of the crucial public policies. Education policy refers to decisions or steps made by the government to regulate the education system in the public interest (Nora, 2022). This policy aims to prepare and develop competent and competitive human resources and

create an inclusive, equitable, and quality education environment. Education is one of the efforts to educate the nation and improve the welfare of society. Therefore, it is necessary for the government to pay special attention to education problems (Alpian et al., 2019). The problems that occur in Indonesia in the education sector manifest as educational inequality experienced between one school and another. These problems are in the form of inequality in the quality of education and the socio-economic conditions. Problems include that varying quality of students, the quality of teaching staff, and infrastructure. Socio-economic disparities exist between the middle and lower classes (Widyastuti, 2020).

The difficulties encountered in the realm of education, the government introduced a zoning strategy as a means of tackling the problem of educational inequality in Indonesia. The Ministry of Education and Culture has introduced the zoning system as a policy to guarantee fair and equal access to services and top-notch education throughout the country. This policy was enacted in 2017 following a comprehensive evaluation, which considered proposals from several credible groups (Kominfo.go.id, 2018). The zoning policy in the New Learner Admission (PPDB) is regulated by the Minister of Education and Culture Regulation (Permendikbud) No. 14/2018, which replaces Permendikbud No. 17/2017 on PPDB. The zoning system aims to address educational inequality and prevent the clustering of talented individuals in one area, while also fostering the growth of a positive educational environment (Finaka, 2019).

There are several advantages to this zoning policy. Among them is its potential to equalize the distribution of students to enter the school closest to where they live. Learners who are constrained by the economy will easily go to school without having to spend money to reach the school location. This zoning policy can also make it easier for students to get education services without having to compete with superior students. In addition, the zoning policy will eliminate school discrimination between favorite and non-favorite schools (Munawar et al., 2021). Apart from having several advantages, the zoning policy also has several disadvantages. This is evidenced by protests from people who reject the policy. Many people are not satisfied with the zoning system because of the uneven facilities and quality of schools (Ihsanuddin, 2019). A favoritism mentality is still rooted in the community, so parents still prioritize favorite schools.

The zoning policy also discourages students from learning. This is because, in the zoning system, new student admissions are assessed based on the distance between school and home, so students' enthusiasm for learning decreases because intelligence is not a determining factor. In addition, the zoning system is also still quite weak and vulnerable to manipulation, such as falsifying domicile addresses corruption, collusion, and nepotism, and there is a mismatch between the population and the existence of schools in certain areas (Nanggala, 2020). The existence of these shortcomings proves that the zoning system policy formulation is not perfect, so research is needed that examines the zoning system policy.

## **RESEARCH METHOD**

This research uses qualitative research with a case study approach. Qualitative research is a research method used to explore and understand the meaning derived from social problems (Olsson, 2008). The use of this method is very relevant to this research because the object under study is a policy that requires in-depth exploration of information. Through this method, researchers describe a problem that occurs in the field by looking at the existence of a conflict. The data used in this research are secondary and are obtained through literature studies. The literature study was used to identify, review, and summarize all available research on topics or themes relevant to this research. The data are sourced from books, articles, and supporting scientific papers. Not only that, secondary data is also obtained from news or other sources that

are still related to the topic discussed. Using this data is considered more effective and efficient because researchers do not need to conduct direct observations or interviews to get the facts needed. This research uses the analytical framework technique to assist in the analysis. An analytical Framework is a conceptualization or structure used in analysis or research to understand and organize data, information, or concepts related to a phenomenon or problem. This technique involves organizing and analyzing data using a predetermined analytical framework (Hassan, 2022). In this study, researchers used policy mapping to assist in analyzing the results and discussion. The analysis framework consists of the contextual situation, policy actors and the role of each actor, interrelationships between policies, policy content, sources of power, and how this affects the agenda-setting process, as well as the rationale.

## **RESULTS AND DISCUSSION**

### **Zoning System Policy Actors**

Stakeholders are parties who have the power/ability to influence an individual, group, or organization/institution. According to Freeman and Biset in Ningtyas (2020), stakeholders are organizations or individuals who can influence and/or be influenced by the achievement of certain interests in a problem (Ningtyas et al., 2020). Stakeholders are groups of people, communities, and/or society as a whole or in part who have affiliations and interests in institutions (Suleman & Apsari, 2017). Individuals, groups, communities, and society can be considered stakeholders if they have characteristics such as authority, legitimacy, and interest in the institution. Stakeholders have decision-making power and the ability to influence individuals and organizations, but their position is primarily determined by their primary roles and obligations as stakeholders. Parties participating in disaster management include the central government, local governments, the National Disaster Management Agency (BNPB), business institutions, and foreign institutions, following Law Number 24 of 2007 (Suleman & Apsari, 2017).

The role of a primary actor is integral to the creation and execution of the zoning system policy. The key stakeholders involved in the implementation of this zoning system policy include the Ministry of Education and Culture, the Ministry of Finance, the Ministry of State Apparatus Empowerment and Bureaucratic Reform (KemenPANRB), the Ministry of Public Works and Public Housing (KemenPUPR), the Ministry of Religious Affairs (Kemenag), the Ministry of Research, Technology and Higher Education (Kemenristekdikti), the Ministry of Home Affairs (Kementerian Dalam Negeri), and the National Development Planning Agency (Bappenas). The zoning system policy involves a total of eight ministries and entities. The purpose of this article is to expedite the fair allocation of high-quality education in Indonesia (Antaraneews.com, 2019). Every policy player has a specific role, outlined as follows:

1. The Ministry of Home Affairs, coordinates the regional efforts in developing education policies;
2. The Ministry of Religious Affairs, ensures that all formal and non-formal education under its authority is included in the education zoning system;
3. The Ministry of Research, Technology and Higher Education, aligns educational institutions with national teacher needs;
4. Ministry of Public Works and Housing, plays a role in building zoning-based education infrastructure;
5. The Ministry of Finance, provides the budget for implementing the zoning policy;
6. The National Development Planning Agency (Bappenas), prepares regional

- spatial planning related to education according to zoning guidelines;
7. Ministry of State Apparatus Empowerment and Bureaucratic Reform, is responsible for teacher allocation and management.

### **Policy Context of Zoning System**

The zoning system is a policy implemented by the Ministry of Education and Culture to ensure fair and equal access to national education services that provide high quality. The zoning system not only addresses educational disparity but also seeks to prevent the concentration of high-quality human resources in a certain location, but also promotes the development of a favorable educational ecosystem (Finaka, 2019). The implementation of the zoning system enables economically disadvantaged pupils to conveniently commute to school without incurring any transportation expenses. This zoning policy can also facilitate access to educational resources for students, eliminating the need for them to contend with academically superior peers. Furthermore, the implementation of the zoning strategy will eradicate any form of discriminatory treatment in schools based on preferences or favoritism (Widyastuti, 2020). Mandic Saskia et al., (2019) states that the zoning system policy in PPDB is governed by Permendikbud No. 14/2018. According to the regulation, schools must admit a minimum of 90% of pupils residing in the designated zone as defined by the local government. Consequently, schools admit pupils who reside close to the school. In summary, the zoning policy offers students the option to select schools close to their residences. This implies that students are not required to commute long distances from their local area to receive an education.

### **Agenda Setting in the Zoning System Policy**

Policy agenda setting refers to the process in which the public agenda and the media exert influence over the decisions made by public officials. Agenda planning has a crucial function in shaping and deciding public policy. During the agenda-setting process, a range of policy concerns are evaluated and necessitate a response from policy players to advance to the next stage. Agenda setting is a process that generates public awareness by highlighting topics that are deemed significant and deserving of attention and trust through the mass media (Putri et al., 2022). Agenda setting is a crucial stage and procedure in the realm of public policy. Within this procedure, there exists an opportunity to establish a clear definition of a public issue and determine the order of importance in the public agenda, which is thereafter subject to debate. When an issue gains recognition as a public problem and becomes a top priority on the public agenda, it is eligible for a larger allocation of public resources compared to other issues (Darmawan & Nurmandi, 2015). An area of policy that has garnered public interest is the zoning system policy.

According to the Minister of Education and Culture, the problem of education in Indonesia is the imbalance between schools that are perceived as superior or favorite schools and schools that are perceived as non-favorite. The assumption of favorite or superior schools only leads to debates in public spaces. Meanwhile, some schools are filled with students who have good or high learning achievements and generally come from families with good economic and social status. Conversely, other schools have learners with low or poor levels of learning achievement and generally come from financially disadvantaged families. In addition, there is a phenomenon in which learners are unable to enjoy education near where they live due to academic achievement factors. Based on this, the Minister of Education and Culture considers this to be incorrect and inconsistent with the principle of fairness.

Following Law No. 20/2003, which guarantees equal access to quality education for all citizens, Muhajir Effendy, the Minister of Education and Culture of Indonesia, implemented a

zoning system policy for the PPDB in 2017. This policy is outlined in Permendikbud No. 17/2017 on PPDB. Furthermore, the Ministry of Education and Culture establishes five criteria for assessing the quality of education: 1) Accessibility of educational services, 2) Affordability of educational services, 3) Excellence of educational services, 4) Equity in accessing educational services, and 5) Reliability in accessing educational services (Datuk, 2020). The government introduces the zoning system policy as a means to ensure that all individuals have equitable access to high-quality education, as mandated by the law.

### **Zoning System Policy Instruments**

According to Law No. 20 of 2003 on National Education, all citizens are entitled to equal access to high-quality education. Furthermore, Government Regulation No. 19 of 2005 on National Education Standards outlines the essential requirements for educational elements at every level and educational path, ensuring the optimal development of education. Consequently, the Indonesian government, specifically the Ministry of Education and Culture, developed regulations for educational equality throughout the country. This is also supported by Government Regulation No 17 of 2010 on the Management and Implementation of Education, which states that all Indonesian citizens should develop into qualified human beings, so a quality education system is needed. To implement policies related to education, the government established the Regulation on Education Funding stipulated in Government Regulation Number 48 of 2008.

Therefore, with the previous regulations, the Minister of Education issued a zoning system policy regulated in the Minister of Education and Culture Regulation (Permendikbud) No. 17 of 2017 concerning PPDB. The regulation explains that PPDB is conducted objectively, accountably, transparently, and without discrimination to improve access to education services. The regulation was later refined into Permendikbud No 51/2018, which explains that the implementation of PPDB is no longer driven by the development of education service needs so it needs to be replaced. In addition, to optimize the implementation of the zoning system policy, Permendikbud No 20/2019 was issued, which explains that it is necessary to ensure the readiness of local governments to implement PPDB. This is also related to Law No 23/2014 on Regional Government. However, the implementation of PPDB in the form of a zoning system has not been fully implemented optimally in all regions, so Permendikbud No 44 of 2019 was issued again.

### **CONCLUSION**

The analysis results indicate that the Ministry of Education and Culture implemented a zoning system policy in the PPDB to provide equal access to services and improve the quality of national education. The regulation governing this matter is Permendikbud No 17/2017, which pertains to the admission of new learners. Aside from the Ministry of Education and Culture, the development and execution of the zoning system policy involves contributions from several other entities, including The Ministry of Home Affairs, The Ministry of Religious Affairs, The Ministry of Research, Technology and Higher Education, Ministry of Public Works and Housing, The Ministry of Finance, The National Development Planning Agency, Ministry of State Apparatus Empowerment and Bureaucratic Reform. Every stakeholder has a crucial role in facilitating the implementation of the zoning system policy. Nevertheless, the execution of the zoning system policy has elicited several public responses. Many individuals oppose this strategy due to the discriminatory nature of the zoning system, which hinders pupils who live far from public schools

from accessing adequate education. This is due to the disparity in the quality of schools across Indonesia.

## REFERENCES

- Alfian, M. A. (2019). Politik Zonasi Dalam Praktik Pendidikan Di Indonesia. *POLITICON: Jurnal Ilmu Politik*, 1(2), 118–134.
- Alpian, Y., Anggraeni, S. W., Wiharti, U., & Soleha, N. M. (2019). Pentingnya Pendidikan Bagi Manusia. *Jurnal Buana Pengabdian*, 1(31).
- Andina, E. (2017). Sistem Zonasi dan Dampak Psikososial Bagi Peserta Didik. *Majalah Info Singkat Bidang Kesejahteraan Sosial Puslit Badan Keahlian DPR*, IX (14), 9–12.
- Anisa, Takdir, M., & Anshar, S. (2021). Implementasi Kebijakan Sistem Zonasi Pada SD Negeri 21 Jati Utara Kecamatan Padang Timur Kota Padang. *JIEE: Jurnal Ilmiah Ekotrans & Erudisi*, 1(1), 52–65.
- Antaraneews.com. (2019). Delapan Kementerian/Lembaga akan terlibat dalam sistem zonasi. <https://www.antaraneews.com/berita/936424/delapan-kementerian-lembaga-akan-terlibat-dalam-sistem-zonasi>
- Bintoro, R. F. A. (2018). Persepsi Masyarakat Terhadap Implementasi Kebijakan Zonasi Sekolah Dalam Penerimaan Peserta Didik Baru (Ppdb) Tingkat Sma Tahun Ajaran 2017/2018 Di Kota Samarinda. *Jurnal Riset Pembangunan*, 1(1), 48. <https://doi.org/10.36087/jrp.v1i1.26>
- Darmawan, E., & Nurmandi, A. (2015). Agenda Setting dalam Perencanaan Pembangunan Perbatasan di Kepri Tahun 2015. *Journal of Governance and Public Policy*, 2(3). <https://doi.org/10.18196/jgpp.2014.0042>
- Datuk, A. (2020). Sistem Zonasi Sebagai Solusi Bagi Orang Tua untuk Mendapatkan Pendidikan Anak Yang Bermutu Di Kota Kupang. *Attractive: Innovative Education Journal*, 2(2), 20. <https://doi.org/10.51278/aj.v2i2.40>
- Finaka, A. W. (2019). Arah Kebijakan Zonasi Pendidikan | Indonesia Baik. <https://indonesiabaik.id/infografis/arrah-kebijakan-zonasi-pendidikan>
- Hassan, M. (2022). Framework Analysis - Method, Types and Examples. <https://researchmethod.net/framework-analysis/>
- Ihsanuddin. (2019). Ombudsman: Sistem Zonasi Ditolak karena Fasilitas dan Mutu Sekolah Belum Merata. *Kompas.Com*.
- Kaffa, Z., Budi, S. S., & Gistituati, N. (2021). Kebijakan Penerapan Sistem Zonasi. *Jurnal Pendidikan Tambusai*, 5(1), 1875. <https://jptam.org/index.php/jptam/article/view/1193>
- Kominfo.go.id. (2018). Semua Bisa Sekolah! Zonasi untuk Pemerataan yang Berkualitas. [https://www.kominfo.go.id/content/detail/13689/semua-bisa-sekolah-zonasi-untuk-pemerataan-yang-berkualitas/0/artikel\\_gpr](https://www.kominfo.go.id/content/detail/13689/semua-bisa-sekolah-zonasi-untuk-pemerataan-yang-berkualitas/0/artikel_gpr)
- Manajemen Pendidikan Islam, 4(2), 186–206. <https://doi.org/10.31538/ndh.v4i2.327>
- Mareta, I., Ayuningtyas, I., Rosa, D., & Islamiah, N. W. I. (2021). Analisis Kebijakan Zonasi: Terampasnya Hak Sekolah dan Siswa dalam Pendidikan. *Jurnal Pendidikan*, 30(2), 235. <https://doi.org/10.32585/jp.v30i2.1522>

- Mashudi, A. (2019). Kebijakan PPDB Sistem Zonasi SMA/SMK dalam mendorong Pemerataan Kualitas Sumberdaya Manusia di Jawa Timur. *Nidhomul Haq: Jurnal*
- Muhawarman, A., Ayuningtyas, D., & Misnaniarti, M. (2017). Formulasi Kebijakan Komunikasi Untuk Pelaksanaan Program Pembangunan Kesehatan. *Media Kesehatan Masyarakat Indonesia*, 13(2), 97. <https://doi.org/10.30597/mkmi.v13i2.1980>
- Munawar, H. S., Ullah, F., Qayyum, S., & Heravi, A. (2021). Application of deep learning on uav-based aerial images for flood detection. *Smart Cities*, 4(3), 1220–1242. <https://doi.org/10.3390/smartcities4030065>
- Nanggala, A. (2020). ANALISIS WACANA PEMBAHARUAN KEBIJAKAN ZONASI MENTERI PENDIDIKAN DAN KEBUDAYAAN NADIEM MAKARIM SEBAGAI SOLUSI PEMERATAAN PENDIDIKAN DI INDONESIA. *Jurnal Pendidikan Kewarganegaraan Undiksha*, 8(2), 157–167.
- Ningtyas, T., Larasati, E., Warsono, H., & Purnaweni, H. (2020). Multi-stakeholder Participation Challenges In Local Disaster Management Policies: A Case from Bojonegoro District, Indonesia. *Advances in Social Science, Education and Humanities Research*, 510, 417–424. <https://doi.org/10.2991/assehr.k.201219.063>
- Nora, D. A. (2022). Implementasi Kebijakan Sistem Zonasi. *Jurnal Ecogen Universitas Negeri Padang*, 5(3), 498. <https://doi.org/10.24036/jmpe.v5i3.12904>
- Nurlailiyah, A. (2019). Analisis Kebijakan Sistem Zonasi terhadap Perilaku Siswa SMP di Yogyakarta. *Realita*, 17(1), 13–22.
- Pradewi, G. I., & Rukiyati. (2019). Kebijakan Sistem Zonasi Dalam Perspektif Masyarakat Pendidikan. *Jurnal Manajemen Dan Supervisi Pendidikan*, 4(1), 181. <https://doi.org/10.56444/psgi.v1i02.1562>
- Putra, D. B. P., & Andriani, A. (2020). Analisis Pengaruh Kebijakan Zonasi terhadap Motivasi dan Prestasi Belajar Siswa dengan Regresi Linear. *MUST: Journal of Mathematics Education, Science and Technology*, 5(2), 197. <https://doi.org/10.30651/must.v5i2.6009>
- Putri, F. Y., Nasrulhaq, & Wardah. (2022). Agenda Setting Kebijakan Omnibus Law Dalam Perspektif Framing Program Tv Mata Najwa. *Journal Unismuh*, 3(1), 316–329. [https://journal.unismuh.ac.id/index.php/kimap/article/view/7677%0Ahttps://journal.unis muh.ac.id/index.php/kimap/article/download/7677/4758](https://journal.unismuh.ac.id/index.php/kimap/article/view/7677%0Ahttps://journal.unis%20muh.ac.id/index.php/kimap/article/download/7677/4758)
- Saskia, Nirwana, Putri, Y. A., & Amalia, D. (2019). Kebijakan sistem zonasi di sekolah. *Jurnal Mappesona*, 2(1). <https://jurnal.iain-bone.ac.id/index.php/mappesona/article/download/1810/961>
- Setiawan, G. D., & Yaniasti, N. L. (2021). Sistem Zonasi Sekolah: Antara Persepsi Dan Minat Belajar Siswa. *Indonesian Journal of Learning Education and Counseling*, 3(2), 183–193. <https://doi.org/10.31960/ijolec.v3i2.902>
- Suleman, S. A., & Apsari, N. C. (2017). Peran Stakeholder Dalam Manajemen Bencana Banjir. *Prosiding Penelitian Dan Pengabdian Kepada Masyarakat*, 4(1), 53. <https://doi.org/10.24198/jppm.v4i1.14210>

- Suminto. (2020). Kelebihan dan Kekurangan Sistem Zonasi yang Jarang diketahui. HaloEdukasi.Com.
- Thoha, M., & Ghazali, H. A. (2020). Dampak Penerapan Sistem Zonasi dalam Penerimaan Peserta Didik Baru. *TADRIS: Jurnal Pendidikan Islam*, 15(1), 141.  
<https://doi.org/10.19105/tjpi.v15i1.3302>
- Timesindonesia.co.id. (2020). Formulasi Kebijakan Dalam Rangka Mencapai Tujuan Publik.  
<https://timesindonesia.co.id/kopi-times/249235/formulasi-kebijakan-dalam-rangka-mencapai-tujuan-publik>.
- Widyaningtyas, A., Nugraha, N., & Diana, S. (2021). Persepsi Masyarakat Terhadap Sistem Penerimaan Peserta Didik Baru. *Antropocene: Jurnal Penelitian Ilmu Humaniora*, 1(1), 29–37.
- Widyastuti, R. T. (2020). Dampak Pemberlakuan Sistem Zonasi Terhadap Mutu Sekolah Dan Peserta Didik. *Edusaintek: Jurnal Pendidikan, Sains Dan Teknologi*, 7(1), 11–19.  
<https://doi.org/10.47668/edusaintek.v7i1.46>