



Implementation Of PPDB Zoning Policy At Junior High School Level In Surabaya City, Tambaksari District, Surabaya (Case Study Of Smpn 9 Surabaya)

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Abstract.

The zoning policy is an effort by the government to improve the quality of education in Indonesia. However, the implementation of the zoning-based New Learner Admission (PPDB) policy has not accommodated all elementary school graduates in the region. This study aims to describe and analyze the implementation of the zoning PPDB policy at the junior high school level in Tambaksari District, Surabaya. The research method used is qualitative with a descriptive approach, collecting data through interviews and document analysis. The research focuses on six variables: policy standards and objectives, resources, social, economic, and political conditions, characteristics of policy implementers, attitudes of implementers, and inter-organizational communication and related activities. The results, based on Van Meter and Van Horn's theory, indicate that the policy's standards and targets do not align with the zoning PPDB goals. Dispendik's resources are adequate, but SMPN 9 Surabaya and student parents face difficulties as not all prospective students are accommodated. The implementers' characteristics show positive results, while the attitude variable indicates that Dispendik cannot provide adequate solutions. Inter-organizational communication is good, but social and economic conditions significantly impact students who fail to pass the zoning PPDB.

Keywords: education, policy, zoning

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1.1. Introduction

All individuals have the fundamental right to education, without exception. Everyone in the country has the right to a quality education without any form of discrimination. This is underpinned by Article 31 of the 1945 Constitution, which provides an opportunity for every Indonesian citizen to receive education and has a responsibility to finance it at least up to the basic education level. The state has the responsibility to protect, respect and ensure the fulfillment of the right to education, as well as oversee violations that occur in the field of education and follow up with legal force. However, in Indonesia there are still disparities in the education system and infrastructure

at the regional level. Due to the importance of equalizing access and quality of education, the Government implemented an education zoning policy. Based on Permendikbud Number 44 of 2019 on the Admission of New Learners in Kindergartens, Elementary Schools, Junior High Schools, Senior High Schools, and Vocational High Schools, it is explained that PPDB registration is carried out through the following channels: a. zoning (at least 50%); b. affirmation (at least 15%); c. transfer of parents/guardians (at most 5%); and/or d. achievement (if there is still a remaining quota from the three previous channels). The implementation of the education zoning policy is a new step in the Government's efforts to equalize access and quality of education. The zoning pathway refers to the PPDB registration method that is only available to prospective new students who live in the zoning area determined by the Regional Government (Pemda).

According to the Mayor's Regulation Number 25 of 2019 concerning Guidelines for the Implementation of New Learner Admission (PPDB) for Public Elementary Schools and Public Junior High Schools in the 2019/2020 Academic Year, the purpose of the SDN and SMPN PPDB is to provide broad opportunities for the school-age population to obtain the best educational services. The implementation of this learner admission is based on the principle of:

- a. Non-discriminatory, meaning that the admission system provides equal opportunities to every CPDB in accordance with the provisions applied in Surabaya City.
- b. Objectivity, meaning that the implementation of new student admissions must meet the general requirements set out in the Decree of the Head of the Surabaya City Education Office.
- c. Transparency, meaning that the implementation of New Student Admission is open and can be known by parents of students including the community.
- d. Accountability, meaning that New Student Admission can be accounted for to the community, both procedures and results.
- e. Equitable, meaning that it provides space for all community groups to obtain quality education services.

When determining the zoning area, local governments will consider three main factors, namely the distribution of schools, the location where prospective students live, and the school's admission capacity. This zoning uses distance priority, with the closest distance being 7 kilometers and the farthest being 15 kilometers. Meanwhile, the quota for the zoning pathway must vary depending on the level. One of the cities that first implemented the zoning system in the PPDB for the 2019/2020 school year was Surabaya. The use of the zoning pathway quota reaches 73% for elementary schools and 50% for junior and senior high schools. The regulation is stipulated in Surabaya Mayor Regulation (Perwali) No. 25/2019, specifically explained in section VI which stipulates the implementation of the policy. PPDB for junior high school in Surabaya adopts two types of zoning systems, namely special or regional zoning and general zoning. The special zoning system requires an Academic Potential Test (TPA) for students with certain achievements and fulfill the predetermined conditions. However, this special zoning is still regulated based on each region. Meanwhile, the general zoning system consists of two types, namely Radius Zoning and Regular Zoning (Zoning 1,2,3). In the radius route, prospective students who live

within 0-200 meters of the State Junior High School must be accepted. Determination of acceptance is based on measuring the air distance between home and school coordinates using the PPDB application system. School Zoning Pathway 1 is measured based on the distance of the prospective learner's residence in accordance with the list of the nearest villages to the public junior high school. In this pathway, prospective students will get an additional 100 zoning points. These points will be added with USBN scores/academic/non-academic achievements to determine the ranking in the selection. School Zoning Pathway 2 refers to the location of the prospective learner's residence within the administrative area. Prospective learners will be awarded 30 zoning points in this pathway. School Zoning Pathway 3 applies to prospective students who live outside the administrative area of Tambaksari Sub-district, especially in public junior high schools that have not reached full capacity. In this pathway, no zoning points are awarded during the selection process.

In general, public policy is always faced with challenges. Those responsible for making policies must actively seek the problems faced by society and find solutions to overcome them. To achieve public policy goals, policymakers must find ways to overcome these problems, so that the dissatisfaction felt by the community can be minimized. One of the important aspects of education policy is to improve efficiency, both in the process, implementation, management of human resources, facilities, benefits, as well as the quality of education effective use of the budget. Every policy will inevitably lead to different opinions in society, and this often triggers new debates. The zoning system implemented in Surabaya is still generating controversy among the community. Some areas, especially in Tambaksari sub-district, face difficulties due to the limited availability of junior high schools in the vicinity. Ironically, this area has a high population density.

Table 1.2
Total Population by Age Group by Village in Tambaksari Subdistrict in 2020

Village	0-4	5-9	10-14	15-19
Pacar Keling	1.321	1.732	1.785	1.718
Pacar Kembang	2.594	3.289	3.221	3.139
Ploso	2.080	2.666	2.820	2.746
Tambaksari	1.078	1.462	1.539	1.504
Rangkah	998	1.312	1.347	1.395
Gading	1.927	2.385	2.451	2.272
Kapasmasya Baru	2.791	3.574	3.350	3.174
Dukuh Setro	1.564	1.740	1.745	1.781
Tambaksari Subdistrict	14.353	18.160	18.258	17.729

Source: Population Report of Surabaya City Dispendukcapil

In the table containing the number of people aged 14-16 in each sub-district in Tambaksari, it can be seen that in Kelurahan Rangkah, the number of children of this age is

the highest, reaching 1,347 individuals. This number stands out and is the largest among similar urban villages in Tambaksari sub-district. This fact became a key point for researchers in choosing this location for research. The presence of a significant number of this age group in one location is a reason for researchers to understand and analyze the impact of the PPDB zoning policy at the junior high school level, especially in Tambaksari sub-district.

Table 1.3
Number of Primary School Graduates in Tambaksari Sub-district in 2023

Village	Total
Dukuh Setro	304
Gading	364
Kapasmadya Baru	486
Pacar Keling	287
Pacar Kembang	510
Ploso	442
Rangkah	205
Tambaksari	237
Total	2.815

Source: Ministry of Education and Culture, Dapodik System

The table listing the number of public and private schools in Tambaksari Sub-district illustrates that there are 2 public and 10 private junior high schools. This information is important in the implementation of the zoning PPDB policy, which is only applied to public schools. This condition creates a gap between the number of schools and the number of children in the age range of 14-16 years in the area. This ratio is quite far at 1:5. With a limited number of public schools, in the implementation of zoning, there may be an imbalance between the limited capacity of public schools and the number of children who need to pursue education at the junior high school level. This is important in analyzing the implementation of the zoning policy and its impact on student enrollment in the region.

The imbalance between needs and policies is a reality that continues to occur. The community's need for quality and accessible education at all levels is still not met thoroughly, either by the government or the community itself. In Tambaksari sub-district, which is the focus of the research, community complaints related to education are still clearly heard. The policies that have been issued through the Surabaya Mayor's Regulation (PERWALI) have not been fully accepted by them. One of the main complaints of the community is the difficulty of many students who live in Tambaksari Sub-district to be accepted in two public schools, namely SMPN 9 Surabaya and SMPN 29 Surabaya, while Tambaksari is one of the areas with the highest population density in Surabaya City. This policy is considered to only benefit students who live close to reputable public schools. Therefore, one of the people's representatives has proposed to the city government to immediately build new schools or increase school capacity, especially in areas that are densely populated but do not yet have public schools (DPRD Baktiono).

Table 1.4

List of top 25 public junior high schools in Surabaya with the highest achievement index according to the Ministry of Education and Culture

NO	INSTITUTION	ACHIEVEMENT INDEX
1.	SMP Negeri 1 Surabaya	88,84
2.	SMP Negeri 6 Surabaya	85,23
3.	SMP Negeri 19 Surabaya	84,63
4.	SMP Negeri 30 Surabaya	84,34
5.	SMP Negeri 3 Surabaya	84,08
6.	SMP Negeri 35 Surabaya	83,91
7.	SMP Negeri 26 Surabaya	83,80
8.	SMP Negeri 15 Surabaya	83,69
9.	SMP Negeri 2 Surabaya	83,60
10.	SMP Negeri 12 Surabaya	83,56
11.	SMP Negeri 22 Surabaya	83,55
12.	SMP Negeri 45 Surabaya	83,46
13.	SMP Negeri 17 Surabaya	83,45
14.	SMP Negeri 9 Surabaya	83,44
15.	SMP Negeri 37 Surabaya	83,33
16.	SMP Negeri 25 Surabaya	83,19
17.	SMP Negeri 39 Surabaya	83,18
18.	SMP Negeri 18 Surabaya	83,15
19.	SMP Negeri 4 Surabaya	83,17
20.	SMP Negeri 23 Surabaya	83,04
21.	SMP Negeri 52 Surabaya	82,89
22.	SMP Negeri 10 Surabaya	82,80
23.	SMP Negeri 42 Surabaya	82,78
24.	SMP Negeri 41 Surabaya	82,72
25.	SMP Negeri 29 Surabaya	82,68

Source: Kemdikbud Achievement Index 2023

The achievement index table of public junior high schools (SMPN) in Surabaya City reveals the rankings of SMPN 9 Surabaya and SMPN 29 Surabaya, which are located in Tambaksari District. In the table, SMPN 9 Surabaya is ranked 14th, while SMPN 29 Surabaya is ranked 25th. The researcher chose SMPN 9 Surabaya as the research case study location because of its higher achievement position. The better

ranking position of SMPN 9 Surabaya can be an important basis for researchers in analyzing the factors that contribute to school achievement and the impact of the zoning policy on the education process at the junior high school.

Thus, the selection of SMPN 9 Surabaya as a research location is a smart step to explore and dig deeper into the potential and factors that make it one of the best schools in the city of Surabaya.

Table 1.5
PPDB ceiling for public junior high schools in Tambaksari in 2023

Number	School Name	Address	Initial Student Quota
1	SMP Negeri 9 Surabaya	Jl. Taman Putro Agung 1	342
2	SMP Negeri 29 Surabaya	Jl. Prof. Dr. Moestopo 4	380

Source: Surabaya Education Office 2023

Based on data from the Surabaya Dispendik in 2023, the ceiling for new student admissions at SMP Negeri 9 Surabaya is 342. This number is less than SMP Negeri 29 which is 380. Whereas it is known that the population of junior high school age (10-14 years old) in Kelurahan Rangkah, which is the location of SMP Negeri 9, is 1,347 children. This certainly shows an imbalance between the number of PPDB ceilings and the population.

In this study, the theory used by researchers was put forward by Van Meter and Van Horn. Winarno (2007: 155-156) provides a more detailed explanation of the role of the six variables described by Van Meter and Van Horn that explain how the policy decision implementation process occurs. Of the six variables, including:

Policy standards and objectives. The success of policy implementation can be measured by the extent to which the zoning policy complies with its realistic standards and objectives, which take into account the social and cultural context at the level of zoning policy implementation.

Resources. Resource utilization affects the success rate of the zoning policy implementation process. The key to successful implementation is human as the main factor. Apart from humans, financial factors are also an important consideration in the process.

Characteristics of implementing agents. The main focus is on the actors involved, both in official organizations and informal groups that will implement public policies. This is crucial because the success of zoning policy implementation will be greatly influenced by the suitability between the characteristics of the actors and their roles as implementing agents.

Disposition. The response given by zoning policy implementers, be it acceptance or rejection, has a major impact on the success of implementation. This is because the zoning policy implemented is not the result of the community's direct experience and knowledge of the problems they experience. Instead, the zoning policy that will be im-

plemented by the implementer comes from a higher party (top-down) and may not understand or even have access to the needs, desires, or problems that the community wants to solve.

Relationships between organizations. In communicating standards and objectives to zoning policy implementers, it is important to maintain uniformity and consistency of information conveyed from various sources social, economic and political environment. How much influence does the external environment have in supporting the successful implementation of public policies that have been implemented?

An unfavorable economic, social and political environment can be a major cause of unsuccessful public policy implementation. With this, efforts to implement zoning policies also need to consider favorable circumstances from the external environment.

The zoning system also considers transportation aspects in land use planning. For example, densely populated urban zones should be supported by adequate transportation infrastructure, such as road networks, public transportation, or railway stations (Yesayabela et al., 2023). In developing a zoning system, it is important to involve the participation of the community and relevant stakeholders. This approach ensures that the needs and aspirations of the community are considered in land use decision-making. Zoning systems may vary in complexity and scope depending on local spatial planning. It is important to conduct a holistic analysis and consider various factors in developing an effective and sustainable zoning system (Sedarmayanti 2004).

Based on the previous description, the purpose of writing this paper is to describe the implementation of the zoning policy in the Admission of New Learners (PPDB) at the Junior High School level at SMPN 9 Surabaya, Tambaksari District, Surabaya. This research will consider the purpose of implementing the zoning system, the challenges faced by the zoning system, and the relevance of the zoning system to efforts to equalize education. It is hoped that the results of this article can contribute ideas related to the PPDB zoning system that faces problems in Tambaksari District, Surabaya

1.2. Method

In the research entitled "Implementation of the Junior High School Zoning Policy at SMPN 9 Surabaya, Tambaksari District, Surabaya," researchers applied qualitative methods in this study. According to Denzin and Lincoln (as cited by Moleong, 2016: 5), qualitative method is a research approach that naturally leads to the interpretation of existing phenomena using various techniques. The location of this research is the Surabaya City Education Office, located at Jl. Jagir Wonokromo No. 354-356, Wonokromo District, Surabaya, East Java. The focus of this research includes six variables in accordance with Van Meter and Van Horn's theory, namely policy standards and objectives; resources; inter-organizational communication and activities; characteristics of implementing agents; socio-political and economic conditions; and attitudinal disposition of implementers. Data collection techniques involved interviews, field notes, photographing, and official document documentation. Data sources from literature relevant to the research theme, such as notes, articles, books, national and international journals, newspapers, and data related to the zoning system. Data processing and

analysis methods involved triangulation techniques, data presentation, and conclusion drawing.

2. Method

Implementation of the New Student Admission Policy Using the Zoning System. As mentioned earlier, to assess how the new student admission policy with the zoning system is implemented, researchers use the implementation model introduced by Van Meter and Van Horn. including (1) Policy standards and objectives; (2) Resources; (3) Characteristics of Implementing Agents; (4) Attitude (Disposition); (5) Communication between implementing organizations (6) Social, economic and political conditions.

3. Result and Discussion

Implementation of the New Student Admission Policy Using the Zoning System. As mentioned earlier, to assess how the new student admission policy with the zoning system is implemented, researchers use the implementation model introduced by Van Meter and Van Horn. including (1) Policy standards and objectives; (2) Resources; (3) Characteristics of Implementing Agents; (4) Attitude (Disposition); (5) Communication between implementing organizations (6) Social, economic and political conditions.

3.1. Policy Standards and Objectives

The success of policy implementation can be measured by the extent to which the zoning policy complies with its standards and objectives, which take into account the social and cultural spheres at the level of zoning policy implementation.

Policies related to the zoning system are part of the new student admission policy outlined in the Minister of Education and Culture Regulation Number 44 of 2019 concerning New Student Admission for Kindergartens, Elementary Schools, Junior High Schools, Senior High Schools, and Vocational High Schools. Furthermore, this policy is elaborated in Surabaya Mayor Decree Number 25 of 2019 which regulates the Guidelines for Implementing New Student Admission (PPDB) for Public Elementary Schools and Public Junior High Schools. The government implements this system by establishing special zones that have a certain radius, and schools are required to accept prospective students who live in the nearest zone with a certain percentage of the total student enrollment. The purpose of this policy is to create equality in education, eliminate preferences and discrimination, and provide equal opportunities for every student to get an education.

According to the Mayor's Regulation No. 25/2019 on Guidelines for the Implementation of New Learner Admission (PPDB) for Public Elementary Schools and Public Junior High Schools in the 2019/2020 Academic Year, PPDB for SDN and SMPN aims to provide equal access to school-age children to get the best education.

The principles that form the basis for the implementation of this admission include non-discrimination in the admission system, where every CPDB has an equal opportunity in accordance with applicable regulations in Surabaya City. Then, the objectivity aspect requires meeting the general requirements set out in the Decree of the Head of the Surabaya City Education Office. Transparency is one of the main focuses, where the PPDB process must be open to parents and the general public. Accountability is expected in terms of PPDB procedures and results, which can be accounted for to the community. Finally, the principle of fairness guarantees equal opportunities for all community groups to obtain quality education services.

Related to the target of this zoning system policy was also expressed by Mr. Koko as the PPDB Coordinator of the Surabaya City Education Office:

"The main target of this Zoning Policy is definitely students who will go to school, both at the kindergarten, elementary and junior high school levels. While the general target is the student guardian community, the school committee, and all aspects of society." (Interview, December 2023)

The interviews highlighted that the Zoning Policy in education prioritizes students who will enter the education level from kindergarten to junior high school. However, more generally, the policy also targets parents, school committees and all elements of society involved in the education process. The focus is on providing the best service for students, while taking into account the support and active participation of all relevant parties inside and outside the school environment. The Zoning Policy can be said to be successful if it is in accordance with its principles, namely: Objectivity, Transparency, Accountability, not discriminatory, and fair. Related to that, Mr. Koko as the PPDB Coordinator of the Surabaya City Education Office explained:

"There is an evaluation after PPDB, which is carried out by the ministry, across ministries that evaluate our PPDB. So far, PPDB in Surabaya City has no findings that are considered violating, meaning that the success rate is in accordance with the regulations that have been set. But this is not a measure of success, if we measure the success rate of PPDB from the distribution of students who are finally caught up in PPDB in public schools, the results cannot satisfy all parties. Because the distribution of schools and the distribution of students is uneven, so looking again at the conditions in Surabaya, not all can be accepted in public schools". (Interview, December 2023)

According to the interview results, after the implementation of PPDB, there was an evaluation conducted by the ministries and cross-ministries responsible for evaluating PPDB in Surabaya City. This evaluation showed that there were no significant findings of violations of the established regulations, indicating a success rate that was in line with existing provisions. However, this conversation highlighted that the success of PPDB is not only measured from the aspect of compliance with the rules, but also from the distribution of students who successfully enter public schools. There are concerns that the distribution of students and the distribution of schools are unequal, causing not all individuals to be accepted into public schools. This raises questions

about equitable access to education in Surabaya, where unequal distribution poses challenges for some to gain access to public schools.

In implementing the New Student Admission (PPDB), the fulfillment of standards and policy objectives is the main focus in Surabaya City. By referring to the regulations set by the Education Office and educational institutions such as SMPN 9 Surabaya, ensuring the fulfillment of standards in the selection and assessment process of prospective students is a priority.

The principle of non-discrimination has been well fulfilled in the implementation of the New Learner Admission (PPDB) policy in Surabaya City. This is reflected in the admission system that provides equal opportunities for each New Learner Candidate (CPDB) in accordance with applicable regulations. PPDB does not differentiate or provide unfair treatment based on social, economic, or other factors. Thus, the principle of non-discrimination in PPDB in Surabaya City reflects a commitment to provide equal opportunities for all individuals who meet the established requirements.

The principle of objectivity in the Admission of New Learners (PPDB) has been met carefully through several key variables involving the Surabaya City Education Office, SMPN 9 Surabaya, and the parents. First, the Surabaya City Education Office has set general requirements that apply transparently and measurably through the Decree of the Head of the Education Office. This ensures that the admission process is based on clear and objective parameters. Then, SMPN 9 Surabaya also supports this principle of objectivity by ensuring that the procedure for admitting new students is in accordance with the provisions set by the Education Office, ensuring objectivity in assessing the eligibility of prospective students. In addition, the involvement of parents in this process also maintains objectivity by providing the necessary information and ensuring that every step taken complies with the predetermined criteria, so that the principle of objectivity is fulfilled by minimizing subjective biases that may arise from the various parties involved.

The principle of transparency in the New Student Admission (PPDB) process has been well met in Surabaya City. This process is held openly and can be accessed by parents and the general public. Information about the requirements, procedures, and criteria used in PPDB is clearly available and easily accessible both through the official website of the Education Office and information conveyed by schools such as SMPN 9 Surabaya and the elementary school where the prospective new learners come from. In addition, the open communication between schools, the Education Office, and the community also ensures that all processes and decisions related to PPDB are well known and understood by all parties involved. Thus, the principle of transparency in PPDB in Surabaya City is not only a principle, but is also realized in reality by providing comprehensive and open access to information to all interested parties.

The principle of accountability in the implementation of the New Learner Admission (PPDB) has been carefully fulfilled in Surabaya City. In this process, responsibility is fully accountable to the community through clear and transparent procedures that have been established by the Education Office. Every step in the PPDB, from the establishment of criteria to the announcement of results, is subject to established standards and can be accounted for. In addition, there is active involvement from relevant parties, such as SMPN 9 Surabaya, which ensures that the entire process runs according to existing rules, so that the community can monitor and assess whether PPDB has been implemented responsibly. With the openness of information and an accountable process, the principle of accountability in PPDB in Surabaya City is a strong foundation to ensure that every decision taken can be accounted for to the community, both in terms of procedures and results achieved.

The principle of justice in the implementation of the New Student Admission (PPDB) in Surabaya City has been fulfilled diligently. The selection and assessment process in PPDB is carried out with principles that provide equal opportunities for every individual, regardless of social, economic or other factors. In this case, the Education Office and schools such as SMPN 9 Surabaya ensure that each prospective student is assessed based on objective criteria and in accordance with applicable regulations, ensuring that each individual's right to access quality education is recognized and safeguarded. Efforts to provide equal opportunities for all community groups are reflected in PPDB policies that do not recognize discrimination and provide space for all individuals to obtain equal and quality education services, so that the principle of justice in Surabaya City is not only a hope, but also realized in practice which is consistently applied in every stage of PPDB.

The implementation of the policy standards and objectives set by the Surabaya City Education Office are well met. SMPN 9 Surabaya has also run in accordance with the stipulated provisions, ensuring that the selection and assessment process of prospective students is carried out transparently and objectively. Likewise, the involvement of parents in ensuring the smooth running of the PPDB process is also well realized. However, in reality, there are impacts that may be detrimental to some Prospective New Learners (CPDB). This is especially felt by those who live in locations far from schools or for CPDBs who come from poor economic backgrounds. The distance between home and school as well as economic conditions can be an obstacle in gaining access to the desired school, resulting in inequality in the opportunity to obtain the desired education. Although the policy standards and objectives have been met, this impact raises issues related to equitable access to education for CPDBs in these conditions.

3.2. Resources

According to Van Meter and Van Horn (in Widodo 1974), they underline that "Policy resources have an equally important role as communication in the policy process. The availability of these policy resources is key in facilitating the administration and implementation of policy implementation. This includes funds or other incentives that can facilitate the implementation of a policy. The lack or limitation of financial resources or other incentives in policy implementation is often the main cause of failure in policy implementation."

The ability of policy implementers to effectively use existing resources is one of the main factors for successful policy implementation. In implementing zoning policies, quality resources such as human resources, finances and facilities are very important. Human resources here refer to the school, especially SMPN 9 Surabaya, which is responsible for running the PPDB process through the zoning route. It is important for the school to follow the procedures in accordance with the applicable provisions so that the policy objectives stated in Mayor Regulation No. 25/2019 can be achieved. Meanwhile, financial resources refer to aspects of funds or other financial resources. In realizing the successful implementation of the zoning policy, an appropriate allocation of funds is needed for socialization activities to increase the understanding of related parties to this policy.

Educational resources from the government that are channeled to schools including this are managed by involving various parties such as the Education Office, the school itself, the school committee, educators/school administration, and so on. The educational resources in question are such as facilities and infrastructure that can be used by schools during daily teaching and learning activities. The resources needed by schools during the PPDB process, for example, are computers to access and monitor the running of PPDB until the end *online*. It should be underlined that the infrastructure used during PPDB is indeed used daily so that the infrastructure has been provided beforehand outside the PPDB implementation. Mr. Koko as the PPDB coordinator at Dispendik explained in his interview:

"The Education Office does not allocate facilities and infrastructure related to PPDB in the sense that the budget is not in the PPDB needs". (Interview December, 2023)

The quote indicates that the education office does not allocate a specific budget to support facilities and infrastructure directly related to the admission of new learners (PPDB). This shows that in the budget allocation provided for education needs, no funds are specifically allocated to support the PPDB processes or facilities directly related to the implementation of PPDB. In this case, these may include the development of selection systems, procurement of information technology tools, or other infrastructure support directly related to the implementation of PPDB. The absence of specific budget allocations for such needs can affect the ability of the education office to improve the efficiency or quality of the PPDB process and support equal access for prospective students from diverse backgrounds. The educational resources that are

distributed also always strive to be evenly distributed to all schools in Surabaya without exception according to the needs of each school.

SMPN 9 Surabaya itself also utilizes existing resources in implementing this zoning PPDB policy. Human resources that play a role during the PPDB process at SMPN 9 Surabaya include the PPDB team that has been formed previously, which consists of 7 people. This team will be responsible for the implementation of PPDB at SMPN 9 Surabaya including the zoning pathway. The PPDB team is tasked with monitoring, accessing, and reporting *updates* on new prospective students who register at SMPN 9 Surabaya. Mr. Carwin as the head of PPDB said in his interview:

"The PPDB process at SMPN 9 Surabaya will always be carried out in a fair, non-discriminatory, transparent, and accountable manner in accordance with what is regulated in Surabaya Mayor Regulation Number 25 of 2019". (Interview December, 2023)

The statement emphasizes SMPN 9 Surabaya's commitment to running the New Learner Admission (PPDB) process in accordance with the principles stipulated in Surabaya Mayor Regulation No. 25/2019. There is a strong emphasis on several key principles that must be adhered to in the implementation of PPDB at the school. First, the process will be conducted fairly, ensuring that every prospective student has an equal opportunity to gain access to the education they desire. Second, the absence of discrimination, which emphasizes that the selection of prospective students is not based on irrelevant factors such as social or economic background. Third, transparency in the PPDB process where information regarding selection criteria, procedures and decisions taken can be clearly accessed by interested parties, such as parents or the general public. Finally, the accountability aspect where decisions taken in PPDB must be accountable, both in terms of procedures and results achieved. This whole statement emphasize that SMPN 9 Surabaya is committed to carrying out the PPDB process in accordance with the following regulation that applicable, which at ultimately expected to provide fair and quality access to education for all prospective students. Infrastructure needs required by the PPDB team such as computer equipment and *internet/Wi-Fi* to support the implementation of the PPDB program.

PPDB activities have also been fulfilled. The New Student Admission (PPDB) process is designed to be openly accessible to all parties, whenever and wherever they are during the PPDB process. This includes the accessibility of information related to the requirements, procedures, and selection stages that are available online, so that parents and the general public can access them through official websites, social media, or special portals provided by the Education Office or related schools. In addition, transparency efforts are made by providing complete and easy-to-understand information for all parties involved. The aim is to ensure that throughout the PPDB process, no information is hidden or concealed, and every step taken can be easily accessed by those interested or involved in the process. With the wide accessibility and transparency of the information provided, it is expected that every individual has an equal opportunity to understand the PPDB process and can be fully involved in accordance with the applicable provisions.

3.3. Implementing Agent Characteristics

The characteristics of policy implementers also depend on their individual characteristics, including the extent to which they support the implementation of a policy. As stated by Van Meter and Van Horn in Dedi Mulyadi (2016: 72), the characteristics of policy implementers include how much support is provided by groups that have an interest in policy implementation, as well as the attitude of the policy implementers themselves, either in supporting or opposing the policies implemented.

Implementation actors include formal and informal entities involved in implementing a policy. The effectiveness of policy implementation will depend on the suitability and suitability of the characteristics of the implementation actors. In the implementation of PPDB with a zoning system in SMP 9 Negeri in Surabaya City, the Surabaya City Education Office plays an important role as a policy implementer. The results of interviews in December 2023 conducted by researchers show that the Surabaya City Education Office has provided accurate, clear and transparent data in supporting policy implementation. Information transparency has a role crucial in implementing the zoning policy. As emphasized by Nico (2007: 20- 21), every policy implemented by policy implementers should provide ample space for public participation through open access to the policy. The Surabaya City Education Office has demonstrated transparency by providing all information related to the New Student Admission (PPDB) through the ppdb.surabaya.go.id website. The application of an online system in the implementation of PPDB has made information open and accessible to all groups. However, regarding information about students who were not accepted and the reasons behind it, the Surabaya City Education Office chose not to announce this, believing that the announcement regarding accepted students was sufficient to be conveyed to the public.

The following is an excerpt from an interview with Mr. Koko as the PPDB Coordinator:

"The public wants accountable data, all of which we fulfill through online PPDB, everything is clear and transparent. It is not discriminatory and has been stipulated in the rules and can be accessed by all parties". (Interview, December 2023)

The quote highlights the importance of accountable data in the New Student Admission (PPDB) process. Through the implementation of online PPDB, the public can easily access accountable, transparent, and clear information related to the entire process. The online PPDB process allows all steps and information related to student admissions to be accessed by anyone, providing equal access to parents and the general public.

Through the online PPDB system, data accountability is increasingly realized because the distance between the prospective student's home and the school location is clearly recorded. This allows for more detailed monitoring and evaluation of school accessibility for each prospective student. This distance data strengthens

transparency in student placement, enabling relevant parties to be accountable for decisions on student admissions based on predetermined criteria. With distance information neatly recorded, the PPDB system not only becomes more transparent, but can also provide clear evidence related to student placement considerations, strengthening the accountability aspect of the admission process.

According to the research results at SMPN 9 Surabaya, the school strongly supports the implementation of the policy in PPDB with the zoning system. No rejection was reported from all school staff regarding the implementation of this policy. Apart from support from policy implementers, support from the public or community who are the targets of the policy also has an important role. In accordance with the opinion of Van Meter and Van Horn in Deddy Mulyadi (2016: 72), the characteristics of policy implementers include the attitudes of implementers, whether they support or reject policies, as well as how the community views, whether they support or reject policy implementation, are relevant factors.

In addition, in the implementation of the New Student Admission (PPDB) at SMPN 9 Surabaya, a special team has been formed, namely the PPDB committee totaling 7 people. This team will be responsible for the implementation of PPDB at SMPN 9 Surabaya including the zoning route. The PPDB team is tasked with monitoring, accessing, and reporting *updates* on new prospective students who register at SMPN 9 Surabaya. As implementers, agents act in accordance with their responsibilities, comply with regulations, and support all applicable provisions in implementing PPDB.

While the Surabaya City Education Office fully supports the policy implementation, the community has a divided view, with some supporting and some rejecting this policy. The group that rejects it is often because the parents or community of prospective students feel disappointed if their children are not accepted in the school of their choice. This is sometimes driven by the perception that public schools are considered superior to private schools. Other rejections may be due to parents not accepting that their child was not accepted into the school of their choice even though the child scored higher than the other applicants.

Elementary school teachers also play a role in helping to make the New Learner Admission (PPDB) process a success. They are not only facilitators in providing information related to the PPDB process to prospective new learners, but also play a role in socialization to ensure that every student and parent understands the stages and requirements needed in registration. Teachers also play a role in providing guidance and assistance to prospective students, especially in preparing the necessary documents and answering questions that may arise during the PPDB process. They have an important role in relieving any anxiety or uncertainty that prospective new students may feel, by providing accurate information and necessary guidance. With the support and assistance of primary school teachers, the PPDB process be-

comes smoother and students get the necessary help to understand the entire admission process. Thus, the role of primary school teachers is not only limited to the scope of classroom teaching, but also plays an important social role in assisting the success of the PPDB process for prospective new students.

3.4. Implementing Agent Characteristics

Implementing the zoning policy at the junior high school level involves entities such as the Surabaya Education Office, including Surabaya State Junior High School 9, and the community. The responses given by these implementers, both acceptance and rejection, will have a significant impact on the success or failure of zoning policy implementation. The PPDB coordinator from the Surabaya Education Office, represented by Pak Koko, acknowledged that this policy plays a positive role in creating equality in quality education, while avoiding imbalances or gaps with other schools.

"We support and implement this policy according to the direction from the center, especially if the goal is good for education equity." (Interview, December 2023)

The quote underlines the positive acceptance and support and the implementation of the policy in accordance with the directions given by the central government, especially if the policy aims to equalize education. This statement confirms that the parties concerned, be they education agencies or local governments, are committed to implementing the policies that have been set from the central level.

But related to the problem of the imbalance in the number of ceilings at SMP Negeri 9 Surabaya with the number of elementary school graduates in Tambaksari Subdistrict, the Dispendik through Mr. Koko as the PPDB Coordinator reveals that there is no solution to this problem but that parents/guardians must be able to accept that this zoning policy cannot pass all prospective students to public junior high schools. Because the Dispendik only carries out policies that come from the central government.

The statement from the Dispendik above shows that they have not been able to provide follow-up on this issue. Stakeholders should also think of solutions related to the problems faced by the community and coordinate the solutions offered to the stakeholders involved.

Regarding SMPN 9 Surabaya, their attitude towards the zoning policy is quite supportive. However, this policy is still more top-down, which means there are still some people who reject this system. If the number of student quotas from public and private junior high schools has exceeded the number of elementary school graduates in a sub-district, such as Tambaksari sub-district, this is a positive step in ensuring that every student will have the right to a proper education.

This situation reflects the alignment between the need for adequate access to education and the available capacity of junior secondary schools (SMP). With the

number of public and private junior secondary school quotas greater than the number of students graduating from primary school, local communities have the assurance that no student will be marginalized or deprived of education after graduating from primary school.

Although schools such as SMPN 9 Surabaya are trying to implement the policy, there are still some people who reject this policy. Policies that may begin with support from a number of parties often receive a reaction of disappointment from the community, especially if the expected results are not achieved.

This reaction of disappointment can occur because the PPDB implementation process does not always end as expected. Communities that initially accepted this policy in the hope of gaining more equitable access to education are often disappointed when the results do not match their expectations or when their children are not accepted at their destination public schools.

This shows that despite support from several parties, policy implementation is still faced with challenges in responding to community expectations and needs.

3.5. Implementing Agent Characteristics

Generally, policy implementation requires cooperation with various other agencies to achieve the desired success. Coordination. The better the communication and coordination between the various parties involved, the less likely errors will occur in the implementation process.

Mr. Koko, the PPDB coordinator at the Surabaya City Education Office, explained that coordination is carried out 6 months before PPDB is implemented. The implementation of the zoning policy in PPDB involves many important parties in it, such as the DPRD as a legislative supervisor who oversees the PPDB, DPPMP is also involved as a guarantor of education quality, and NGOs oversee the PPDB if things are found that are not appropriate. The education office and schools are the main parties that carry out the implementation role to achieve the desired goals. It can be concluded that the interaction and coordination between related organizations in policy implementation runs smoothly and in accordance with applicable regulations.

Dispendik conducting regular meetings with relevant stakeholders, usually starting around six months before the start of the New Student Admission (PPDB) process, demonstrates a strong commitment to preparing for and improving the transparency and quality of the PPDB process.

By starting these meetings well before the PPDB implementation, dispendik provides an opportunity for all parties involved to collaborate, discuss policy changes that may be needed, and evaluate the previous PPDB process. This helps to identify potential improvements, refine existing procedures, and ensure that all necessary requirements and guidelines are properly prepared.

The outcomes of these meetings may include refining the PPDB guidelines, improving coordination between schools, parents and the community, and developing better communication strategies. In addition, the outcomes could also include increased transparency of information to the community regarding the requirements, procedures and any changes that occur in PPDB. These meetings enable collaboration between relevant parties to ensure that PPDB runs smoother, fairer, and more transparent, minimizing the potential for confusion or controversy as the admission process begins. It also creates an opportunity for all parties to be actively involved in supporting the success of PPDB and provides a platform for continuous improvement in the selection and assessment process of new learners.

Furthermore, information regarding policy goals and objectives must be conveyed to the community as a target group in order to achieve the effectiveness of policy implementation. Vagueness or ignorance

The public regarding the goals and objectives of the policy can lead to non-compliance in its implementation. If the goals and objectives are not well explained to the community, this can lead to resistance from that party. The results of the research interviews show that socialization and social media are effective ways for the community as a target group to understand the policy well.

The public certainly wants information about PPDB including zoning pathways to be easily accessible and delivered in an accountable and transparent manner. The implementers have fulfilled this, one of which is by providing a special new learner registration *website* as a forum in the PPDB implementation process. This *website* can be accessed by all people who want to know the data of new students who are included in the school ceiling along with the distance of the house to the school on the zoning route. This also proves that the implementation of PPDB is carried out without discrimination.

In implementing the zoning policy in PPDB, the Surabaya City Education Office has conducted socialization to school principals and committee heads, both of whom are responsible for communicating the policy to the entire community in their area. Not only socialization, the Surabaya City Education Office also disseminates through social media and television, so that all levels of society can get access to information about zoning policies and prevent discrimination.

Primary schools have taken measures to socialize the parents or guardians of new students, especially in the transition to junior high school, they play an important role in providing the information needed and supporting students in the process of Admission of New Learners (PPDB).

Socialization before PPDB allows primary schools to provide important information about the procedures, requirements and stages that students will face when applying to junior secondary schools. This helps students and parents to understand

the process so that they can better prepare themselves. The administrative assistance provided by the primary school is also very helpful. By providing assistance in the collection and preparation of necessary administrative documents, such as enrollment forms or other supporting documents, primary schools help ensure that the student enrollment process runs smoothly.

3.6. Implementing Agent Characteristics

Other aspects that influence the success of policy implementation are social, political, and economic conditions. As stated by Van Meter and Van Horn in Deddy Mulyadi (2016: 72), factors such as social, economic, and political conditions can be a driver of successful policy implementation.

External conditions such as the economic, social, and political situation of the region or organization implementing the policy can affect the nature of the implementers, their inclinations, and their achievements. This environment may make implementers adhere to the policy without changing their personal views on the policy. Therefore, these environmental factors are considered to have a direct impact on public service delivery.

In this study, the results show that the political environment does not have a significant correlation or relationship with zoning-based New Student Admission (PPDB). There are several reasons for this. First, zoning-based PPDB is more likely to focus on the geographic and demographic aspects of the school area. Second, the zoning PPDB process tends to be governed by clear rules and regulations, including in the Mayor's Regulation or local regulations. This policy is usually based on education standards and the principle of equal access to education, which is non-partisan. Therefore, a changing or volatile political environment tends to have minimal impact on PPDB policies that have been governed by more stable rules and regulations.

Social environmental factors involving the education office and policy makers have the main objective of creating education equity through the zoning system. The aim is to reduce the phenomenon of caste or difference between favorite schools and regular schools, so that every school has the same opportunity to provide quality education. This approach should ensure that no school is considered superior to another, minimizing inequalities in access to education.

However, in its implementation, there are challenges that arise. One of them is the rejection often experienced by parents when their children are not accepted in the public schools in their zone. This is often a source of disappointment and frustration, due to the perception that public schools are considered better or students are considered smarter if they attend public schools.

This stigma reflects the perception that has been formed in society regarding the quality of education between public and private schools.

Nevertheless The goal of education equity pursued by the social environment of the Education Office and policy makers remains focused on providing equal opportunities for all schools to provide quality education. Thus, despite challenges from parents' acceptance of non-acceptance in public schools, the goal of education equity through the zoning system remains a priority in the effort to create equal access to education in various regions. As explained in an interview with Mr. Koko as the PPDB Coordinator:

"With this zoning policy, equal distribution of education is the main goal, which is to educate the lives of the nation's children with the ultimate goal of improving individual economic standards and all citizens have the right to a proper education. There is no assumption of good schools and bad schools, so everything is equal." (Interview, December 2023)

The statement highlights the importance of zoning policies in efforts to equalize education. Through the zoning approach, the main goal is to educate the nation's children by eliminating disparities in access to education. The focus is not only on improving the quality of education, but also on improving the economic standard of individuals and improving the overall welfare of society. This statement emphasizes that every school has the same potential to provide quality education. Thus, the concept that there are good schools and bad schools is eliminated and all schools, whether public or private, have equal opportunities to provide quality education services to students. This reflects the commitment to provide equal rights for all citizens to obtain proper education regardless of their geographical or socio-economic backgrounds, making education equity the main focus in realizing equal access to education in various regions.

The zoning-based New Learner Admission (PPDB) process can result in adverse economic impacts for parents whose children are not accepted into public schools within the zone. This can be caused by several factors. First, if the child is not accepted into a public school within the zone, parents may be forced to choose a private school. Tuition fees in private schools are often higher than those in public schools, so this can be a greater financial burden for families, especially if they previously relied on public schools which are more affordable.

Secondly, with regard to the transportation factor, if the child has to go to school outside the zone or in a private school because they are not accepted in a public school, transportation costs are also a consideration. Additional transportation, whether it is public transportation costs or private costs such as private vehicle fares or shuttles, can add to the financial burden on families.

This economic impact shows that while the zoning PPDB aims for equitable access to education, parents who are unable to secure a place in a public school within the zone may face additional unexpected financial burdens, both in terms of tuition fees and additional transportation costs. This highlights the importance of alternatives that consider the economic needs of families in ensuring affordable access to education for all.

4. Conclusion

From the results of the research and discussions that have been conducted, the implementation of the New Learner Admission (PPDB) policy using the zoning system at SMPN 9 Surabaya seems to have succeeded quite well. Efforts to achieve equality in education, reduce segregation and inequality have been realized, although community perceptions of schools that are considered superior have not changed. In addition, this policy also provides opportunities for economically disadvantaged families. From the six criteria described by Van Meter and Van Horn, the implementation of this policy can be summarized in several statements.

First, the policy objectives and standards are not in accordance with the PPDB Zoning policy. The implementation of the New Learner Admission (PPDB) at SMPN 9 Surabaya is in accordance with central government instructions, such as Permendikbud No. 1 of 2021 which is basically implemented in the Mayor's Regulation. Second, adequate resources are available, both in the form of human resources in the form of PPDB committees/teams and non-human resources. Third, the implementers show positive characteristics; the Surabaya City Education Office has provided comprehensive information related to results, requirements and procedures that can be accessed by the community as a whole. Meanwhile, schools have also complied with the rules, supported, and implemented all applicable regulations in the implementation of PPDB.

Fourth, the attitude of responsibility of the implementers, both from the Surabaya City Education Office and SMPN 9 Surabaya, is seen in every action taken they do. However, from the parents or guardians of students, support for the PPDB implementation policy related to the zoning system is not fully visible. Fifth, the relationship between implementing organizations and coordination between various related organizations in implementing the policy seems to be going well and in accordance with applicable regulations. However, more effort is still needed in disseminating information about PPDB. Sixth, economic and social conditions have an impact on policy implementation, but political factors are not seen to affect policy implementation. All staff members involved consider the PPDB policy with the zoning system as a positive thing and they fully understand the policy. The supervision process in policy implementation also runs smoothly

4.1. Suggestion

Based on the results of research on the implementation of zoning policies in Surabaya, especially in Tambaksari District, there are several things that can be used as suggestions related to the problem of imbalance between the number of students who will enter junior high school and the number of public school ceilings as follows:

1. Responding to unfavorable results in the zoning-based New Learner Admission (PPDB) selection, parents must be able to understand and respond

with a sincere attitude. Realizing that not passing the selection is not a reflection of the child's true value or potential, but rather the result of a selection system that may have certain limitations or quotas.

2. Dispendik has calculated the number of public and private school ceilings with the number of new student candidates in each region. It is known that the number of public and private school ceilings is more than the number of prospective new students, which means that all prospective new students will definitely get their right to attend school whether it is in public or private schools.
3. The education office should ensure equality in fees and infrastructure between public and private schools as an important effort to minimize possible inequalities in access to education. This will provide equal opportunities for students in both types of schools to get a quality education.
4. The primary schools of prospective new learners should provide socialization to parents or guardians regarding sincerity if their children are not accepted in public schools. The goal also reflects efforts to overcome uncertainty and disappointment that may arise. Emphasizing that the quality of education in private schools can also be comparable to public schools helps to remove any stigma or negative perceptions that may arise available. This communicates to parents that the decision to attend a private school is not a step that lowers the quality of a child's education, but an alternative that has the same potential as public school.

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