

Conflict and Overlapping Authorities in the Newly Implemented School Zoning Policy in Indonesia the Case in the Urban–Rural Regency of Magelang

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Abstract—The zoning system is a policy pursued by the Ministry of Education and Culture to provide equal access to education services and equal distribution of the quality of national education. This qualitative research aims to get an idea of whether zoning policies on the acceptance of new students in the city of Magelang can realize educational equity in achieving social justice. The purpose of zoning is to reduce if necessary, eliminate the disparity in the quality of education, especially in the school system. The implementation of PPDB in Magelang City in 2019/2020 has not been able to achieve the objectives of the zoning policy which is to create quality education and equitable distribution of education in achieving justice. In zoning arrangements must be cooperation between the City and district governments, the zone is set based on the nearest area not based on administrative areas and easy access to transportation routes.

Keywords: *authorities, implementation, school zoning, Indonesia education*

I. INTRODUCTION

Admission of New Students (PPDB) is an agenda of activities carried out every year in each educational institution/school to obtain prospective new students. In connection with the Acceptance of New Students, the Ministry of Education and Culture issued a policy namely Permendikbud Number 51 of 2018 concerning the Acceptance of New Students in Kindergartens, Elementary Schools, First Middle Schools, High Middle Schools, and Vocational High Schools. According to the Permendikbud in the acceptance of new students in the 2019/2020 school year through three channels namely zoning, achievement and mutation [1]. The aim is to provide the widest possible access to the community for quality education services so that the acceptance of new students is carried out objectively, transparently, non-discriminatively and provides a sense of justice for all citizen [1].

To implement the Minister of Education and Culture Regulation Number 51 the Year 2018, the Head of the Education and Culture Office in Magelang City issued a policy number 422.5 / 710/230 regarding Technical Instructions for Accepting New Students for the 2019/2020 Academic Year. In the Technical Guide for selection through three channels, namely the SMP Zoning route by 90%, 5% achievement and 5% mutation from capacity. The zoning route consists of zone I (one) for prospective students domiciled in the City of Magelang (as evidenced by the KK and / or Domicile Certificate issued by the RT / RW, approved by the village at least having been domiciled in the City of Magelang for 6 months / most recently on November 13, 2018). Zone 2 for prospective students who live outside the city of

Magelang. If the zoning quota has not been fulfilled from zone I registrants, it will be fulfilled by zone 2 registrants. With the zoning path of 90%, it is expected that all prospective students of Magelang City will get an education located close to where they live so transportation costs are not too expensive [2].

The implementation of new student admissions creates problems. Because the capacity of state junior high schools in the city of Magelang in 2019/2020 is 3,360 students while the number of Primary School (SD) graduates is 2443 who reside in the city of Magelang as many as 1,719 and outside the city (district Magelang) as many as 724. With a total capacity of 3,360 and the number of elementary school graduates who live in the city of 1719, this means there is still a shortage of 1,641 students coming from outside the city of Magelang. With the arrangement of zone 1 for prospective students who are domiciled in Magelang City and Zone 2 outside Magelang City, this has caused many problems, especially for students who live on the border of the City and Regency of Magelang. There are no Government Junior High Schools in the Magelang Regency located on the border between Kota and Kabupaten Magelang. While there are several state junior high schools in Magelang City that do not meet the capacity, so there is still a shortage of students.

II. SCHOOL ZONING, POLICY, AND IMPLEMENTATION

In the 1945 Constitution article 31 paragraph (1) Every citizen has the right to receive an education. This gives the meaning that the government must organize and seek equitable education for all Indonesian people, not only for some Indonesian people [3]. Education is very important in forming humans who have noble and intelligent morals. In Article 1 paragraph (1) of Law Number 20 Year 2003 concerning the National Education System (Sisdiknas) states that "Education is a conscious and planned effort to create an atmosphere of learning and learning process so that students actively develop their potential to have religious-spiritual power, self-control, personality, intelligence, noble character and skills that are required by him, society, nation, and state [4].

One of the principles of the implementation of education in the National Education System Law is that education is held in a democratic and just and non-discriminatory manner by upholding human rights, religious values, cultural values, and national diversity. In this regard, one of the national education visions is to seek expansion and equitable quality education for all the people of Indonesia. By the mission, the central and regional government must provide services and facilities

as well as guarantee the quality of education for all citizens without discrimination. Therefore, the central and regional governments are required to provide minimal education services in basic education without being charged because compulsory education is the responsibility of the central government, local government, and society [5].

One of the efforts made by the government in the distribution and expansion of education is carried out by implementing a school zoning policy. This zoning policy is very compatible with the multicultural situation of Indonesian society. According to Zamroni multicultural education is a form of educational reform that aims to provide equal opportunities to students regardless of their background to optimally increase their talents and interests [6]. Dictionary is the division or breakdown of an area into several sections, according to the function and purpose of management [7]. The zoning system is a system that requires new students to choose a school that has the closest radius according to their respective domicile [8]. The zoning calculation is the distance of the school to the student's residence which is calculated from the distance of the village to the school [9]. The zoning system is a system built by the government so that the acceptance of new students not only emphasizes values but rather emphasizes the distance or radius between the homes of prospective students and schools [10]. The zoning system is implemented to provide the widest possible access to the community for quality education services so that new student admissions are carried out objectively, transparently, non-discriminatively and provide a sense of justice for all citizens who participate in the selection. The zoning system has the aim of equalizing schools without any level between ordinary schools and favorite schools.

The policies governing the zoning system are Permendikbud Number 51 of 2018 concerning the Acceptance of New Students in Kindergartens, Elementary Schools, First Middle Schools, Upper Middle Schools, and Vocational High Schools. According to the law, there are three pathways in the admission of new students namely the Zoning route (90%), achievement (5%) and parental transfer/mutation (5%). In implementing the PPDB zoning pathway, schools must accept students who live in the designated zone. Domicile of students is evidenced by a Family Card issued no later than one year before the PPDB implementation. The family card can be replaced with a certificate of domicile from the neighboring neighborhoods or legalized residents of the village head / local village head stating that the student has been domiciled for one year before the PPDB implementation [1].

The zone radius in the zoning system is determined by the regional government following the conditions in the area by considering the availability of school-age children and the amount of capacity available. The determination of the zone radius in the zoning system is determined by the regional government by involving deliberations/groups of school principals. For schools located in the provincial, district/city boundary, the percentage of student admission and the radius of the closed zone can be determined through a written agreement between adjacent local governments [1]. So, students can choose a school that is

close to where they live. This is consistent with research in Sweden, In Sweden, we see that choice reform has given autonomy to the schools aiming at building diversity and increasing school choice alternatives. Consequently, a large share of students attends to other schools that are closest to home [11].

Government efforts to implement this zoning system to reduce disparities in society. This is following the ideals of President Joko Widodo and Yusuf Kalla, namely improving the quality of life of Indonesian people through improving the quality of education [12]. Therefore, we need the support of the local government to realize these goals. The implementation of the zoning system on the acceptance of new students at the primary school level is left to the respective district/city governments. Zoning has seen a mechanism to give fair treatment for newly established schools in a time of growth. However, there was a perpetuation of the pattern of social differentiation already apparent in established schools [13].

Benefits of Zoning Systems (1) encourage the creativity of educators in learning with the conditions of heterogeneous students (2) Assist the regional government in providing assistance / affirmations to be more targeted, both in the form of school infrastructure, as well as improving the quality of education and education personnel (3) prevent the accumulation of quality human resources in a particular area (4) encourage local governments and community participation in the distribution of the quality of education as mandated by the National Education System Law [14].

The zoning system is a policy pursued by the Ministry of Education and Culture to provide equal access to education services and equal distribution of the quality of national education. According to the Minister of Education and Culture Muhadjir Effendy zoning is one of the government's integrated and integrated strategies that can accelerate equity in the education sector. The purpose of zoning is to reduce if necessary, eliminate the disparity in the quality of education, especially in school systems. So far, the imbalance between schools perceived as superior or favorite schools and non-favorite schools. There are schools filled with students with high learning achievement and generally have a good social status, while there are schools with poor learning achievement and come from disadvantaged families. Another phenomenon is students who cannot enjoy education near their homes because of academic achievement factors so it is not following the principle of justice [15]. Parents, too, in choosing a school for their children are not merely academic factors but also consider the location of the school, easy transportation routes, school activities, and more importantly the relationships that are in the school [16].

The zoning policy that has been implemented on the admission of new students in the 2019/2020 school year certainly has a positive and a negative side. The positive side is (1) improving the quality of schools because high achieving children enter each school, (2) the absence of a caste system in education such as socioeconomic status, superior schools, and cultural diversity, (3) there is no selling empty seats for transferring children. While the

negative side is (1) limiting the choice of students to choose the school they want so that it disrupts the rights of children, (2) makes students not enthusiastic in learning, (3) with the online system of students who fall cannot register again at other choice schools, (4) parents who are disappointed and hurt by zoning that do not side with the achievements of their children, (5) there are prospective students who cannot enter schools near their homes because of zoning regulations that limit zones based on administrative areas, (6) lack of socialization to the community so that the perception of zoning implementation reaps the pros and cons [17].

The implementation of zoning policies in New Zealand also draws criticism, By contrast, a left-wing critique of the effects of school zoning has also surfaced in New Zealand suggesting that the character of zones has tended to entrench inequalities between different schools and social areas and that these inequalities might be redressed through giving greater priority to social equality in zoning arrangements [18]. In the implementation of the zoning system on the acceptance of new students in each region raises the pros and cons. This is because the regional governments in interpreting the zoning system are different so that in making policies, they have not paid attention to whether the policies taken have been able to meet the needs of the community in terms of equitable education. Some problems in the regions related to the zoning system on the admission of new students such as: (1) there has been no cooperation between the regional governments in determining to zone especially for border areas so that many prospective students in the area cannot enter state schools. Zoning is still based on the division of administrative areas rather than the proximity of the domicile to the school. (2) there are several schools whose capacity is not fulfilled so that until the new school year they still accept new students. This is due to the low population density in the area and its strategic location and difficult access to transportation. Another factor is that in the North Magelang region there are 6 State Junior High Schools so that prospective student coming from the area are in a hurry to choose a favorite school (3) not yet optimal in the socialization of new student admissions up to the level of region/village, sub-district and community leaders, causing problems especially in providing a statement of domicile. So that many parents who feel worried their children are not accepted at a favorite school then look for shortcuts by leaving their children with relatives, friends only to look for a certificate of domicile. Because of the closeness, relatives, or even someone who pays the Head of RT / RW to provide a certificate of domicile to be able to go to a school that is considered a favorite. (4) psychosocial impact because in one study group is mixed between students who have high ability and low so that it will have an impact on the learning process. (5) the unrest of entrepreneurs and drivers of public transportation because with the zoning system no more students are taking public transportation because their residence is close to the school so that they do not need transportation services. This is very influential on the income received by public transport drivers. (6) Acceptance of new students is carried out before the announcement of Elementary School graduation, this is

not following the PPDB implementation requirements contained in Permendikbud Number 51 Tahun 2018.

III. CHALLENGE IN ZONING AND PROBLEM IN SCHOOL ZONING

The implementation of the zoning system policy on the acceptance of new students in the City of Magelang which has an area of 18.2 Km² raises several problems. First, problems related to zoning for the acceptance of new students in the city of Magelang. Next is the division of zones on the acceptance of New students in Magelang City.

FIGURE 1. PPDB ZONING DIVISION IN MAGELANG CITY



From the picture, Zone I (one) for prospective students domiciled in the City of Magelang (as evidenced by the KK and / or Domicile Certificate issued by RT / RW approved by the village at least has been domiciled in the City of Magelang for 6 months / most recently on November 13, 2018). Zone 2 for prospective students who live outside the city of Magelang. The problems that arise with the division of the zone are the capacity of state junior high schools in Magelang City in 2019/2020 as many as 3,360 students while the number of Primary School (SD) graduates as many as 2443 residing in the City of Magelang as many as 1,719 and outside the city (Magelang Regency) 724. With a total capacity of 3,360 and the number of elementary school graduates domiciled in the city of 1719, this means there is still a shortage of 1,641 students coming from outside the city of Magelang. In addition to the distribution capacity of SMP in Magelang City, it is also uneven, for Magelang Utara District there are 6 Public Middle Schools, Magelang Tengah District 4 Public Middle Schools and South Magelang 3 Public Middle Schools with uneven population density. The following is a sample of PPDB capacity in Magelang City Junior High School in 2019/2020.

TABLE 1. SAMPLE 11 PPDB SMP MAGELANG CITY IN THE SCHOOL YEAR 2019/2020

No	Lokasi	SMP	Daya Tampung	Terpenuhi	Domisili	
					Kota	Luar Kota
1	Magelang Utara	SMP 2	216	216	216	-
2		SMP 3	256	256	145	98
3		SMP 5	240	240	36	204
4		SMP 9	193	193	7	186
5		SMP 11	224	202	28	196
6		SMP 13	216	203	9	207
7	Magelang Tengah	SMP 1	216	216	216	-
8		SMP 4	172	172	172	-
9		SMP 6	172	172	44	128
10	Magelang Selatan	SMP 7	172	172	172	-
11		SMP 8	190	190	190	-

The table illustrates the uneven distribution of state junior high schools in the city of Magelang, the highest number of state junior high schools in the district of Magelang Utara with 6. Of the six public junior high schools that are considered by the public to be one of the best or favorite schools, namely state junior high school 2 so from the total a total of 216 of the zoning paths have all been fulfilled by students from the City of Magelang. SMP Negeri 3 of the capacity of 256 originating from City 145 and from outside the City 98. SMP Negeri 5 and 9 are filled with capacity with a greater percentage of students coming from outside the city than from within the city. While the two-State Junior High Schools namely SMP 11 and 13 from the existing capacity are still lacking even though the acceptance of students carried out until wave 3 remains the capacity is not met with the percentage of prospective students coming from outside the city more than in the city. Another factor that causes capacity is not met is the community's perception of the two schools that still consider schools that have low quality so that students from the city only a few who enter the school. For SMP 11 lack of capacity, there are quite a lot of other causes, namely its location which is not strategic because it is located at the height of a sparsely populated city and difficult transportation routes.

In Central Magelang Subdistrict there are four state junior high schools, two state junior high schools that are included in the favorite or favorite schools, namely SMP Negeri 1 and SMP Negeri 4. From the available capacity, all are fulfilled by students who come from boxes, indeed the school is superior in achievement as well as a very strategic location because it is on the mainline. While the other two Middle Schools, namely SMP N 6 and SMP N 10, are located on the edge of Magelang City for SMP N 6, located on the western edge of Magelang, bordering Bandongan District, Magelang Regency and SMP N 10, which borders Tegalrejo And Candimulyo Subdistrict, so as to accommodate can be fulfilled with the percentage of the number of students coming from outside the city of Magelang. South Magelang Subdistrict has three state junior high schools namely SMP N 7.8 and 12 which are in densely populated areas so that all capacity is filled by students from the City.

With such zoning, it makes it difficult for prospective students from the city of Magelang and outside the city to register at the closest school to the domicile, especially in the District of South Magelang. For example, prospective students who are domiciled in South Magelang, which borders the cities and regencies zoning based on the distance from their residence, register at SMP N 7 and SMP N 8 in the southern Magelang region. But, prospective students from the south cannot enter the school because the two schools are in densely populated residential areas and the number of children who have graduated from elementary schools in the area is large. While prospective students who will register in schools in the Central and North Magelang region are not brave because what counts is the distance of the house with the school. The number of state junior high schools in the South Magelang region is only 3 schools and all are in densely populated locations so that all prospective students in three schools come from the City of Magelang.

Second, problems related to zoning by using the coordinates of the domicile of prospective new students. The problem is that many parents do not understand how to determine the position of their homes based on latitude and longitude. So, there are some schools of origin (SD) that make coordinates, but what is used as a benchmark is the coordinates of the school address. This makes the process of registering prospective new students take a long time because they must check one by one if there is a discrepancy the parents are called to show the position of their house with a google map precisely the position of the tile. Because the length of the registration process is piling up registration files, many parents are restless, upset and even angry and accuse the committee of being unprofessional at work. because I was tired of queuing for a long time since morning at school. Likewise, PPDB committees in schools that often clash with parents because of parents' understanding of the implementation of PPDB who do not understand because of the lack of socialization and timing of PPDB implementation in the City and Regency of Magelang which seemed rushed before the announcement of the results of Elementary School graduation.

Third, the socialization of the PPDB zoning system which is still lacking, this is recognized by the Director-General of Primary and Secondary Education Hamid Muhammad, where the technical guidelines for the implementation of PPDB are submitted by each local government so that they can be different in their application in each city/district. Different implementation of each region requires more intensive socialization from the local government to schools, as well as the surrounding community so that the implementation does not cause polemic in the community. Before implementation, it is necessary to collect population data concerning: population density, school distance, and school access. When you know what the school map is like, what capacity is it, how many remnants you want to enter, you have to evaluate whether the capacity is smaller [8]. The socialization of new student acceptance is not only to find out the capacity of a school, broader objectives so that the community, government institutions from the village/village level to the sub-district and community leaders understand the zoning system. This relates to the issuance of a domicile certificate because the reality on the ground domicile certificate raises the same problem as SKTM on the acceptance of new students in 2018. Many parents are worried that their children cannot enter favorite schools and then leave their children with relatives, friends who are domiciled near the school you are going to.

Fourth, one of the objectives of the zoning system is to eliminate the buying and selling of empty seats. In the city of Magelang, the previous year PPDB that had not used zoning had avoided such practices. Precisely by the zoning system being treated with a 5% chance of achievement and 5% zoning on new student admissions can lead to the buying and selling of seats. This is because prospective students who have registered with the registration path selected by Kemudin in the selection process do not qualify then cannot change paths. Whereas the mutation path is relatively small for each school. So that the shortage of prospective new students who register

mutation paths or achievements, schools can open the second wave of PPDB which is set by the schools themselves, through this pathway there can be buying and selling seats to fill the mutation path quotas and achievements that are still empty.

Fifth. Psychosocial impact because in one group there are students with high/low ability/achievement with a large range. Example in one class of School Test Score results from three subjects tested in elementary school with the lowest average of 14 and the highest 28. So that it has an impact on the learning process in the classroom, students who have high achievement quickly understand the opposite material that has a low awareness will very difficult to follow learning. So that students who have low achievement often make tantrums in the classroom resulting in the learning process being disrupted and the teacher pauses learning to restore the classroom atmosphere conducive to the learning process. The impact of such a learning atmosphere will affect motivation and learning achievement.

Sixth. The PPDB implementation of Magelang City Junior High School was held from 13-15 May 2019, at the time of registration the prospective students had not announced the graduation of the Primary School, so they did not know whether to graduate or not. Article 8 of Minister of Education and Culture Regulation No. 51 of 2018 article 8 states that the requirements for prospective 7th grade students (1) must be a maximum of 15 years of age on July 1 of the current year, (2) having a diploma and a Certificate of Completion for Elementary School Study or another equivalent. Hopes for the coming year PPDB will be held after the announcement of the graduation results so that the true students who register are students who have graduated from Elementary School.

Seventh. The social impact of implementing the zoning system is strongly felt by public transport drivers who do not get passengers because students domicile around the school so that go off or just go home on foot. This is highly complained by drivers whose income is decreasing because of the zoning system and most drivers do not have other skills so that it is difficult to change jobs.

IV. RESEARCH METHODS

This study aims to get a picture of whether the zoning policy on the acceptance of new students in the City of Magelang realizes even distribution of education in achieving social justice. The method used in this research is descriptive qualitative. Qualitative approach is research that aims to describe and analyze phenomena, events, social activities, attitudes, perceptions, thoughts of individuals or groups. Qualitative research is inductive, researchers allow problems to arise from data or leave them open for interpretation [19]. The subjects of the study were State Junior High Schools in Magelang City by taking a sample of 11 State Junior High Schools. Six schools are in North Magelang, three schools in Central Magelang and two schools in South Magelang.

V. CONCLUSION

The zoning system in PPDB which is set in Permendikbud Number 51 of 2018 has a very good goal

which is to achieve equitable education to achieve quality education that is non-discriminatory, objective, transparent, accountable and fair. Based on observations and observations of the implementation of PPDB in Magelang City in the academic year 2019/2020, it has not been able to achieve the objectives of the zoning policy, namely to create quality education and equitable education in achieving justice.

There are still many obstacles faced by local governments due to lack of socialization. There is a concern from the local government in this year's PPDB that uses a zoning system that results in a capacity not being met, so the implementation of PPDB is accelerated on 13 to 15 May 2019 where prospective students have not yet been declared to have graduated from elementary school. So, in making the policy seem rushed and the lack of socialization to the community, teachers, government institutions at the level of the village/village level as a result in the implementation of the field there are several obstacles encountered. In the future, this obstacle will serve as an evaluation to improve implementation at this stage.

From the problems encountered in the field, there are several suggestions to help in solving these problems.

- 1) The Government of the City of Magelang through the Department of Education and Culture should work together with the Department of Education and Culture of the District of Magelang regarding the division of zones for the border area of the city district. Because in reality both the City and the District feel disadvantaged by arranging the zone in PPDB 2019/2020, where the Magelang City State Junior High School has not fulfilled its capacity, while prospective students who are domiciled in the regency but the border region cannot attend school in the State Junior High School because in the region there is no state junior high school owned by the Magelang district government. The zone is set according to the nearest area, not by administrative area and easy access to transportation routes.
- 2) Determination of the coordinates used as a benchmark to measure the distance of domicile to the school must be socialized because this is the basis for ranking, especially for people who are still not skilled in using digital technology. In each school, there is a committee that specifically checks the coordinates before the registration form is entered at the counter, in the hope that the file does not accumulate and to minimize errors in determining the distance
- 3) Magelang City Government, Education and Culture Office, schools must socialize the PPDB system to the public, government agencies, through pamphlets, social media (eg Facebook, Instagram)
- 4) Registration with three paths should be done flexibly, if indeed on the path of achievement and the mutation is not filled, it can be directly filled by the zoning path until the fulfillment is accommodated so there is no second wave.
- 5) Improving the quality of teachers through zoning-based learning training, especially training on how to deal with psychosocial problems in the classroom

- 6) The implementation of PPDB should be carried out after prospective students are declared to have graduated from elementary school so that they do not violate the policies that have been set
- 7) The zoning policy is one of the right policies in the distribution of education to improve the quality of education and eliminate caste in education. [20, 21].

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