

Conference Paper

School Zoning Policy and Equalization of Education Access for Poor Students in Yogyakarta City

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Abstract

This study aimed to evaluate the impact of school zoning policies on equal access to education for underprivileged students in Yogyakarta City. This research was motivated by the low quality and inadequate access to education for underprivileged students in Indonesia. Starting in 2018, the Central Government implemented a school zoning policy to improve the quality and equitable access to education for underprivileged families in every region. This research was carried out in 16 State Junior High Schools in Yogyakarta City. This was the research location because it was one of the national pilot areas chosen by the Central Government. A quantitative approach was used to evaluate secondary school data before and after the implementation of the zoning policy. The results showed that: (1) there was an increase in access to education for underprivileged students; and (2) the imbalance in the quality of favorite and non-favorite schools did not change and this was influenced by the economic conditions of each region. It can be concluded that the school zoning policy increased equal access to education for underprivileged students, but the next challenge for the Yogyakarta City Government is ensuring equal quality of education across junior high schools.

Keywords: school zoning policy, equal access, junior high school, underprivileged student

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Published: 29 December 2021

Publishing services provided by
Knowledge E

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Selection and Peer-review under the responsibility of the ICMEd Conference Committee.

1. Introduction

Since the education decentralization policy in 1998 was implemented, a serious challenge that the central government is still facing is the gap in terms of the access and quality of education among regions in Indonesia [1, 2]. The central government has increased education funds every year, but the quality of education is still low. The central government allocated IDR 153 trillion in 2009 for education, and there is an increase of IDR 353.4 trillion in 2014 to IDR 492.5 trillion in 2019, or 39.4 percent [3]. The results of international student competence (Program for International Student

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Assessment) conducted by the OECD in 71 countries showed that Indonesia was at the lowest rank, namely 62 [4].

In the implementation of decentralized education, the central government assessed that a gap exists between rich students and poor students in terms of access to and quality of education services in the school system. So far, the Ministry of Education and Culture considers that the dichotomy between favorite and non-favorite schools has widened the gap. Most favorite schools are filled with students from wealthy families who are classified as having good achievement. On the other hand, non-favorite schools are generally filled with students from underprivileged / poor families and have low scores [5]. The results of research conducted by the Knowledge Sector Initiative show that a gap in the quality of education services occurs between favorite and non-favorite schools. Indirectly, the gap can be seen from the learning outcomes between poor students and rich students. This situation and condition causes poor families to be unable to access quality education [6].

With the background of the gap in access to and quality of education services for the poor, the central government established a school zoning policy as a strategic step to overcome the problem. The zoning system is one of the policies pursued by the Ministry of Education and Culture [7] to increase equal access and equal distribution of the quality of national education [7]. Particularly in the school system, the application of the zoning system in the New Student Admissions (PPDB) accelerates the equal distribution of access and quality in the education sector. The school zoning system policy prevents the accumulation of quality human resources in a certain area or school and encourages local government and community participation in equitable access and quality of education [8].

In its implementation, the school zoning system policy has generated pros and cons in the community. The central government believes that school zoning policy improves access and quality of education, but the implementation in the field is not that easy and triggers polemics in various regions [9]. On the other hand, the school zoning system created by the central government does not pay attention to various conditions and needs of the regions as a result of which policies are considered less adaptive and applicable, causing disappointment to some communities [10]. Then, the Ministry of Education and Culture provides direction to the regions that zoning in principle is flexible, goes beyond administrative boundaries, and is in accordance with the needs of each local government [9]. Even though there are pros and cons in the community, the government continues to implement the school zoning system policy and continues to evaluate improvements to improve access and quality of education [11].

Previous researchers have examined the effectiveness of the implementation of school zoning policies, but rarely have looked at access to education for poor families. Especially in Junior High Schools (SMP), many previous researchers showed various research results according to the problem being studied. So far, researchers still tend to pay close attention to the effectiveness of school zoning policies in terms of the suitability of the procedures and regulations imposed on implementation in the field in each region. Several researchers have shown that the school zoning policy system is considered effective and in accordance with applicable regulations [12–14]. Several other researchers have shown that zoning policies have not been effective and efficient due to technical constraints and have not equalized access to education [1, 15, 16].

Based on the empirical problems and research gaps above, it is important to conduct research to examine the relationship between school zoning policies on access and quality of education for the poor. The formulation of the research problem proposed, namely, how is the access and quality of education services for the poor before and after the school zoning policy is established by the central government? The purpose of this study is to determine and explain the relationship between access and quality of education services for the poor before and after the school zoning system policy is established. Evaluation of school zoning policies was then carried out in the City of Yogyakarta at the Public Junior High School level.

2. Related Works/Literature Review (13 Points, bold)

The school zoning system policy is regulated in the Regulation of the Minister of Education and Culture Number 14 of 2018 concerning the Admission of New Students of Kindergartens, Elementary Schools, Junior High Schools, Senior High Schools, Vocational High Schools, or other forms of equivalent which form the basis for system development zoning on other educational issues. With this regulation, the school zoning system in the long term will have the same position, role, and function in serving every student, there are no more terms that make “caste” or “labeling” favorite and non-favorite schools. Local governments need to make appropriate (additional) regulations that support the implementation of zoning for the quality of education as a consequence of the implementation of the PPDB zoning system [4].

The school zoning system - especially for public junior high schools - is prepared to provide quality education services evenly to members of the community in a certain area or a region so that the “best students” no longer need to look for the “best school” which is located far from where he lives [7]. The PPDB zoning system has regulated public

schools to accept prospective students who are domiciled in the zone radius closest to the school, which is at least 90% (ninety percent) of the total number of students who will be accepted. The radius of the closest zone is determined by the local government in accordance with the availability of school-age children in the area and the capacity of study groups at each school. Schools can accept new students outside the closest zone for reasons of achievement of a maximum of 5% and a maximum of 5% for special reasons, for example there is a change of domicile of parents / guardians [7].

In applying the school zoning policy, the local government must be able to: (1) ensure the acceptance of students in an objective, transparent, accountable, non-discriminatory, and just manner in order to encourage increased access to education services, (2) guarantee the availability and readiness of educational units (public schools, in particular) to provide quality education services. (3) ensuring equal access and quality education is just in each zone / region determined to be close to the residence of students / learners, (4) ensuring the fulfillment of competent educators and education personnel supported by adequate infrastructure and facilities that can be provided and used jointly by every school in the designated area / zone, (5) controlling and guaranteeing the quality of graduates and supervising the process and learning outcomes comparatively and competitively in the educational service zone in a measured and sustainable manner. The targets of the zoning policy include: (1) Students in particular, and school age children in general; and (2) Schools as educational units serving students [7].

The zoning system was developed to ensure that children or students can be served properly by every educational unit (school) wherever they are, which can be reached from their homes. The zoning system development is carried out using two approaches, namely conceptually and factually. Conceptually, the zoning system carried out in education units as educational service centers for all citizens is prepared to be able to provide decent, quality and equitable education services without discrimination. In fact, the zoning system is carried out with the consideration that the current school conditions are not evenly distributed in quality and quantity for every citizen, everywhere. Therefore, the PPDB zoning system can then be developed by each local government according to their respective needs by paying attention to the provisions of the central government [7].

Based on Law Number 23 of 2014 concerning Regional Government, the Central Government gives authority to local governments to manage early childhood education and non-formal as well as basic education (SD and SMP). One of the efforts to streamline the implementation of zoning policies is that the central government provides discretion

to local governments to develop a school zoning system. Discretion (*freies ermesen*) in German can be interpreted as the independence of local governments in acting on their own initiative to solve problems in society [17]. Discretion is a means of providing mobile space for state administrative officials or agencies to take action without having to be fully bound by the law [18]. Local governments can develop zoning policies according to their needs and discretion while still applying the following principles (1) legal certainty; (2) benefit; (3) impartiality / justice; (4) accuracy; (5) does not abuse authority; (6) openness; (7) public interest; and (8) good service (Law No. 30/2014 on Government Administration, Article 1 point 9, 2014).

On the basis of the above provisions, each local government has discretionary space to develop a school zoning system policy that is adaptive, applicable, and relevant to the needs and characteristics of each region, including the Government of Yogyakarta City.

3. Material & Methodology

The research was conducted in the city of Yogyakarta at the Public Junior High School (SMP) level. The evaluation of the implementation of the school zoning system policy was carried out in 16 public junior high schools using goal-oriented evaluation model. The city of Yogyakarta is one of the areas that is used as a barometer of education and a laboratory for the implementation of school zoning policies [19], therefore it is used as a research location. The research was conducted using a quantitative approach. Impact evaluation for the poor was carried out before and after the school zoning system policy using secondary data [20]. Secondary data used in the study were data on the distribution of poor students (Card to Prosperity holders / KMS) in 2015/2016 and 2019/2020, data on the distribution of average school enrollment scores in 2015/2016 and 2019/2020. Evaluation of the impact of the school zoning policy on poor students can be seen from the changes before and after implementation

4. Results and Discussion

4.1. Yogyakarta City Government and Discretionary School Zoning System Policy

The process of new student admission (PPDB) for the zoning system, especially for public SMP in Yogyakarta City, has undergone changes and improvements. Yogyakarta

City Education Office officially socializes Yogyakarta Mayor Regulation No. 23 of 2019 regarding the Ministry of Education and Culture (Mendikbud) No. 51 of 2018 concerning the Admission of New Students (PPDB) at the junior high school level (SMP) and equivalent in 2019. Based on Perwal No. 23 of 2019 states that zoning is the division or splitting of an area into several parts based on territory. The goal of PPDB is to provide opportunities for prospective students to obtain the best possible educational services (Article 3). PPDB entering Junior High School uses a real time online system (Article 4). PPDB Junior High School is based on a zoning system consisting of inside and outside zoning covering all districts / cities outside the city of Yogyakarta.

Based on the mandate of Ministerial Regulation No. 51 of 2018 concerning zoning-based PPDB, it is divided into 90 percent zoning routes and 10 percent for students outside the city. Then, the Yogyakarta City Government followed up by issuing Mayor Regulation No. 23 of 2019 concerning New Student Admissions in 2019 to regulate the distribution of zoning routes at the Junior High School level.

In 2018, from a total of 90 percent for zoning, the Yogyakarta City government divided the distance quota of 75 percent and achievement of 15 percent. Different from 2018, in 2019, the division of 90 percent of the zoning route for students entering junior high school was 10 percent for potential students, 30 percent of zoning for areas including 2 percent for people with disabilities, 10 percent for students from poor families (KMS), and 40 percent quality zoning. This discretion considers the principle of justice, because 16 schools mostly are on the north part of the city while on the south side of the city there are only five schools.

4.2. Discretionary School Zoning System Policy and Equitable Access to Education for Poor Students

The school zoning system policy at the junior high school level implemented by the Yogyakarta City Government has an impact on wider access to poor students / KMS. Based on the data in Table 1 below, the percentage of the number of poor students / KMS in general shows that from the years before and after the implementation of the zoning policy, zoning was more evenly distributed and not concentrated in one school. So far, the number of poor students admitted to favorite schools such as SMPN 5 and SMPN 8 was only small before the zoning policy was implemented, but after the zoning policy was implemented the number of poor students in these schools increased. The impact of zoning was also seen in unpopular schools, such as at SMPN 15. Before the school zoning policy was implemented, SMPN 15 had the most dominant poor students

/ KMS each year. After the zoning policy, SMPN 15 shows a drastic decrease in the number of poor students / KMS and a more even distribution in other schools. thus the proportion of poor students in favorite schools increases because of the zoning policy [19].

TABLE 1: Distribution of Poor Students (KMS) in Yogyakarta City

Public Junior High Schools in Yogyakarta City (SMP)	Year 2015/2016		Year 2019/2020	
	(Before Zoning)		(After Zoning)	
SMPN 1	38	4,6	27	8,3
SMPN 2	36	4,4	24	7,3
SMPN 3	70	8,5	20	6,1
SMPN 4	60	7,3	17	5,2
SMPN 5	8	1,0	13	4,0
SMPN 6	60	7,3	24	7,3
SMPN 7	60	7,3	20	6,1
SMPN 8	7	0,8	32	9,8
SMPN 9	23	2,8	20	6,1
SMPN 10	62	7,5	17	5,2
SMPN 11	68	8,2	14	4,3
SMPN 12	50	6,1	17	5,2
SMPN 13	45	5,5	10	3,1
SMPN 14	40	4,8	14	4,3
SMPN 15	134	16,2	34	10,4
SMPN 16	64	7,8	24	7,3
Total	825		327	

Source: Secondary data from the Yogyakarta City Education Office, 2020.

4.3. Discretionary School Zoning System Policy and Equitable Quality of Education in Education Units (Schools)

Based on the data in table 2 above, after the zoning policy was implemented, poor students / KMS with relatively at lower mean National Exam scores could access SMPN 5. So far, before the zoning policy was implemented, SMPN 5 was only filled with poor students who had high score for the National Exam. Equitable access can also be seen in other favorite junior high schools, such as SMPN 8, SMPN 1, SMPN 9, and SMPN 7. The impact that can be seen from the school zoning policy is that schools that have been dominant are considered favorites, not exclusive anymore because of the average student scores. KMS is relatively lower, as long as they are in the right zone, they can

TABLE 2: Distribution of Average Input Value of Poor Student National Examination (KMS) in Yogyakarta City

Public Junior High Schools in Yogyakarta City (SMP)	Year 2015/2016 (before zoning)	Year 2019/2020 (after zoning)
SMPN 1	255.658	205.707
SMPN 2	250.708	218.958
SMPN 3	207.657	197.155
SMPN 4	246.225	211.465
SMPN 5	268.125	213.169
SMPN 6	229.158	208.088
SMPN 7	246.733	215.550
SMPN 8	266.857	192.388
SMPN 9	258.043	215.290
SMPN 10	216.823	213.524
SMPN 11	214.853	206.157
SMPN 12	231.300	205.624
SMPN 13	208.900	194.040
SMPN 14	207.725	185.757
SMPN 15	211.392	206.306
SMPN 16	249.086	217.292

Source: Secondary data from the Yogyakarta City Education Office, 2020.

access these schools. The implementation of the zoning system has had an impact so as to provide opportunities for the implementation of educational equality [12].

Although access to education for poor students / KMS shows an increase in equity, the quality of education before and after the zoning policy has not changed. Based on the data in table 3 below, school quality is still concentrated in favorite schools with high student national examination achiever, such as SMPN 5, SMPN 8, SMPN 7, SMPN 1, SMPN 6. Meanwhile, schools considered not favorite, such as SMPN 15, SMPN 13, SMPN 14, SMPN 3 still occupy the low-quality input for the student's national examination.

The scores of students who entered school before and after the zoning policy did not show much change. This is possible for two reasons, firstly because the stigma of favorites is still attached to society so that students with high scores are still interested in registering at the school. Second, because the majority of students who are close to school have high scores. But, this kind of finding cannot be generalized. In Langkat District, things are different. Students who excel can spread throughout the region and not only gather in certain schools [14]. Therefore, equal distribution of quality is still a challenge that must be resolved by Yogyakarta City governments.

TABLE 3: Distribution of Average Input Value of Regular Student National Examination in Yogyakarta City

Public Junior High Schools in Yogyakarta City (SMP)	Year 2015/2016 (before zoning)	Year 2019/2020 (after zoning)
SMPN 1	276.818	239.065
SMPN 2	275.552	240.688
SMPN 3	247.183	203.240
SMPN 4	266.677	225.179
SMPN 5	286.247	262.424
SMPN 6	270.548	228.562
SMPN 7	268.639	227.009
SMPN 8	283.516	254.748
SMPN 9	275.992	241.445
SMPN 10	266.319	226.357
SMPN 11	256.875	208.153
SMPN 12	261.875	215.033
SMPN 13	253.167	212.715
SMPN 14	253.089	200.341
SMPN 15	253.318	211.554
SMPN 16	262.003	227.766

Source: Secondary data from the Yogyakarta City Education Office, 2020.

5. Conclusion

Based on the data analysis above, the results of the evaluation of equal access and quality of education to poor students / KMS before and after the implementation of the school zoning policy at the junior high school level in Yogyakarta City show;

1. The school zoning policy has increased equitable access to education for poor families / KMS.
2. The zoning policy does improve equitable access to education for the poor / KMS, but the next challenge for the Yogyakarta City government lies in equal distribution of education quality among the schools.

Acknowledgement

This research is fully supported by Research Group (RG) Grant, Yogyakarta State University.

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