



Implementation of the Indonesian Minister of Education and Culture Regulation Number 1 of 2021 Regarding the Admission of New Students

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ARTICLE INFO

Keywords:

Zoning policy; PPDB;
Permendikbud No. 1 of 2021;
Policy Implementation.

ABSTRACT

This research examines the execution of the zoning-based New Student Admissions (PPDB) policy at SMA Negeri 2 Padang, in alignment with the Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 1 of 2021. This policy aims to enhance equitable access to and the quality of education across Indonesia, stipulating that schools must admit a minimum of 50% of new students through the zoning pathway, which is determined by residential proximity. Nonetheless, enacting this policy encounters many challenges affecting educational institutions, local government bodies, and the broader community. This study employs a qualitative descriptive methodology, utilizing comprehensive interviews with school principals, educators, PPDB committee members, parents of students, and representatives from the Education Office. Additionally, data collection methods encompass the analysis of relevant policy documents and direct observational research. The findings indicate significant impediments to policy dissemination and the technical dimensions related to zoning. Numerous parents express confusion regarding the metrics for distance measurement and the allocation of quotas for academic achievement, affirmative action, and transfer pathways. The inadequacy of school infrastructure further contributes to public discontent. Despite the policy's intent to foster equity, the perception of preferred schools persists. Enhanced dissemination of information, rigorous policy oversight, and infrastructural enhancements are imperative in educational institutions in less developed areas to effectively realize the objective of educational equity.

1. Introduction

The execution of the decentralization framework in Indonesia has significantly influenced the operational dynamics of the educational system, which, having transitioned from a centralized approach, is now administered in a decentralized format (Hadi et al., 2019; Purwanto & Pramusinto, 2018; Verma et al., 2024). It is anticipated that the decentralization of education will yield management that is not only efficient but also democratic and equitable, thus prompting the emergence of numerous educational policies intended to address and resolve the prevailing

challenges and issues within the Indonesian educational landscape. The zoning system policy is among the policies instituted during this era of educational decentralization (Sulistiyosari et al., 2023; Suparno & Wangsih, 2023; Susanto et al., 2024). The central government may issue the zoning guidelines, but the local councils hold a key role in applying these guidelines based on the specific traits of their locales.

Education serves as a fundamental mechanism for cultivating and enhancing human capabilities and aspirations, thereby facilitating optimal development. The presence of learning institutions is thought to enrich the conditions

faced by a varied society consisting of individuals across the upper, average, and lower economic rankings (Mulia et al., 2022; Rohmah et al., 2021; Walker, 2020). Citizens of Indonesia possess the privilege of accessing educational possibilities. The primary objective of education is to transform human existence for the betterment of individuals, foster self-efficacy, stimulate inquisitiveness, and augment the existing knowledge and competencies of individuals (Samala et al., 2024; Saputra et al., 2025; Syafril & Zen, 2019).

The educational framework in Indonesia has been explicitly delineated in Law No. 20 of 2003 about the "National Education System." By Law No. 23 of 2003, the National Education System is required to ensure equitable access to educational opportunities, enhance the quality of education commensurate with the relevance and efficacy of educational administration to address challenges in alignment with the evolving demands of local, national, and global contexts, thereby necessitating innovation. Furthermore, the execution of this framework must also encompass the processes of cultural acculturation and the empowerment of students, which should occur through a continuum of creative endeavors.

The article elucidates that every individual residing in the state possesses an inherent entitlement to pursue education. At the same time, the government bears the comprehensive responsibility for upholding the rights of its populace by instituting an educational framework that is objective, accountable, transparent, and devoid of discrimination. This system aims to facilitate enhanced accessibility to contemporary educational services, one of the mechanisms being the amelioration of the New Student Admissions (PPDB), which is currently beset with numerous issues, including various inefficiencies inherent in the operational system employed, opaque processes, and the pervasive incidence of fraudulent activities.

New Student Admissions (PPDB) represents a fundamental mechanism utilized by educational system administrators as they prepare for the forthcoming academic year, during which the selection process for

prospective students is conducted by educational institutions by the established criteria and regulations, ultimately facilitating their acceptance as students within the academic framework (Mursyidah et al., 2021; Parlina et al., 2023). In Indonesia, commencing in 2021, the admission process for new students (PPDB) across elementary, junior high, and high school levels has adopted a zoning framework. This zoning framework constitutes a novel approach to student admissions, whereby local governments delineate zone radii, and educational institutions are mandated to enroll prospective students residing within the nearest zone radius, adhering to a predetermined percentage of the total student capacity designated for that particular institution.

Initially, the policy governing student admissions based on zoning criteria allocated a minimum of 90% of the state educational institution's quota for accepting prospective students, predicated upon the geographical proximity from residence to educational facility, while designating the remaining 10% for merit-based achievements and transfers. However, after the policy's implementation for approximately one year, it was subjected to modifications instituted by the Ministry of Education and Culture for the academic year as delineated in Permendikbud No. 1 of 2021 concerning the admission of new students for the 2021/2022 academic term. The Ministry of Education and Culture subsequently revised the student quota to encompass a minimum of 50% designated for the zoning pathway, 30% allocated to the achievement pathway, 15% reserved for the affirmative path, and 5% for the transfer pathway. Through the enactment of Permendikbud Number 1 of 2021, the foundational principles advocated for the New Student Admissions (PPDB) are characterized as non-discriminatory, objective, transparent, accountable, and equitable, fostering enhanced access to educational services.

The zoning framework, or the assessment of the proximity from the domicile to the designated educational institution, remains the standard for the admission of new prospective students. Zoning serves as a repository in the development of policies about the distribution of educators and the accessibility

of educational infrastructure and facilities, inclusive of the 12-year Compulsory Education mandate (Agussaini et al., 2024; Sulistyosari et al., 2023). The zoning framework facilitates the central and regional governments to delineate and enhance access to education, encompassing aspects such as educational facilities, pedagogical approaches, and the caliber and allocation of educators, thereby promoting the equitable distribution of educational quality across diverse regions (Ni et al., 2022; Wilson, 2014). Furthermore, the zoning framework is also employed to dismantle the perception of "prestigious schools" frequently associated with institutions experiencing an influx of applicants. The delineation of zoning for each educational institution will subsequently be entrusted to the Regional Government (Pemda), considering geographic variables and population dispersion within the locality. Whether the zoning delineation is based on the distance from residence to educational institution or categorized by sub-district will be at the discretion of the local governing body.

The Department of Education and Culture requires that every educational establishment guarantees that at least 50% of students come from the zoning framework. This regulation implies that individuals residing near the designated school are afforded an enhanced probability of admission. Conversely, the remaining 50% encompasses potential students who apply via the pathways selected for low-income and disabled families. Furthermore, students utilizing the academic and non-academic achievement pathways are allocated a quota of 30 percent by the Ministry of Education and Culture for each institution, with 15% reserved for the affirmative pathway and 5% allocated to prospective students who seek admission at schools beyond their residential zone.

About the governmental policy regarding the zoning system, as articulated in Permendikbud Number 1 of 2021, it is noteworthy that the ranking within the zoning framework is predicated upon the aggregate of UNBK (Computer-Based National Examination) scores. Conversely, the ranking within the non-zoning framework is determined by the score derived from achievement certificates or

alternative stipulations. In instances where multiple students attain identical scores within the zoning and non-zoning systems, the ranking hierarchy is established based on the quantitative scores of specific subjects (Indonesian, English, Mathematics, Science). In cases of further score equivalence, age shall be the determining factor.

The general populace exhibits considerable perplexity regarding the execution of this educational system. After the author's preliminary observations, many issues surfaced, notably the regional aspect wherein 50% of the student enrollment quota is dictated by geographical location, thereby superseding the merit-based criterion, constituting a mere 5%. Consequently, numerous children possessing above-average capabilities are deprived of the opportunity to attend their preferred educational institution. Many guardians and students maintain that educational quality exhibits substantial disparities across various schools, and the zoning system effectively constrains their options to those institutions demonstrating superior performance. Notably, not all educational establishments possess sufficient infrastructural and resource capabilities, potentially resulting in a dissonance between the escalation in new student admissions and the caliber of existing facilities. Academic institutions in certain regions may lack the requisite preparation and resources necessary for the effective implementation of the zoning system. Instances have been documented wherein parents manipulate residential addresses to fulfill zoning requirements to facilitate their children's admission into their preferred school. The public may resist the zoning system due to the perception that their electoral rights are being curtailed, which may precipitate further sociocultural issues. The enforcement of zoning regulations may prove to be a formidable challenge, necessitating comprehensive oversight to mitigate instances of fraud.

2. Methods

This particular category of investigation is classified as qualitative research. Qualitative research entails a thorough and systematic elucidation concerning the subject matter under examination, aimed at furnishing credible

information and data pertinent to the realities and phenomena encountered within the domain (Creswell, 2009). As articulated by Moleong (2016), in the context of qualitative research, researchers, either independently or with the assistance of others, function as tools for data collection. This assertion is predicated on humans being exceptionally adaptable instruments capable of evaluating circumstances and rendering judgments. Furthermore, it is exclusively through human interaction that researchers can establish rapport with respondents or other entities, and it is solely humans who possess the capacity to comprehend the intricate relationship with reality as it manifests in the field.

This investigation was carried out at SMA Negeri 2 Padang, which is regarded as a prestigious institution capable of competing with its counterparts. The rationale behind the researcher's selection of this particular institution stems from its reputation as a favored educational establishment, which has garnered the local community's confidence. Furthermore, SMA Negeri 2 Padang is recognized for its exemplary educational culture. In light of the implementation of this zoning policy, educational institutions are compelled to preserve their academic culture and examine the extent to which these schools can impact students' learning under this zoning framework. With the advent of the zoning policy, the concept of favored schools that has historically incited both support and opposition within society is rendered obsolete.

According to Moleong (2016) scholarly work, as referenced in Andi Prastowo's publication entitled *Qualitative Research Methods*, data analysis is defined as "the process of organizing and sorting data into patterns, categories, and basic description units so that themes can be found and work can be formulated as suggested by the data" (Prastowo, 2012). Therefore, this analytical process of data is initiated by entering the field to gather data, which is subsequently organized systematically to yield a representation that aligns with the established objectives.

3. Result and Discussion

Analysis of the Implementation of the Zoning System Policy at SMA Negeri 2 Padang

The execution of the zoning system policy at SMA Negeri 2 Padang represents a significant initiative aimed at fostering equitable access to education across Indonesia, in alignment with the provisions outlined in Permendikbud Number 1 of 2021. According to the findings of this investigation, the application of zoning at SMA Negeri 2 Padang has been conducted by established regulations, albeit not without encountering specific challenges. According to Grindle, the theoretical framework of public policy implementation indicates that a policy's effectiveness hinges not only on what it entails but also on the situational context of its execution (Fowler, 2019; Moulton & Sandfort, 2017). In the specific case of SMA Negeri 2 Padang, the policy's content, as implemented via the zoning system, is unequivocally defined—specifically, the allocation of students predicated on the proximity of their residences to the educational institution. Nevertheless, during its execution, several impediments have emerged that potentially compromise the effectiveness of the implementation process.

A significant hurdle faced while implementing this policy is the resistance from the local populace, especially regarding their understanding of the details and complexities tied to the zoning regulations. Numerous parents of students do not possess a comprehensive understanding of the operational mechanisms of this zoning framework. As elucidated in interviews with informants, most individuals remain entrenched in a selection system predicated on academic performance, accentuating student competition. The zoning policy prioritizes geographical proximity and is perceived as an unfamiliar construct, engendering confusion within the community. This observation aligns with Edward III's theoretical framework on policy implementation, wherein effective communication constitutes a pivotal element for successfully realizing a policy. Sufficient socialization and a profound understanding of this policy within the

community will significantly assist in alleviating this resistance.

By Permendikbud Number 1 of 2021, the zoning policy is anticipated to eradicate the designation of "favorite school," thereby facilitating a more equitable allocation of educational resources. Nevertheless, the findings of this research indicate that the designation of "favorite school" remains significantly entrenched within the community, particularly regarding perceptions of SMA Negeri 2 Padang. As an institution recognized for its exceptional academic performance, SMA Negeri 2 Padang continues to be regarded as a highly sought-after educational establishment by numerous parents, including those residing beyond the designated priority zone. According to Grindle (1980), implementation context factors, encompassing public perception, are instrumental in determining the efficacy of the policy. In this instance, the persistent and robust perception of favorite schools poses a substantial obstacle to effectively implementing the zoning policy at SMA Negeri 2 Padang.

It is imperative to acknowledge that within policy implementation, the principles of transparency and equity are crucial for fostering public trust. In the instance of SMA Negeri 2 Padang, despite the intention of this policy to facilitate equitable access, the manipulation of data by confident parents of students has emerged as a significant issue that warrants remediation. According to interviews conducted with the institution, it was revealed that some parents attempted to falsify their residential addresses to gain advantages from this zoning policy. This practice not only undermines the integrity of the policy but also diminishes the opportunities available to students who reside within the designated zones. Within the framework of Edward III's policy implementation theory, robust and rigorous oversight constitutes a vital component necessary to guarantee the effective execution of policies.

Furthermore, alongside the challenges associated with data manipulation, limitations in resources constitute a significant obstacle encountered by SMA Negeri 2 Padang in the execution of the zoning policy. For instance, the

current school infrastructure has proven insufficient in accommodating all students effectively, particularly in light of the recent increase in student admissions resulting from the zoning initiative. As articulated by Grindle (1980), resource variables—whether they pertain to financial assets, infrastructural capacity, or human capital—profoundly impact the efficacy of policy implementation (Mulia & Saputra, 2021). To ensure that every student receives equitable educational opportunities that align with the aims of the zoning policy, SMA Negeri 2 Padang must enhance its allocation of resources, encompassing both facilities and instructional personnel.

In examining the execution of this policy, the function of the West Sumatra Provincial Education Office is critically significant. In alignment with Permendikbud Number 1 of 2021, the education office is mandated to oversee and assess the implementation of the zoning policy at the institutional level. According to the research findings, the Education Office has engaged in systematic monitoring; however, a more thorough evaluation is imperative to detect and rectify prevailing issues. According to Edward III's theory of policy implementation, local government involvement in oversight and assessment is essential to guarantee the effective execution of policies within the educational domain. Consequently, the necessity for enhanced supervision and a more exhaustive evaluation is paramount to ensure that the zoning policy at SMA Negeri 2 Padang can be effectively executed and fulfill its intended objectives.

Furthermore, implementing this zoning policy significantly influences the educational quality at SMA Negeri 2 Padang. The increased diversity in the academic backgrounds of the student body presents educators at this institution with the imperative to modify their pedagogical approaches. According to interviews conducted with various educators, it has been ascertained that student admitted via the zoning mechanism exhibit varying degrees of academic proficiency, necessitating heightened attention during the instructional process. The idea of customized teaching methods holds significant relevance in this situation, as it urges teachers to adapt their educational approaches to

meet every student's unique requirement and ability.

In this context, educational institutions have made concerted efforts to confront these challenges by establishing remedial programs designed for students requiring supplementary support. These programs aim to guarantee that all students can comprehend the curriculum effectively, irrespective of their educational history. Nevertheless, by Grindle's policy implementation theory, the success of these initiatives is substantially contingent upon the resources accessible within the educational institution. Should the institution lack sufficient facilities or qualified educators to facilitate these programs, enacting the zoning policy may fall short of yielding optimal outcomes over an extended period.

The comprehensive analysis of the execution of the zoning policy at SMA Negeri 2 Padang indicates that, despite the successful adherence to established regulations, many challenges persist. These challenges encompass community resistance, parental data manipulation, constrained resources, and the difficulty in sustaining the quality of education in light of the heterogeneity of students' academic competencies. In alignment with Permendikbud Number 1 of 2021 and the theoretical framework surrounding public policy implementation, it is imperative for local authorities and educational institutions to perpetually assess and enhance the execution of this policy to more effectively attain the objective of equitable access to education in the future.

Policy Socialization and Its Impact on Public Perception

The socialization of the zoning policy at SMA Negeri 2 Padang constitutes a pivotal element in facilitating the effective execution of the policy in alignment with the stipulations of Permendikbud Number 1 of 2021. This regulation explicitly articulates that one of the primary aims of zoning is to foster equitable access to educational opportunities and eradicate preconceived notions surrounding favored educational institutions. To realize this objective, comprehensive socialization is imperative, ensuring that the community, particularly prospective students' parents, comprehends the

operational framework of this policy and its ramifications for student admissions. In his theoretical framework regarding policy implementation, Edward III posits that robust communication between policy executors and the community is the fundamental determinant in guaranteeing the accurate realization of policies. Within the context of zoning, such communication may manifest through socialization initiatives conducted by educational institutions in conjunction with the Education Office.

The current research revealed that the zoning policy at SMA Negeri 2 Padang has been communicated via multiple media, including social networking platforms, in-person meetings with parents, and the institution's official site. Nonetheless, despite these initiatives, there remain deficiencies in the public's comprehension of the zoning policy's technical aspects and procedural nuances. According to interviews conducted with the parents of students, many continue to express confusion regarding the registration mechanism based on zoning, particularly about the methodology for calculating the distance from residential locations to the school and the allocation of quotas across zoning, achievement, and affirmation pathways. This indicates that although efforts at socialization have been made, their efficacy has not reached an optimal level.

Edward III's theoretical framework regarding policy implementation posits that a critical determinant of successful policy execution is information transparency and the clarity of communication directed toward the community. In this context, insufficient public comprehension may significantly impede the acceptance of the zoning policy in question. The resultant confusion frequently leads parents to perceive this policy as inequitable, particularly for those who believe their children possess outstanding academic capabilities yet cannot enroll in their preferred educational institutions due to restrictions imposed by the zoning framework. Such negative perceptions can be a formidable barrier to effective policy implementation if not promptly mitigated through enhanced, lucid socialization avenues.

In an interview with the West Sumatra Provincial Education Office, officials acknowledged that the dissemination of the zoning policy exhibits several deficiencies, particularly in engaging individuals residing in regions characterized by limited access to digital information. This observation aligns with the principles established by public policy communication theory, which posits that an inequitable distribution of information may lead to discrepancies in the public's comprehension of the implemented policies. The Education Office articulated its intention to enhance the frequency and quality of socialization efforts, utilizing a combination of online platforms and in-person meetings across diverse locales to effectively engage parents who may not be accustomed to using technological resources.

Furthermore, Permendikbud Number 1 of 2021 stipulates that all educational institutions must carry out open and transparent dissemination concerning the quotas accessible through zoning, achievement, and affirmation modalities. However, the results of this examination highlight that a considerable number of parents of students do not hold a deep comprehension of the distinctions between these routes. Confident parents believe their offspring should gain admission to schools via the achievement pathway despite residing far from the institution. This ambiguity frequently engenders the perception that zoning regulations curtail their entitlement to select their preferred educational establishment. This implies that there is a necessity for more extensive dissemination regarding the allocation of quotas and the criteria for the admission of new students.

One notable observation derived from this research is that while numerous parents experienced a sense of bewilderment, the majority reported an increase in comfort levels after receiving explicit clarifications from the educational institution or the Department of Education. Edward III's theoretical framework concerning feedback loops in policy implementation underscores the criticality of community input for those responsible for policy execution. In this framework, educational institutions assume a pivotal function in addressing inquiries from the community and

guaranteeing that the disseminated information is comprehensively comprehended. This was corroborated by several parents who were interviewed, who conveyed that their understanding significantly improved following their participation in direct meetings with the educational institution, which offered thorough elucidations regarding the complexities of zoning.

In terms of community perception, this policy's rollout is seen as insufficient. Educators at SMA Negeri 2 Padang reported that numerous parents of students visited the institution seeking additional clarification concerning the zoning policy despite the availability of information online. This underscores the necessity to enhance communication efforts, not solely through digital platforms but also by adopting a more rigorous face-to-face engagement strategy. The educators interviewed further indicated that a more proactive approach to communication is essential to alleviate the community's apprehensions and misunderstandings about the ramifications of the zoning policy on their offspring.

Furthermore, the societal perception regarding this zoning policy is significantly shaped by the prevailing stigma associated with preferred educational institutions. Although the primary objective of the zoning policy is to eradicate this stigma, qualitative interviews conducted with parents have disclosed that institutions such as SMA Negeri 2 Padang continue to be regarded as elite schools, leading parents residing outside the designated zone to perceive themselves as deprived of the opportunity to enroll their children in this esteemed institution. This underscores the necessity for more extensive socialization efforts to transform public attitudes toward the significance of equitable access to education, thereby alleviating the belief that only favored schools can deliver high-quality education.

The West Sumatra Provincial Education Office has articulated its intention to formulate an innovative strategy to enhance the public's comprehension of zoning regulations while mitigating resistance to this policy initiative. A methodology that will be employed involves the active engagement of various stakeholders in the

socialization process, including community leaders and parent organizations, ensuring that the transmitted message is more readily embraced and comprehended by the broader populace. This approach aligns with the principles of public communication theory, which posits that messages conveyed through intermediaries who possess the community's trust are frequently more efficacious than those disseminated exclusively through formal media channels.

Overall, the dissemination of the zoning policy at SMA Negeri 2 Padang has been conducted effectively; however, enhancements to its efficacy and scope remain necessary. According to Permendikbud Number 1 of 2021 and the theoretical framework of policy implementation posited by Edward III, it is imperative to engage in more open, transparent, and sustainable communication strategies to ensure that the public possesses a comprehensive understanding of the objectives and intricacies associated with the zoning policy. By augmenting both the quality and frequency of socialization efforts, it is anticipated that public acceptance of this policy will increase, thereby facilitating the realization of the educational equity objectives that constitute the central aim of the zoning policy.

Implementation Challenges and Efforts to Solve Them

In the execution of Permendikbud Number 1 of 2021, which pertains to the zoning policy at SMA Negeri 2 Padang, several challenges have been discerned that significantly influence the efficacy of this policy's implementation. These challenges are not solely confined to the technical dimensions of the zoning system itself but also encompass community responses, the resources available to schools, and a variety of external factors that impact the student admission process. As articulated by Grindle (1980), under the umbrella of public policy implementation theory, two significant elements that determine policy execution are the form of the policy and the backdrop against which it is carried out. In the scenario of zoning at SMA Negeri 2 Padang, challenges pertaining to its implementation

context emerge as a principal impediment despite the clarity of the policy's content.

One of the primary challenges that surfaced was the alteration of domicile information by prospective students. Comprehensive interviews with various stakeholders revealed that confident parents falsified their residential addresses to facilitate their children's admission to SMA Negeri 2 Padang. This phenomenon arose from the perception among many parents that enrollment in this institution would significantly enhance their children's prospects, prompting them to "modify" their domiciles to comply with zoning regulations. Such manipulation of data not only compromises the integrity of the zoning system but diminishes the chances for students who genuinely reside within the designated zone to secure attendance at the sought-after school.

In response to this issue, the West Sumatra Provincial Education Office has undertaken initiatives to ameliorate the situation, including collaboration with the Population and Civil Registry Office to authenticate the domicile data of prospective students. This endeavor aligns with the principle of rigorous oversight articulated by Edward III in his policy implementation theory, which posits that stringent supervision is essential to ensure policies are executed fairly and transparently. Nevertheless, despite these initiatives, numerous instances of data manipulation persist, suggesting that enhanced oversight and the enforcement of definitive sanctions against individuals engaged in data manipulation are requisite to fortify the integrity of the zoning system.

Another significant challenge encountered pertains to the insufficient public comprehension of the intricacies inherent in the zoning policy. Despite the efforts of the Education Office and educational institutions in conducting socialization, a considerable number of parents remain perplexed regarding the methodologies employed for calculating the distance from residences, the allocation of the student admission quota among the zoning, achievement, and affirmation pathways, as well as the criteria that govern the acceptance of students at SMA Negeri 2 Padang.

Permendikbud Number 1 of 2021 unequivocally articulates that every educational institution must provide transparent and precise student admission process information. In actual situations, a visible inequality in the spread of this information to the public can be observed.

To mitigate these challenges, educational institutions and the Education Office have augmented their socialization initiatives, employing digital platforms and direct interpersonal engagements with the community. Nonetheless, as posited by Edward III's theoretical framework, the efficacy of policy socialization is significantly influenced by the modalities of information dissemination and the community's capacity to receive and comprehend such information (Saputra et al., 2024). Consequently, a more personalized and comprehensive approach is imperative, which may include conducting additional meetings with the guardians of students across various regions and leveraging a broader array of diverse and inclusive communication mediums to engage all strata of society effectively.

In addition, educational resource issues constitute a significant obstacle to executing the zoning policy at SMA Negeri 2 Padang. The augmentation in the number of students admitted via the zoning pathway engenders an escalated demand for infrastructure and pedagogical personnel. According to interviews conducted with educators and administrative staff, it has been ascertained those classrooms and ancillary facilities—such as laboratories and libraries—exhibit constrained capacity to cater to the burgeoning student population adequately. Grindle (1980) posited that the accessibility of resources is a pivotal determinant in the efficacy of policy implementation. In this context, SMA Negeri 2 Padang necessitates enhanced financial support concerning budget allocations to ameliorate educational facilities, ensuring they can suitably accommodate students by the requisite capacity.

The institution has undertaken initiatives to address resource-related challenges, including advocating for the establishment of supplementary classrooms and recruiting additional educators to manage the escalating workload. Furthermore, the institution has

instituted remedial programs and supplementary instructional sessions aimed at students requiring enhanced academic assistance, particularly those admitted via the zoning pathway who may exhibit lower academic proficiency than their peers admitted through the achievement pathway. These initiatives are critical for preserving the standard of education at SMA Negeri 2 Padang, notwithstanding the increasingly heterogeneous nature of student admissions.

Another significant challenge in executing the zoning policy pertains to the adverse public perception of this initiative. Numerous parents subscribe to the belief that the achievement-based selection framework represents the most equitable system, thereby exhibiting a tendency to dismiss the zoning approach that prioritizes geographical proximity. Within the framework of public perception theory, it is posited that substantial alterations in policy, particularly those about education, frequently encounter public resistance if not bolstered by sufficient communication efforts. In this regard, it is imperative to transform public perception regarding zoning by underscoring the critical importance of equitable access to education and mitigating the stigma associated with schools that were formerly not regarded as "preferred schools."

In addressing this adverse perception, educational institutions and the Department of Education must implement more comprehensive initiatives to promote the advantages of the zoning policy. As posited by public policy communication theory, alterations in public perception can only be attained through the provision of thorough and ongoing information regarding the beneficial effects of the policy. In this context, the contributions of mass media and community leaders are critically significant in informing the public and fostering support for the zoning policy.

The subsequent challenge pertains to the heterogeneity of academic backgrounds among students admitted via the zoning pathway. Through an analysis of interviews conducted with educators at SMA Negeri 2 Padang, it has been observed that students who gain admission

through zoning exhibit diverse levels of academic proficiency, necessitating modifications in pedagogical approaches. Implementing differentiated instruction or adapting teaching methodologies to students' individual needs assumes critical importance in this context. Educators at SMA Negeri 2 Padang have initiated applying this instructional strategy to guarantee that every student, irrespective of their academic capabilities, can engage effectively with the educational process.

To enhance the efficacy of the zoning policy, the Education Office must conduct rigorous evaluation and monitoring regularly. According to Edward III's theory regarding policy implementation, monitoring, and evaluation constitute critical components of the policy cycle, facilitating the identification and resolution of any impediments encountered during policy execution. At SMA Negeri 2 Padang, routine monitoring has been undertaken; however, the outcomes of this investigation suggest that a more comprehensive evaluation is requisite to rectify existing inadequacies, particularly concerning the manipulation of monitoring data and the enhancement of public comprehension regarding the intricacies of the zoning policy.

Overall, the obstacles encountered in executing the SMA Negeri 2 Padang zoning policy include data manipulation, insufficient public comprehension, constrained institutional resources, adverse public perception, and the heterogeneity of students' academic backgrounds. Nevertheless, through the implementation of remedial measures, such as enhanced socialization initiatives, more rigorous oversight, and supplementary programs, along with infrastructure improvements, it is anticipated that this policy will function more effectively and yield broader advantages in promoting equitable access to education in the future.

Impact of Implementation on Education Equity

The enactment of the zoning policy at SMA Negeri 2 Padang, in alignment with Permendikbud Number 1 of 2021, is designed to facilitate equitable access to educational opportunities across Indonesia, particularly to mitigate the disparities between schools

categorized as favored and those deemed less favorable. This plan strives to affirm that all scholars, without considering their financial standing and performance in school, are granted a fairer shot at quality educational resources. According to the findings of the research, the execution of zoning at SMA Negeri 2 Padang has yielded a considerable influence on the equalization of academic access. However, numerous challenges persist that require attention.

The zoning policy has a significant impact on equalizing access to educational institutions that were previously regarded as prestigious. SMA Negeri 2 Padang is recognized as an institution of high academic standing within Padang City. Before the enactment of the zoning policy, this institution was predominantly attended by students exhibiting superior academic performance. Following the establishment of the zoning policy, the student body's demographic fabric at this institution has distinctly evolved to be more varied, including a more extensive assortment of academic talents and economic conditions. John Rawls' theoretical framework concerning the distribution of resources underscores the critical significance of equitable access in fostering justice within the educational landscape. In the context of SMA Negeri 2 Padang, the zoning policy has facilitated a more balanced distribution of educational opportunities, thereby enabling students from diverse backgrounds to attain equal access to high-quality educational experiences.

The West Sumatra Provincial Education Office has also recognized that implementing the zoning policy has effectively facilitated a more equitable distribution of students across educational institutions. A representative from the office articulated that before the establishment of the zoning regulations, numerous schools experienced a deficit of students. In contrast, certain prestigious institutions, such as SMA Negeri 2 Padang, faced overcrowding issues. By enforcing the zoning policy, the allocation of students has been rendered more equitable, resulting in an increased enrollment for previously less favored schools. This development aligns with the aims of Permendikbud Number 1 of 2021, which aspires to eradicate the perception of "favorite

schools" and to guarantee that all educational institutions possess an equal opportunity for growth and advancement.

However, within the framework of this equalization process, various challenges persist, particularly regarding the adaptation of facilities and resources in educational institutions that have recently experienced an influx of students due to zoning reforms. Based on qualitative interviews conducted with the principal and teaching staff at SMA Negeri 2 Padang, it was observed that the surge in student enrollment via zoning has necessitated an augmented demand for supplementary facilities, including classrooms, laboratories, and libraries. Grindle's (1980) theoretical perspective on the execution of public policy underscores the significance of having adequate resources to guarantee the effective implementation of said policy. Should the current resources prove inadequate for accommodating the newly admitted students, the overall quality of education provided may be jeopardized.

Also, the framework of educational fairness covers actions that strive to ensure that students from varied financial situations obtain identical opportunities. A primary objective of the zoning policy is to facilitate access for students from disadvantaged families, enabling them to get an education in institutions they may have previously found challenging to enter due to intense academic competition. In discussions with the guardians of students, several parents from underprivileged families articulated that the zoning policy has allowed their offspring to attend superior educational establishments, thereby alleviating the need to contend academically with peers from more affluent backgrounds. This indicates that the zoning policy has played a significant role in mitigating social disparities in educational access.

However, while zoning initiatives have contributed to the establishment of equitable access to education, persistent challenges remain in sustaining the quality of learning amid the heterogeneous nature of the student population. The educators at SMA Negeri 2 Padang expressed that the broadening spectrum of academic experiences among their students necessitates an evolution in their teaching

methods to meet the diverse requirements of every learner. The concept of differentiated instruction holds significant relevance in this context, necessitating educators to devote heightened attention to those students who may require supplementary assistance. Nonetheless, educators noted that their professional responsibilities have escalated as they must contend with students exhibiting a broad spectrum of academic competencies.

Another benefit of the zoning policy is enhancing equity among educational institutions in disparate geographic areas. Before the implementation of zoning measures, schools situated in remote or less favored locales were frequently deemed the least preferred options by the local populace. Nevertheless, following the introduction of zoning regulations, the allocation of students became more balanced, thereby enabling schools that were formerly regarded as less desirable to enroll students from diverse socioeconomic backgrounds. This initiative mitigates disparities between highly sought-after schools and their less favored counterparts. Permendikbud Number 1 of 2021 explicitly articulates that zoning should facilitate an equitable distribution of educational quality across all academic institutions rather than being confined to a select few.

Although the zoning policy has effectively fostered equitable access to education, there remains a prevailing negative sentiment among specific individuals who believe that the zoning framework constrains their selection of educational institutions. Numerous parents residing outside the designated zone of SMA Negeri 2 Padang express concerns that their offspring are deprived of the opportunity to enroll in their preferred schools despite possessing commendable academic records. The theoretical framework of public policy perception posits that opposition to policies frequently emerges when individuals perceive the policies as disadvantageous to their interests. Consequently, the Education Office and educational institutions must engage in more rigorous outreach initiatives to reshape public perceptions and persuade stakeholders that the objective of zoning is to promote equality rather than restrict options.

One significant measure that can be undertaken to mitigate this detrimental perception is to enhance the quality of education across all educational institutions, thereby eliminating the notion that only select schools possess the capacity to deliver superior education. Permendikbud Number 1 of 2021 anticipates that the implementation of zoning will facilitate an elevation in the quality of education in all schools, accompanied by a more equitable distribution of students. Should the quality of education in institutions previously deemed "outskirts" improve, the community's inclination to compel their children to enroll in their preferred schools may diminish.

Overall, enacting the zoning policy at SMA Negeri 2 Padang has profoundly influenced the equitable distribution of educational access. Pupils from diverse socio-economic strata now possess enhanced opportunities to attain high-quality education, while the demographic distribution of students across educational institutions has become increasingly balanced. Nonetheless, persistent challenges relating to resource allocation, public perception, and the caliber of educational experiences endure and necessitate resolution through collaborative efforts among educational establishments, the education authority, and the community. Consequently, the zoning policy is anticipated to evolve further and yield extensive advantages for the educational framework within Indonesia.

Policy Evaluation and Monitoring

Policy evaluation and monitoring constitute two critical components in ensuring the efficacy of public policy execution, particularly zoning policies as delineated in Permendikbud Number 1 of 2021. The purpose of evaluation is to assess the effectiveness of policy execution, whereas monitoring serves as an instrument for ongoing oversight of policy implementation in practice. According to Grindle's theoretical framework (1980), the efficacy of a public policy is significantly contingent upon the government's capacity to consistently engage in evaluation and monitoring, which encompasses oversight, policy modifications informed by empirical field data, and the enforcement of sanctions in instances of non-compliance.

In executing the zoning policy at SMA Negeri 2 Padang, the West Sumatra Provincial Education Office systematically undertakes policy evaluations to ascertain whether the policy has accomplished its intended objective of facilitating equitable access to educational opportunities. According to the findings of this research, the assessments conducted encompass oversight of the new student admission framework, validation of student residency documentation, and the efficacy of community outreach initiatives. Nevertheless, the insights derived from interviews with various informants indicated that several domains remain necessitating enhancement, particularly regarding the transparency of the selection procedure and the oversight of domicile data manipulation.

Permendikbud Number 1 of 2021 delineates that every educational institution and regional Education Office must execute periodic evaluations and oversight to ascertain that the relevant regulations actualize the zoning policy. In this context, SMA Negeri 2 Padang has collaborated with the West Sumatra Provincial Education Office to oversee and document the enactment of the zoning policy. Nevertheless, despite the administration of this monitoring, many challenges persist, including the manipulation of domicile data by confident parents seeking to secure admission for their children at this institution despite their residency being outside the designated zone.

To address the issue of domicile data manipulation, the West Sumatra Provincial Education Office has collaborated with the Population and Civil Registration Office to authenticate Family Cards and domicile information about prospective students. This initiative is critical for preserving the integrity of the zoning system and ensuring that students who gain admission genuinely originate from the specified zones. According to Edward III's policy implementation theory, rigorous oversight constitutes one of the fundamental components in guaranteeing the efficacy of a policy. Without adequate supervision, a well-formulated policy may falter in its execution due to infractions occurring in practice.

Nevertheless, numerous challenges persist within this monitoring framework, notwithstanding the implementation of domicile data verification procedures. Insights derived from interviews conducted with multiple educators and members of the new student admissions committee at SMA Negeri 2 Padang indicated that the domicile verification mechanism necessitates an enhanced allocation of time and resources. The manual verification frequently entails prolonged durations and demands collaboration among various stakeholders. Consequently, a pressing need exists to devise a more advanced online system capable of autonomously and instantly verifying domicile data. This innovation would augment the selection process's efficiency and mitigate the risk of fraudulent activities within the zoning system.

In addition to the technical challenges encountered, assessing the efficacy of learning after the admission of students via zoning constitutes a critical component of policy evaluation. Educators at SMA Negeri 2 Padang articulated that, due to the heterogeneity of the academic backgrounds of the enrolled students, they must modify their pedagogical strategies to adequately address the diverse requirements of all learners. Within the framework of this evaluation, both educational institutions and administrative bodies need to scrutinize whether students admitted through zoning can successfully acclimate to the school's academic framework, as well as to ascertain the effective implementation of interventions such as remedial assistance and mentorship programs. The theory of differentiated instruction is pertinent in this context, wherein educators must employ varied instructional methodologies to meet the multifaceted needs of the student population.

From the perspective of the West Sumatra Provincial Education Office, the monitoring of policy implementation encompasses the systematic collection and analysis of data to assess the effectiveness of the zoning policy in achieving the objective of educational equity. Officials from the education office have articulated that annually, they gather data about the demographic composition of students admitted via zoning and through

achievement and affirmation pathways and subsequently evaluate the ramifications of this policy on the educational quality across various institutions. Permendikbud Number 1 of 2021 stipulates the necessity for transparency in the execution of the zoning policy, and this annual evaluation constitutes a critical measure to ascertain that the policy is functioning as intended.

Nevertheless, the findings of this investigation indicate that community feedback regarding the execution of the zoning policy warrants more significant consideration within the evaluative framework. Numerous parents of the surveyed students expressed that they perceived a lack of adequate involvement in the policy evaluation process despite this policy's substantial influence on their circumstances. In his theoretical framework, Edward III underscores the critical role of community feedback as an integral component of the policy implementation continuum. In this context, the Education Office is urged to enhance communication channels with the community to solicit insights and refine policy implementation in alignment with community needs and apprehensions.

Together with considering the technical and administrative layers of zoning strategies, it is essential to review the social and psychological ramifications of these strategies. One of the primary objectives of zoning is to eradicate the stigma associated with "preferred schools"; however, empirical research indicates that this stigma persists in practice. Examining the social ramifications of zoning policies may investigate how alterations in student demographics influence classroom interactions, student relationships, and parental perceptions regarding the quality of education in schools previously deemed less desirable. Grindle (1980) underscored the necessity of incorporating a social dimension in policy evaluations to comprehend the comprehensive impact of the policy thoroughly.

Ultimately, the ongoing assessment of zoning policies is crucial to ensure their continual enhancement and adaptation to the evolving conditions in the field. Public policies inherently lack permanence; consequently, persistent

monitoring is essential to recognize and address emerging issues and to modify policies accordingly. According to Permendikbud Number 1 of 2021, systematic evaluation and monitoring must be conducted continually, and the findings from this evaluation are intended to inform and advance the efficacy of policy implementation in the future.

Overall, the assessment and oversight of the zoning policy at SMA Negeri 2 Padang have yielded several significant insights regarding the efficacy of this policy's implementation; however, numerous dimensions still necessitate enhancement. The supervision of domicile data manipulation, the evaluation of educational quality, and the engagement of the community in the evaluative process represent critical areas that require amelioration. By reinforcing the mechanisms of the assessment and monitoring, it is anticipated that the zoning policy can be continually refined, thereby yielding more significant advantages for equitable education across Indonesia.

4. Conclusion

This research endeavours to scrutinize the execution of the Indonesian Minister of Education and Culture Regulation Number 1 of 2021 regarding the enrollment of new students at SMA Negeri 2 Padang. The research findings demonstrate that the zoning system policy has been enacted by established regulations characterized by quota allocation predicated on residential proximity (zoning), academic achievement, affirmative action, and parental relocation. Despite the methodical implementation of this policy in alignment with prescribed protocols, there exist obstacles in disseminating information and public comprehension about zoning methodologies. Numerous parents continue to experience uncertainty concerning the assessment of residential distance and the prioritization of student admissions. Furthermore, there was an occurrence of domicile data manipulation by confident parents who sought to exploit the zoning system to secure admission for their children at this institution despite not residing within the designated zone. To address this challenge, the educational institution and the Education Office have augmented oversight

measures, including collaboration with the Population and Civil Registry Office to authenticate domicile information.

The enactment of the zoning policy at SMA Negeri 2 Padang exerts a considerable influence on the equitable distribution of educational access. This policy affords enhanced opportunities for students residing near the institution to gain admission, irrespective of their academic performance levels. Consequently, this fosters more equitable access for pupils from diverse social and economic backgrounds to attain quality education, particularly in previously regarded as "prestigious schools." Nonetheless, this policy also introduces novel challenges, exemplified by the increased heterogeneity in students' academic competencies. Such a scenario necessitates educators to modify their pedagogical approaches to address these variances effectively.

Furthermore, public perceptions regarding the zoning policy remain heterogeneous. Confident parents contend that this policy restricts the educational choices available for their offspring, particularly for high-achieving students who reside beyond the designated school zone. Hence, additional outreach efforts are imperative to enhance public comprehension and mitigate adverse perceptions of this policy. With persistent assessment and refinement, the zoning system is anticipated to optimally fulfil its objective of achieving educational equity.

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