



School Zone Policy System Evaluation and its Effects Towards Indonesian Education

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ABSTRACT

The inequality of education in various regions in Indonesia is a problem still being resolved. In 2018, the government launched a policy for Accepting New Students at the Kindergarten to High School level called the Zoning System policy to realize an equitable education. Every rule or policy that has been successfully implemented must be evaluated in order to know the effectiveness and efficiency in achieving the expected goals. The purpose of writing this article is to make it easier for readers to find out the evaluation of zoning system policies in various regions. The writing method is in the form of a Systematic Literature Review (SLR) or structured article reviews so that later various strategies will be found from several similar research results. So that several evaluation points were obtained for the zoning system policy, including, (1) Learning became less qualified because the number of students was not comparable with the facilities and infrastructure available; (2) The decline in the quality of students because there is no standardization of acceptance; (3) Parents' lack of understanding of the essence of the zoning system due to lack of socialization.

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1. INTRODUCTION

Based on Law Number 20 of 2003, concerning the National Education System, it is explained that education is essentially a conscious and planned effort in order to help students to be able to optimize their potential development through quality education. It is undeniable that education is an essential aspect of life. Education can determine the direction of progress of a nation in the future. Education is vital for a country because it is an aspect that can form quality human resources, be able to compete, and always be able to keep up with the times. Therefore, the quality of education is a sector that needs to be developed because it will determine the quality of a nation's human resources. The more qualified human resources, the more advanced and developed a country will be. In addition, the quality of human resources is also needed so that the next generation will not be vacillated in the era of globalization so that they can maintain their national identity. Ideally, according to what is stated in the Constitution of the Republic of Indonesia Article 31, paragraph 1, education should be enjoyed by all groups because education is the right of every citizen. It refers to equal distribution of the quality of education in each region. Quality education is education that prioritizes quality assurance and is not discriminatory or provides different treatment for everyone. To create equity in education, every educational institution should have the same service regarding the quality of teaching staff, infrastructure, and other aspects.

However, looking at the implementation of education in Indonesia itself, education in Indonesia still needs to be improved. It means there are still many inequalities in the quality of education and differences in educational opportunities for each student. For example, schools in big cities already have adequate educational infrastructure and facilities, as well as the quality of the teaching staff, which is already very good. It is inversely proportional to the quality of education in several regions in Eastern Indonesia, where many schools still do not yet have the complete infrastructure and even lack teaching staff (Nurlailiyah, 2019).

If narrowed down again, in fact, this inequality in the quality of education also occurs in one region. It means that two schools in the same area may have different qualities. As a result, this will bring up the favorite school label (Ginting et al., 2019). If examined further, this labeling can lead to a prolonged educational problem. Parents will encourage their children to get into their favorite schools, supported by intensive tutoring through tutoring. In contrast, children from middle to lower-economic families cannot attend intensive tutoring because of limited funds. As a result, they can only go to an ordinary school. Few children cannot continue their education because they have to help their parents work.

Inequality in accessing quality education services will lead to an even more significant gap in social inequality. The uneven quality of education services will affect the results of education itself, namely human resources. The different quality of human resources between regions has resulted in uneven development between regions in Indonesia. As a result, only certain areas with good quality education services are dominant to develop. It creates disparities between regions, so it is not uncommon to be one of the factors that cause conflict.

Therefore, a way is needed to overcome the problem of educational inequality by reforming the education system itself. The Minister of Education responded swiftly to these problems by making a new policy which was regulated in the Regulation of the Minister of Education and Culture of the Republic of Indonesia No. 14 of 2018, which discusses the system or mechanism for Admission of New Students (PPDB) at the Kindergarten, Elementary School, Junior High School, Senior High School, Vocational High School or equivalent schools.

The zoning system policy is a policy that regulates the Admission of New Students with the enactment of the condition of the distance from residence to school (Purwanti et al., 2019).

Schools under the auspices of the government are required to accept students who live within the closest radius or around 90% of the total number of students accepted at that school. It also means that students must follow the zoning system policy by enrolling in schools close to their homes.

The zoning system policy has objective and general objectives (Raharjo et al., 2020). The general goal of the zoning policy is to realize equal education in every school in Indonesia, both in the suburbs and the central area. This goal is expected to eliminate the labels of favorite schools and non-favorite schools in the stigma that develops in society so that the distribution of students becomes even (Haq, 2019). An even distribution of students will help realize the objective goals, namely equal distribution of the quality of human resources to prevent the accumulation of quality human resources in certain areas, increase the heterogeneity of students, and also help the government in its efforts to distribute aid to schools that are right on target. Equality in the quality of human resources is expected to encourage development and progress in various regions to minimize inequality between regions.

The launch and implementation of the zoning system policy in the New Student Admissions mechanism (PPDB), which has been carried out since 2018 until now, often raises pros and cons in society because the essence of the objectives of the zoning system policy itself has not been fully achieved and even raises branches of problems that new (Kaffa et al., 2021). It is necessary to periodically evaluate the implementation of the zoning system policy in each region in Indonesia. The evaluation must pay attention to the various perspectives of educational actors, including school principals, teachers, students, and also parents and guardians of students.

Researchers and research products produced with the theme of evaluating zoning system policies are instrumental for the government to determine how effective and efficient zoning system policies are in each region. Thanks to these researchers, the government can find out the various characteristics of different schools that are spread from Sabang to Merauke with their problems. Thus, referring to the results of research that has been carried out, the government can provide specific steps that are right on target.

There are several previous studies with similar themes, such as research conducted by Hasbullah & Anam (2019) with the title "Evaluation of the Zoning System Policy in the Acceptance of New Students (PPDB) at the State Junior High School (SMPN) Level in Pamekasan Regency" obtained the result that the implementation of the zoning system policy in the Middle School was inversely proportional to the expected objectives to be achieved with the existence of a zoning system policy due to several factors, including the lack of public understanding regarding the zoning system due to lack of socialization. There are still many schools in the area that have not implemented the zoning system due to minimal government oversight.

In addition, there are also other similar studies that have been conducted by Triwiniastuti & Sulasmono (2020) with the title "Zonation-Based PPDB Program Evaluation at SMPN 2 Pabelan" produces evaluation data that is described in several stages, including the design stage, the installation stage, the process stage, and the product stage. All stages resulted in a statement that the implementation of the zoning system policy had gone well and was by government regulations. However, there were several provisions added by the school, such as students being charged a fee to buy uniforms, the entry route plus the Islamic boarding school route, and the student admission quota was added several times. Students to anticipate students lacking students due to moving schools.

Research conducted by Pradewi and Rukiyati also showed similar results. The implementation of the zoning policy reaps various responses from the community. The community considers that implementing the zoning policy provides convenience in accessing education because of the close distance between homes and schools. Through this policy, the distribution of students slowly began to be even. However, because not all schools have good quality facilities and infrastructure, this policy is also considered to reduce the quality of schools. It makes the community think that zoning policies are only suitable for implementation in certain areas where educational facilities and infrastructure are adequate. In addition, the community also demands that equal distribution of the quality of facilities and infrastructure be realized immediately, considering that the implementation of the policy has taken a long time, but the facilities and infrastructure are still not evenly distributed (Ika & Rukiyati, 2019).

Thus, departing from some of the discussions that have been stated previously, this article will later review in more depth the evaluation of the zoning system policies that exist in Indonesia today. The purpose of writing this article is as a form of renewal research in which it contains a set of data that discusses the evaluation of the zoning system which previous researchers have carried out. The hope is that this article can make it easier for readers to find out the ins and outs of the zoning system policy, which is still being implemented in Indonesia. In addition, this article is expected to be a reference for the government to take the necessary steps in evaluating zoning system policies. Thus, various alternative strategic solutions will emerge for the government that can solve various problems experienced by each school based on research data.

2. METHODOLOGY

This study uses library research methods (library research). Library research is a method whose sources can be found through various library information media such as scientific journals, articles, documents, and books related to the library data collection process (Ardiansyah & Nana, 2020). The literature review is part of library research that uses previous research by studying ideas and findings in the body of literature to analyze a research subject's theoretical and methodological role.

A systematic literature review (SLR) or structured article review is a research design that aims to synthesize various results of previous research findings through identification, critical review, and interpretation of a particular research topic (Hakim & Dermawan, 2023). The research objective of the Systematic literature review (SLR) is to determine a strategy that can overcome existing problems, especially on the topic of evaluating school zoning system policies. The Systematic Literature Review (SLR) method consists of several stages, planning a research topic to be studied, namely the evaluation of school zoning system policies. Then, conducting is the stage of searching for data sources from various platforms such as Sinta journals, Google Scholar, and other articles. Furthermore, reporting is related to the synthesis results by evaluating school zoning system policies.

Based on the results of a literature search (2018-2022), 349 pieces of literature discussed the zoning system, 59 implemented the zoning system, and 20 evaluated the zoning system. Then, in this study, we used 30 pieces of literature related to evaluating the zoning system because it is relevant to the theme and contains supporting data from previous research results. Based on this literature, the authors focus on three essential indicators in evaluating the zoning policy system, namely the lack of supporting elements (12 literature), decreased

quality of students (15 literature), and lack of socialization of PPDB zoning system policies (3 literature).

3. RESULT AND DISCUSSION

Tabel 1. Analysis Results

No.	Article Title	Q1	Q2	Q3
1.	Implementation of Zoning System Policy for Admission of New Junior High School Students in Gresik Regency	✓		
2.	Zoning System Policy Analysis on the Behavior of Junior High School Students in Yogyakarta	✓	✓	
3.	Evaluation of the PPDB Zoning System Program in Brebes Regency Using the CIPP Model	✓	✓	✓
4.	Education Access Coverage of State Junior High Schools As The Impact of Zoning Policy In Indonesia	✓	✓	
5.	Evaluation of PPDB Zoning System at Junior High School Level in Surabaya City		✓	✓
6.	Evaluation of Zoning-Based PPDB Program at SMPN 2 Pabelan			✓
7.	Zoning System Analysis in New Student Admissions Based on the Availability of School Facilities in Bekasi City	✓	✓	
8.	Evaluation of Zoning System Policy in Admission of New Students (PPDB) at State Junior High School (SMPN) 1 Abiansema		✓	
9.	Implementation of Zoning System Policy for Admission of New Students in Garut Regency		✓	
10.	Impact of Zoning System Implementation on School Quality and Students	✓	✓	✓
11.	Effectiveness of New Student Admission Policy Zoning System for Students Prone to Continue Education		✓	
12.	Deprived Citizens' Rights: Zoning System Policy Polemics in Indonesian Education	✓	✓	
13.	Implementation of Zoning System Policy for Junior High School Education Level in Enrekang District Enrekang Regency		✓	
14.	Implementation of Zoning System Policy and Its Impact on Equal Rights to Education	✓	✓	
15.	Student Perceptions of the DKI Jakarta Provincial New Student Admission Policy (PPDB) Zoning System with Age Selection in Senior High School (SMA) in 2020		✓	

Information:

Q1: Lack of Supporting Elements

Q2: Deterioration in the Quality of Students

Q3: Lack of Socialization of Zoning PPDB System Policy

The realization of superior human resources indeed cannot be separated from education. Obtaining proper and quality education is the right of every citizen to develop self-capacity. As one of the efforts to realize quality and equitable Indonesian education, the government

issued regulations related to the zoning-based new student admissions system through the Minister of Education and Culture Regulation No. 17 of 2017.

Based on this regulation, the acceptance of new students is held based on the radius of the closest zone between the distance between the house and the school on the list of prospective students. The zone radius in the zoning system has been determined by the respective regional governments so that schools are obliged to accept prospective students who live in the closest zone radius with a certain percentage of the total number of students to be accepted (Lubis, 2019; Marini & Utoyo, 2019; Sari & Arisanti, 2020).

The zoning system policy gives priority to prospective new students based on the closest residential distance to the intended school and seeks to provide opportunities for prospective new students to obtain a proper education without elements of cognitive or economic discrimination (Rachmadhany et al., 2021). This policy is also a school reformative step in improving education in Indonesia (Abidin & Ansori, 2018). In this case, schools are required to accept at least 90 percent of zoning pathway students from all students accepted. Then 10 percent of students accepted by the school consist of 5 percent who enroll from the achievement track and 5 percent who change domiciles. However, regarding the implementation of this zoning system, it only applies to Elementary School (SD), Junior High School (SMP), and High School (SMA) levels. It does not apply to Vocational High Schools (SMK) or schools outside the auspices of the Ministry of education and Culture. This is intended as an effort to organize information at various levels of schools to create a more effective system (Perdana, 2019).

All efforts are deployed to provide understanding for parents and prospective students regarding the zoning system in accepting new students, one of which is through outreach. Socialization is carried out by the authorities to the community, especially student guardians and prospective students, by providing an understanding regarding the policy itself and explaining the division of areas or zones that have been determined.

The zoning system policy in accepting new students (PPDB) has been implemented at various levels of schools in Indonesia as instructed in ministerial regulation number 17 of 2017. In its implementation, the zoning system policy has positive and negative impacts. Research conducted by Rachmadhany, F (2021) shows that implementing the PPDB zoning system has successfully equalized access and quality of education. It shown by the distribution of students from the distance from home to school, which is appropriate, and there is no dichotomy between superior and non-excellent schools. But on the other hand, there are fundamental problems that need to be addressed related to the quality of the system used in the PPDB process (Rachmadhany et al., 2021).

It is necessary to improve and increase the allocation of funds for adequate facilities and infrastructure to support the running of the zoning system, and it is necessary to increase understanding related to digital technology systems by each committee so as not to hinder the PPDB process. The zoning system policy, aimed at equalizing the quality of education, certainly poses a challenge for each school. This means that there is no longer labeling of schools that are considered superior compared to other schools. Heterogeneous student cognitive abilities demand human resources or, in this case, educational staff to be able to transfer knowledge properly so that all students can accept it (Sari & Arisanti, 2020).

3.1. Lack of Supporting Elements

The zoning system has been implemented in Indonesia's education world since 2016 (Kemendikbud, 2018). During this implementation, gradually the zoning system began to

show progress in realizing equal distribution of education in Indonesia. The research results of [Wijaya et al., \(2020\)](#) show that implementing the zoning system in Langkat Regency has shown the potential for an even distribution of students. It was reinforced by the results of research conducted [\(Ariani, 2021\)](#) that the implementation of the zoning system had a tangible impact on the distribution of outstanding students in various villages in Tulungagung Regency. Some of these research results can prove that the zoning system can positively and gradually create equity in education and human resources in Indonesia.

Even though it shows positive and gradual progress, the results of this study show that the emergence of new problems also accompanies the existing progress. This problem arises due to the need for more preparation of the supporting elements to implement the zoning system policy. The goal of the zoning system to create educational equity certainly requires an excellent strategy to realize this big plan [\(Mustholih, 2019\)](#). The lack of good planning and the unavailability of supporting elements will hinder or even thwart the achievement of the objectives of this policy.

Unequal educational facilities and infrastructure are factors causing even distribution of quality education through the zoning system to be hampered. It is also a factor that makes removing the labels of favorite and non-favorite schools difficult. Educational facilities and infrastructure that are still concentrated in one or two schools (usually schools in urban areas) make the quality of education unequal. It causes schools with good educational infrastructure to become the target and priority for parents. However, this policy has made many parents feel that their right to choose a school with good standards has been lost [\(Iriany et al., 2020\)](#). It is a new problem that arises in implementing the zoning system policy.

Educational facilities and infrastructure distribution are not evenly distributed in various regions in Indonesia. It is one of the proofs that the readiness of the supporting elements has yet to accompany the implementation of the zoning system, so the implementation is not optimal and creates new problems. Research by [Dewi et al., \(2022\)](#) shows that implementing the zoning system in Bekasi Regency has gone well because it is supported by adequate infrastructure, sufficient budget, competent human resources, and positive community response. It is undeniable that the geographical location of Bekasi Regency, which is in the capital city area, makes this area more developed compared to other regions. Heterogeneous and rational conditions of society make it easy for them to understand and accept new policies, so they are easy to adapt.

The above is inversely proportional to other regions that are far from the capital city or are in border areas [Pangaribuan & Hariyanti \(2019\)](#) state that the running of the zoning system in Gresik Regency needs to be supported by adequate infrastructure, for example, school servers that cannot accommodate data on prospective students. In addition, the level of public acceptance of the zoning system policy could be higher. The more concerning condition is that the number of schools in the region still needs to be increased, so the existence of a radius by the zoning system has resulted in many schools in the region being forced to accommodate prospective students beyond the school's maximum capacity. Cimahi Regency is proof that one of the areas on the outskirts has a more significant number of students than the number of existing junior high schools [\(Isrokaton & Yulifar, 2020\)](#). It makes schools in rural areas force themselves to accept prospective students beyond the maximum capacity of schools so that all children get their right to education.

3.2. Deterioration in the Quality of Students

The application of the zoning policy emphasizes that public schools accept prospective students who live in the nearest zone radius of at least 90% of the total students accepted, while 10% come from outside the zoning, such as achievement and specific reasons (Madiana et al., 2022). Permendikbud PPDB No.44 of 2019 determines the allocation for zoning students as much as 50%, 15% for affirmation, 5% for moving parents, and the remaining 30% for achievement. Can the achievement path be used or not if there is a remaining quota? Each region has the authority to determine the number of quotas for each achievement path in the zoning system, such as 10%, 5%, and even none, because of government regulations that are not obligatory (Rini et al., 2022).

Acceptance of students no longer considers academic grades or achievement but the distance between school and home. The zoning system policy aims to eliminate the predicate of favorite or not schools (Kadek Dede Junaedy et al., 2021). This can be interpreted as students who have achievements no longer gather in one favorite school but in schools within the zoning radius where they live. The PPDB zoning system differs from the previous system, which used an entry-test system. It shows that the zoning system can provide opportunities for every student without differentiating their academic abilities (Setiawan & Rahaju, 2021).

The zoning system impacts the quality of students in terms of learning motivation, achievement, and attitudes. Research conducted Widyastuti (2020) shows that this zoning system impacts students' quality, namely decreasing learning motivation. It is because there are many assumptions that the zoning system does not use entrance tests or academic scores so that learning or not will pass into student admission as long as it is according to the distance from home. It is reinforced by research conducted by (Setiawan & Rahaju, 2021) showing that the PPDB zoning system in the city of Surabaya shows a decrease in learning motivation, especially for students with an intelligent predicate who feel unchallenged because of policies that are considered unfair.

A decrease in learning motivation will have an impact on a decrease in the level of achievement of students. The results of research conducted by Kadek Dede Junaedy et al., (2021) show that there needs to be standardization of PPDB requirements, making it difficult for schools to find students with academic and non-academic achievement qualifications. Students' desire for achievement decreases due to various factors, especially the zoning system based on the radius of the house and school rather than on the level of achievement. Then this was reinforced by research conducted by (Tripujianti et al., 2021) showing 97% expressed disagreement with the zoning selection requirements due to a loss of competition in the quality of achievement. This zoning system policy is very beneficial for those with low UAN scores with the perception of whatever grades they will still be accepted at public schools.

The zoning system disappoints many students because they need help enrolling in their dream school. This policy gathers students in one school with similar backgrounds according to similar socio-cultural conditions (Nurlailiyah, 2019). Based on research conducted by Iriany et al., (2020) shows that the implementation of the zoning system in Garut Regency makes many students skip classes during school hours. This is due to the proximity of home and school, which makes many students want to go home sooner. Based on the results of research (Nurlailiyah, 2019) hows that there are problems in the form of a decrease in student attitudes and morale due to the zoning system at SMPN Yogyakarta; some children are stubborn and undisciplined, so there is much decline in the quality of students and schools.

3.3. Lack of Socialization of Zoning PPDB System Policy

Until now, the implementation of the PPDB Zoning system has been running for approximately six years. However, in its progress, implementing the Zoning PPDB system still raises pros and cons for the community, especially parents of students. The primary purpose of implementing the PPDB Zoning system policy is to increase equity in the quality of education. It is by what is contained in Permendikbud Number 51 of 2018, which states that in order to encourage increased access to education services, the technical implementation of New Student Admissions (PPDB) needs to be changed, namely by implementing the PPDB Zoning system so that there is equity in state schools, eliminating favorite school labeling, and eliminating discrimination in access to education for every child.

However, these goals need to be better-socialized by the government to the broader community. Establishing and implementing the PPDB Zoning system policy still seem rushed and are far from being "mature." The socialization process is still focused on regional heads and community leaders such as village heads, district heads, school principals, and other policymakers. However, this has not been able to reach parents or guardians of students regarding the essence of the PPDB zoning system (Widyastuti, 2020).

This lack of socialization occurs not only in one or two regions in Indonesia but in most areas, be it cities or suburbs. For example, based on research conducted (Nurlailiyah, 2019) regarding the zoning system in Yogyakarta, it was found that the zoning system in its implementation still needs to be solved to the lack of socialization carried out by the agency to stakeholders take resulted in different interpretations related to zoning rules; not even a few parents were confused, and in the end, they flocked to the service to ask for clarification regarding these rules.

The same thing was also found in research related to the evaluation of the implementation of the PPDB zoning system in Surabaya, which showed a lack of socialization at the start of the launch of the zoning system policy (Setiawan & Rahaju, 2021). It needs to be reviewed by the Department of Education. The Ministry of Education and Culture should also improve coordination and communication with the Ministry of Home Affairs (Kemendagri) and local governments. If necessary, socialization should be carried out directly in the community. Socialization and education is a crucial step before the launch of a policy. If this is not done carefully, the alarming possibility is that the community will hold protests and demonstrations against existing policies. The research conducted by Bintar (in Triwiniastuti & Sulasmono, 2020) regards the implementation of the zoning system in Samarinda City, East Kalimantan, which turned out to show the result that the zoning system in the city caused opposition by the community.

The community considers that the PPDB system needs to be socialized clearly. As a result, many parents still do not have a sufficient understanding of the concepts and objectives of these policies, so parents' perceptions of favorite schools are still difficult to change (Muammar, 2019). They think that the PPDB Zoning system will hinder the optimization of children's potential. The child's efforts to study to get good test scores will be in vain because they fail to get into a favorite school that has been coveted for a long time. Therefore the government and the school need to carry out more mature socialization to provide parents with an understanding of the zoning system.

4. CONCLUSION

Applying the zoning system policy to the acceptance of new students from kindergarten to high school is a form of a swift response from the government to realize an equal and equally

good quality of education in Indonesia. The zoning system policy that has been implemented for approximately six years since 2018 until now has provided a difference in educational conditions which often raises pros and cons from various parties or components of education and can even raise other new problems. The reality in the field shows that there are still deficiencies in the implementation of the zoning system policy, which can be minimized and optimized to be even better, including facilities and infrastructure that are not comparable to the number of students, which can affect the smooth learning process, learning motivation decreases due to the absence of a standard value for registration, and the uneven dissemination of information related to the zoning system policy to parents and guardians of students.

Therefore, some recommendations for solutions that can be made in the future as a form of suggestions for improving the zoning system policy include the following; the government must prepare carefully before the regulations to be enacted are issued to the broader community by socializing the regulatory system specifically for the PPDB zoning system in sufficient time on an ongoing basis with the target of the regional government and the community; the government is expected to be able to provide access to the availability of state-status schools in each zone because currently the quantity of state-status schools is still uneven between one region and another; holding various training programs related to teaching competence for educators in developing themselves and making teachers more creative and seeking equal facilities between schools through the distribution of the School Operational Assistance budget.

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