

# DISCURSUSING OF THE ZONATION SYSTEM IN ACCEPTING NEW STUDENT IN 2018: CASE STUDY IN DENPASAR CITY

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## DISCURSUSING OF THE ZONATION SYSTEM IN ACCEPTING NEW STUDENT IN 2018: CASE STUDY IN DENPASAR CITY

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**Abstract.** This research aims to explain the discourse on the application of the zoning system of new student admission 2018 in Denpasar City. The research data was collected through observation, document studies, and in-depth interviews with 12 informants, involving competent stakeholders. The collected data was analyzed by qualitative and interpretative analysis technique way using several theories in an eclectic: ie power/knowledge discourse theory, and the theory of School Based Management (SBM). The results of the study show that the zoning system in New Student Admission in Denpasar City raises the discourse of various groups (education observers, members of society, officials) in Bali. The zoning policy has invited debate (discourse) to the parties. The implementation of the zoning system has separated students from their families, many outstanding students have not been accommodated in public schools, the elimination of students from poor families. The central policy related to New Student Admission was responded to by the Provincial Government of Bali with the Governor Regulation No. 40/2017. In accordance with Governor Regulation No 40/2017, junior and senior high school / vocational school management accept students over capacity and is not fully supported by local school resources (teachers, facilities), so that the teaching-learning process is not optimal and the quality of education is sacrificed. The zoning policy in New Student Admission needs to be reviewed for future education development.

Keywords: Zoning system, New Student Admission, Quality of education

### Introduction

The progress of a nation is basically determined by the existence of quality education. The quality or quality of education can be seen in two ways, namely referring to the educational process and educational outcomes. The education process is called quality if all components of education are involved in the education process itself. Factors in the education process are various inputs, such as teaching materials, methodologies, school facilities, administrative support and infrastructure and other resources as well as creating a conducive atmosphere. Whereas, the quality of education in the context of educational outcomes refers to the achievements achieved by the school at any given time period (Suryosubroto, 2004: 210).

In terms of educational output, the predicate of quality education has been achieved by several State Junior High Schools in Denpasar. For the 2011/2012 academic year, for example, there were five junior high schools in the city of Denpasar that were included in the ten junior high schools that had the highest national exam (UN) in Bali, namely SMP 1 Denpasar, SMPN 3 Denpasar, SMPN 7 Denpasar, SMP 10 Denpasar and Junior High School 12 Denpasar (Disdikpora of Denpasar City, 2012). The results of education at the Denpasar City Junior High School which are quite encouraging, are still tinged with various cases which injure the education process, namely the problem of New Student Admission curriculum implementation, and UN, both in the Province of Bali and in the territory of Indonesia in generally.

As in previous years, the acceptance of students in Indonesia in the 2013-2014 school year was colored by many problems. According to Ombudsman representatives in 23 provinces, in 2013 there were 387 complaints. Of that number, 63% of the reporters were direct victims and 17.1% were media reports. Of the 387 complaints, 47.8% of the types of administrative malls were carried out related to the collection of money, goods and services to students who registered for school. The procedure deviation in accepting new students was found as much as 19.6%, while the substance of the most complaints, intersecting with the collection of a sum of money when registering new students, the amount reached 40%. As much as 8.8% of the substance complained was related to the absence of transparency in registration information and 8% of the online registration system encountered problems that could not be accessed. Sale and purchase of fake certificates or certificates is used by prospective students to be accepted at the intended school. In addition, there is a tendency for schools that accept new students to exceed the available quota.

Acceptance of students is regulated by the Regulation of the Minister of Education and Culture No. 17 of 2017 concerning New Student Admission to Kindergarten, Elementary School, Junior High School, High School, Vocational High School, or Other Similar Forms (Permendikbud 17/2017). New Student Admission was implemented through mechanisms in networks (online) and outside the network (offline). To make it easier for prospective students to access the school, a zoning system was implemented. This arrangement is expected to make the admission process take place in an objective, accountable, transparent and without discrimination in order to improve access to education services.

This new student admission procedure raises parental anxiety, besides because the mechanism is still unclear, also there is no certainty whether the son / daughter can be accepted at the desired school. Furthermore, there is a fear that randomization of students based on vulnerable housing creates social problems, especially related to achievement motivation. The New Student Admission zoning mechanism allows schools to receive prospective students with a large gap in academic ability. Students who excel must learn with those who experience learning barriers.

The policy of implementing the zoning system in New Student Admission in 2018 invited polemics from various parties. In addition to the community (student guardians), officials in educational institutions, community leaders, observers and council members in Bali helped bring together their findings regarding this New Student Admission policy.

This research aims to explain the discourse on the application of the zoning system of new student admission 2018 in Denpasar City. The research data was collected through

observation, document studies, and in-depth interviews with 12 informants, involving competent stakeholders. The collected data was analyzed by qualitative and interpretative analysis techniques way using several theories in an eclectic: ie power/knowledge discourse theory, and the theory of School Based Management (SBM).

## II. Discussion of Application of Zoning System in New Student Admission

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New Student Admission was regulated in regulation of the minister of education number 17 of 2017 concerning New Student Admission in Kindergarten, Elementary, Middle School, High School, Vocational School and Other Similar Forms. The regulation of the minister of education was signed on May 5, 2017 and immediately applied to the new student registration period for the 2017/2018 school year. Determining the radius of the school with the residence that is the core of the zoning system is left to regional and school policies, depending on the density of the local area. Some set a maximum radius of 17 km, some set around 1 km.

The zoning system that was applied creates two conditions: (1) children who live near the school have a greater chance of being accepted, even though the the value of his/her achievement does not meet the standards; (2) schools that prioritize applicants who have good achievement value, so that those who lack grades even though living around the school cannot be accepted. As a result, prospective students who are of less value must apply to private schools or other public schools that are further away from their homes. The zoning system will benefit prospective student<sup>6</sup> who live close to the school. As with various other regions in Indonesia, the application of the zoning system in New Student Admission <sup>6</sup> Denpasar City also invited various parties to polemic. In general, the polemic on the implementation of the zoning system in New Student Admission concerns socialization that is considered to be lacking, policies that have the potential to separate family members, the presence of over-capacity in receiving participants, and the occurrence of teaching and learning processes that sacrifice the quality of education.

### *Technical constraints and lack of socialization*

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The zoning system in zoning system in accepting new students is actually the same as New Student Admission before, which is through an online system. The online accepting new students is considered good, because it's real time. But it's implementation in the field, there are still technical obstacles, from the side of the families of prospective students who do not fully understand online registration - until the problem of internet connection that is not smooth. In addition, a number of people in Denpasar said that the zoning system was considered as a party too quickly implemented without prior intensive socialization. The still not optimal socialization of New Student Admission was an obstacle to its implementation. The socialization was carried out by the sub-district heads, village heads, school principals and community leaders, but it turned out that it was not enough to reach out to parents. Some schools that prioritize zoning systems encourage parents to manipulate data on distance of houses, try to buy and buy favorite school chairs, and use smart Indonesian card and healthy Indonesian card ownership to be accepted by the school.

### *Separating students from their families*

The Zoning System aims at equity, but in practice this system actually limits the rights of prospective students who want to get the school they want. Many childbirths are finally

unable to get a school because of this policy, so many people complain about this policy. Among those who protested against this policy were board members and community members as prospective student guardians. I Made Sukarmana, SH, as Secretary of the Democratic Faction who is also a member of Commission I of the Denpasar people's representation council (DPRD) for example stated:

“Currently many parents are complaining about the difficulty of getting a school. Apart from the fact that there is a zoning, the study groups in each school are very limited. While the number of students in Denpasar is quite a lot. The implementation of zoning and school distribution has made it difficult for parents of students. Given that not a few residents in Denpasar live in one place, but in population administration elsewhere. “

“It is not possible for parents to leave their children in the area of origin, while parents are in Denpasar (I Gusti Putu Artha, balipost.com/news/2018)

With the zoning system, residents living in Denpasar cannot send their children to Denpasar, because their endurance cards are located outside Denpasar. One of them was Putu Gede Ambara. Residents who live in Tonja are forced to not be able to send their children to public schools. The problem is that the population administration is still in its original place, Tabanan (balipost.com/news/2018).

The zoning system (environment) implemented by the Indonesian Ministry of Education and Culture in New Student Admission in 2017/2018 Academic Year assessed many obstacles if applied rigidly in Bali. If viewed from a sociological perspective, currently there are many Balinese people who are due to customary attachments, so even though they live in Denpasar or other cities in Bali, they still have family cards (KK) in their home areas. For this reason, many parties in Bali hope that the Provincial Government of Bali can provide a policy so that all students in Bali can study anywhere in Bali without having to be bound by zoning rules (nusabali.com, 10 Jul 2017).

In accordance with the expectations of the community and various parties, the zoning system policy in accepting new students needs to be reviewed. To ease polemic and the turmoil of Balinese protests related to the zoning system in accepting new students, the legislative member of Bali held a special meeting to find the way of its transportation. Then, the Bali governor issued regulation No 40 of 2017 concerning new students admission of junior and senior high school. As a counter-hegemony towards the policies of the central government regarding new students admission, the Bali regional government policies include: Every Education Unit is obliged to accept students from poor families (Article 2). Every Unit of Education is obliged to accept outstanding students (Article 3) .

Student admission in Bali in 2018 does not only refer to central government policy (Permendikbud Number 17 of 2017), but also refers to the regulation of Bali Governor No. 40 of 2017. According to Article 3 (Pergub Bali No. 40/2017), some outstanding students in Denpasar can be admitted to public schools in Denpasar, even though their parents' ID cards are outside the city of Denpasar, including Kadek Variastina Melani and Putu Trani Verinda. Putu Trani Verinda Mirawan was originally not accepted in a public high school, but eventually the person concerned could be accepted at Denpasar 1 Public High School. Whereas Kadek Variastina Melani is a student who has 29 charter and won a National Examination that is sufficient to enter a public school, but had bounced and was considered dead because her ID

Card from Karangasem Regency, while parents lived in Denpasar. This student graduated from SMP Negeri 9 Denpasar was finally accepted at SMAN 7 Denpasar after the second wave of the new student admission Governor's Decree (balipost.com/news/2018).

### **School Capacity**

<sup>5</sup>In accordance with Regulation of <sup>13</sup>Minister of Education Number 17 of 2017 concerning new student admission, local and <sup>13</sup>junior high school / high school / vocational schools are required to accept students in their region. Even though the capacity of these schools is relatively limited. In 2018, for example, in Denpasar City there are 14,360 elementary school graduates. Whereas only 3,680 can be accommodated in state junior high schools. They were accommodated in 12 public schools in Denpasar with 101 study groups. The rest goes to private schools.

Due to the limited capacity of an independent school, many demonstration students in Denpasar enter private schools. Private schools in Denpasar are now flooded with students. This was considered positive by some observers of education in Bali such as the informant's comments as follows.

Because of the limited capacity of public schools, children who want to continue their education must enter the private school. I think this is good for equity. Assessment of public schools is always better than private schools should be excluded. All schools must be of good quality both domestically and privately (Ketut Sukanata, 57 years).

<sup>5</sup>In accordance with regulation of the minister of education Number 17 of 2017 concerning new students admission, prospective students from poor families must be accommodated by schools in their region. On this basis, some of the teachers have deliberately made SKTM (certificate of inability) for the entry requirements for their children in public schools. In fact, not all families that make an certificate of inability are really poor. As a result, local schools were burdened, due to the limited educational funds they had.

In addition, there is competition between poor families and families who are able to find schools for their sons and daughters. According to the Regulation of Governor of Bali No. 40/2017, many families can afford to enter their children in Denpasar schools, even though their card Identity (KTP) was not Denpasar. This condition has shifted some of the rights of disadvantaged families. Poor families were eliminated not getting the same opportunity as capable families.

Governor regulation of Bali No. 40 of 2017 concerning new students admission of senior high school (SMA/SMK) in article 3 is mandated so that each Unit of Education is obliged to accept outstanding students. In accordance with this policy, the practice of making a certificate of achievement students appears as a student entry requirement at the school he wants. With a certificate of achievement students, many parents force their will to enter their children in selected schools. This is a part of the new students admission issue in 2018 in Denpasar City.

In addition, the presence of the Governor of Bali No. 40/2017, prospective students from outside the city of Denpasar have the right to get a school in Denpasar. The phenomenon of prospective assault arrivals in Denpasar occurred. In order to deal with this phenomenon, the Denpasar City Education Office took steps to anticipate the invasion of students outside Denpasar. The Disdikpora of Denpasar City since a few years ago has implemented

restrictions on the acceptance of new students from outside Denpasar, namely, only 5 percent of the capacity of each state school. This new school year, for senior high school students outside Denpasar who are accommodated only 146 students or 5 percent of the total quota of all Denpasar high school students will be divided into several public schools. The details, Senior high school (SMAN) 1 Denpasar gives a quota of 20 students, SMAN 2 gives place to 20 students, SMAN 3 receives 14 students, SMAN 4 receives 16 students, SMAN 5 gives seats to 20 students, SMAN 6 gives quota 16 students, SMAN 7 provides seats 20 students and SMAN 8 Denpasar provides a share of 20 students. The registration procedure for students moving to the rayon is the same as registration for other regular public schools. Students register online, then bring a print out from the registration to the intended school.

#### ***Teaching and learning processes that are not conducive***

Governor regulation of Bali No. 40/2017 (Articles 9 and 10) mandate that all state and junior high school / vocational high school education institutions in Bali accept existing students, even if they add shife and rombel (study groups). This local policy directly forced the Denpasar City Disikpora to accept students, despite the relatively limited capacity of schools.

The policy of the Bali Provincial Government on the one hand can indeed be used to “fight” the zoning system policy, but in practice it can reduce efforts to improve education quality. The managers of junior and senior high schools are forced to increase the number of classes because they have to accept students who exceed capacity. Besides receiving students regularly with an online system, they also accept students who have a certificate of achievement or certificate of incompetence in accordance with articles 2 and 3 of Pergub No 40/2017.

Managers of primary and secondary education (SD - SMA / S<sub>5</sub>K) in Bali are required to carry out the Bali Governor Regulation No. 40/2017, besides regulation of the minister of education number 17 of 2017 concerning new students admission. They claimed to be economical in implementing the two policies. On the one hand, they must accept students from the zone in their working area, on the other hand they must also add students from outside the zone, including high-achieving students and students from poor families who have poor certificate so they must increase the number of classes.

All junior / senior high schools in the city of Denpasar in 2018 receive students exceeding the available capacitors. The number of study groups in one kelaas increased from the ideal number of 36 students to 40 and even 50 students in 1 class. The addition of the number of robels is done because the number of teachers and learning facilities / infrastructure is limited. As per article 9 of the Governor Regulation 40/2017, some high school / vocational schools in Denpasar also add shife. This only increases the burden on people who have to increase their working hours because they are in the morning and afternoon classes

These conditions directly or indirectly have reduced the quality of the teaching and learning process. The swelling of the number of robots on the one hand, and the limitations of teachers, educational facilities and infrastructure on the other hand have caused the teaching-learning process to be not optimal. Meanwhile, it was stated that the issuance of a zoning system in the receipt of new students admission and local policies in the form of regulation of governor of Bali No. 40 (2017) has reduced the quality of the learning process. This happens because of

the support of education funding that is owned by limited educational institutions, facilities / infrastructure (including classrooms, laboratories, teaching aids), and relatively limited educators / teachers.

In addition, the policy of zoning students has made the situation of receiving students who have very varied academic skills. The mix of students who have different academic abilities in the first year makes it difficult for the teaching and learning process. The teaching and learning process is carried out on a standard basis, the educator / teacher cannot explain quickly because the students in the kelas have very varied abilities, some are quick to learn many lessons that are slow.

In accordance with the theory of power of knowledge (Foucault), the discourse on the implementation of new students admission in Denpasar City shows that the central government still tends to be dominant rather than the local government. Local stakeholders seem to play less role in developing the concept, implementation, and indicators of educational success. Though the direction of education policy must empower local potential. Law Number 32 Year 2004 concerning Regional Government in Article 1 paragraph (5) states that regional autonomy is the right, authority, and obligation of autonomous regions to regulate and manage their own government affairs and the interests of the local community in accordance with laws and regulations.

Centralistic policies in the form of regulation of the minister of education Number 17 of 2017 related to the zonation system in the new students admission are not in accordance with the principles of SBM (school-based management) and are less able to solve educational problems at the regional level. Centralistic policies tend to be normative so they have not been able to overcome problems at the regional level. For this reason, the existence of decentralized management needs to be more applied in efforts to manage schools. In accordance with the decentralized paradigm, the regional level Education, Youth and Sports Service (Disdikpora) can take a greater role in efforts to manage education in the region. The Regional Education Council can develop technical policies so that education issues in the region, including the implementation of new students admission.

The implementation of new students admission must be in accordance with SBM (Fattah. 2000). SBM provides broad autonomy to local schools, including in determining curriculum, and resources needed by local schools (Hussin, 2012). In addition, SBM also involves parents and involves the community within the framework of national education policy. The implementation of SBM is basically about realizing the independence of school institutions to create effective schools, namely schools that have a strong leadership system, collaborative management to direct desired changes according to sources power and school culture, oriented towards improving student learning achievement (Widodo, 2011: 35).

In an effort to improve quality education, high schools and vocational schools in the city of Denpasar have established a vision, mission, strategy, objectives and school rules as an important basic capital for the progress of the school. Quality education is developed according to the four pillars of SBM, namely in an effort to improve the quality of education, independence, participation and transparency (Syafaruddin, 2008: 174).

The policy in receiving new students at senior high school in Denpasar City online is quite good because it is objective, transparent, accountable, competitive and real time online and



has principled principles, smooth and continues and channeled all. However, the process of implementing new students admission still needs to be improved. The principle and principle of new students admission can continue to be applied consistently. The new students admission with evidence of achievement has been manipulated. For this reason, the criteria for “achievement proof” as an entry requirement in Denpasar’s high school, high school / vocational school need to be clearly formulated, so that fairness and openness in the new students admission process can continue to be upheld. The addition of student quota can be accepted because it is a realization of the mandate of regulation, namely to provide services to the community to carry out 12-year compulsory education. It is expected that the quota of students accepted in a high school / vocational high school in Denpasar is based on local resources (education staff, facilities, infrastructure, education funding).

To ensure fairness, openness, and service to the new students admission community next year, it is expected to be more qualified than before. In an effort to improve the new students admission mechanism, local stakeholders (school committees) can be involved. In addition, the new students admission process in the high school / vocational high school in Denpasar City has been intervened by the dominant group in the community. The practice of intervention by the dominant group regarding new students admission can be reduced by enforcing school autonomy.

### **Conclusions**

The zoning system in accepting new students (regulation of the minister of education Number 17 of 2017 in Denpasar City raises discourses of various groups (education observers, members of society, officials) in Bali. The zoning policy has invited debate (discourse) to the parties. The implementation of the zoning system has separated students from their families, many of the students have a secret that they cannot be accommodated in public schools, the elimination of students from poor families. The central policy related to new students admission was responded to by the Provincial Government of Bali with the Governor Regulation No. 40/2017. In accordance with Governor Regulation No. 40/2017, junior and senior high school / vocational school management accepts students over capacity and is not fully supported by local school resources (teachers, facilities), so that the teaching-learning process is not optimal and the quality of education is sacrificed.

### **Suggestions**

Centralistic policies in the form of regulation of the minister of education Number 17 of 2017 related to the zonation system in the new student admission are not in accordance with the principles of SBM (school-based management) and are less able to solve educational problems at the regional level. Therefore, zoning policies in accepting new students need to be reviewed for future education development.

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