

## **Implementation of the Van Meter and Van Horn Zoning System Policies Model**

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### **Abstract**

*This research is motivated by the phenomenon of the policy phenomenon of the New Student Admission Zoning System which causes pros and cons in society. Some people argue that this system is unfair for high achieving students but cannot enter the favorite school that was previously intended. On the other hand, the community argues that this system is beneficial for students who live in favorite schools. The approach used in this research is qualitative with descriptive analysis method. The purpose of this study is to see and describe the implementation of the Van Meter and Van Horn policy models. The results of this study are: 1) Implementation and communication activities between policy implementing organizations have been implemented, but the results have not been optimal, 2) The characters of SMAN 2 Bandung as implementers have understood the policy context well, are consistent with the goals and objectives and Policy objectives, implement prospective students firmly and strictly on policy rules, and supervise Zoning System policies in accordance with PPDB technical guidelines and SOPs but the results are optimal, 3) The disposition as policy implementers has not seen what to do, has the ability to do these policies and have the commitment to implement PPDB policies for optimal system zoning systems, 4) Social, economic and political conditions have influenced policy policies, 5) The zoning of system policy implementation has a positive impact on service policies and the quality of education services. The conclusion of this research is that SMAN 2 Bandung has implemented a zoning system policy but it has not been optimal.*

**Keywords:** *Policy Implementation, PPDB, zoning system.*

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## **INTRODUCTION**

Implementation can be interpreted as a form of process stages carried out by the government to deliver policies to the community (Langkai et al., 2019), so that these policies can be realized so that they bring the results we expect, Edwards III's statement (M. Iqbal et al: 2021; Haedar Akib et.al., 2010) that without an effective implementation, files decision makers will not succeed. One of policy education in Indonesia is Zoning System at New Admissions Students. The research by Hijrawardi et. al (2020) explained that school zoning program is an effective one government programs in realizing equity education in Indonesia. Policies issued by government linked to the evaluation zoning system so that the program can be right on target

In fact the gap in the world of education implementation policy in Indonesia is still visible, not all students get the same results opportunity. Issuance of regulations Minister of Education and Culture number 14 2018 concerning New Admissions Students aim to eliminate responsibility between schools. One way to get rid of it the disadvantage is by implementing a zoning system. In other research explained by Dewi at.al (2018), The existence of practical education services today seems to make a difference treatment where there is a certain school called a superior school or favorite school. School is considered capable provide the best service that ensures future students to choose and move on to the next best level of education, can even determine the future of their life career. Result of, there are residents and certain community groups who cannot get quality education services because of this geographical

factors, transportation constraints, accommodation, and others due to factors the existence of superior schools, which are generally located in big cities

Policies launched by the government must pay attention to various aspects like that as a socialization to children, academics, skills development and social mobility (Hijrawardi et. al:2020; Sen: 2019). In addition, research related to equal access and the quality of education is carried out by Perdana (2019) in Central Sulawesi Province, with the results that the spread of students remotely side closer to the student house and in terms the quality of input is also spread across various schools, so that there is no more dichotomy between featured and non-featured schools.

In other case Hijrawardi et. al (2020) state the research by Wulandari (2018) that other research related to achievement students who register through the zoning system, conducted by with The result shows that there is a significant influence between new student admissions through student achievement zoning system. The results of these studies indicate that the school zoning program has met expectations at certain area. Unlike previous studies, application of the PPDB zoning system for The 2018/2019 school year is still a polemic. It can be seen that there are still problems with distance of residence of prospective students from schools, differences in regional interpretations zoning rules (Wahyuni, 2018).

Further research conducted by (Hoerudin, 2019) six variables in observe the implementation of PPDB policies, namely the implementation of new students admission policy with a zoning system in Indonesia in general is still doing well but not yet but effective. Therefore, it is necessary to do an evaluation for future improvements so that new students can accepted as well as their purpose. This is different from previous research that looked at that entry policy implementation requirements are carried out by local government, (Bakar et al., 2019) saw that the the current PPDB policy implementation applied can change perspective educational paradigm, especially from stakeholders. Application decision regulation can be done in a number of ways local government by region geographic, demographic and conditions spatial aspects. Decisions about implementing regulations can done in various ways by local governments according to the conditions of the area from geographical, demographic and spatial aspects. If viewed based on the policies that have been set implemented, the PPDB implementation has been has been going well although there are still improvements need to be related to the technical application.

One of the goals of the zoning system-based admission of new students is to improve the quality and competitiveness of education that is evenly distributed. The benefits of this zoning based new student admission system are that it can erase the image of favorite and non-favorite schools, as well as eliminate gaps in educational service facilities among the community. So that it will create education that can prioritize the principles of non-discrimination, objectivity, transparency, accountability, and fairness. This is regulated in the Regulation of the Minister of Education and Culture number 44 of 2019 concerning the Admission of New Students in Kindergartens, Elementary Schools, Junior High Schools, Senior High Schools, and Vocational High Schools. Given the urgency of equal access and equal distribution of education quality, the Government has issued a policy on education zoning systems. The implementation of the education zoning policy is another breakthrough in describing the Government's efforts to make equal access and quality education. Zoning is the division or splitting of an area into several parts, according to management functions and objectives. The zoning system in education is the main basis for structuring school reform as a whole, from Kindergarten to Senior High School.

Education Zoning begins with the issuance of the Minister of Education and Culture Regulation Number 17 of 2017 concerning the Admission of New Students in Kindergartens,

Elementary Schools, Junior High Schools, Senior High Schools, Vocational High Schools, or other forms of equivalent which form the basis for the development of the zoning system. on other educational issues. In 2018, the PPDB Zoning regulation was updated to become the Minister of Education and Culture Regulation Number 14 of 2018 and then Governor Regulation (Pergub) No. 37 concerning Amendments to the West Java Governor Regulation No. 31 of 2020 concerning PPDB Guidelines for SMA, SMK, And SLB.

Kiki Dewi (2018), state that “ Starting in 2018, zoning rules are added based on Permendikbud no. 14/2018 concerning PPDB which states that the minimum quota for students who are unable to afford is 20 percent, in addition to the zoning system which criteria for admission is not on value but place of residence. However, this latest rule is still having problems. One of them is that the use of this SKTM is abused by some parents who are capable students, so they can pass their children to register at their favorite schools according to their wishes. So that many students who come from the area, but more entitled to lose their rights in obtaining access to education at the school.”

Own zoning according to Babcock quoted by Korlena et al is defined as: "Zoning is the division of municipalities into districts for regulating purpose use of private land ". Division of territory into several regions with legal rules determined by zoning regulations. (Ahmad Djunaedi:2011).

PPDB Zoning is the first step towards a quality zoning system for educational services that is not only a system that answers the question of how to accept new students, but emphasizes how after students spread out then there is equal opportunity to get quality education, evenly distributed to every region, and fulfilling the sense of justice in society. So that the number of cases in the implementation of PPDB Zoning is a process of implementing the new policy.

In Fact, Admission of new students still for the 2020/2021 school year experiencing several obstacles, so it is necessary to follow up to improve the implementation of the zoning system policy so as not to harm prospective students. One of the efforts that can be made is to improve the implementation of the zoning system policy in educational units in accordance with the principles of implementing new student admissions and referring to the theory of implementing policies that are correct, directed, and can be understood and can be realized properly. Therefore the novelty of this research is to assist schools in managing new student admissions by mapping the zoning system policy implementation model correctly but easily implemented and still fulfill the principle of acceptance of new students by applying the van meter and van horn policy implementation model.

Van Meter and Van Horn emphasized the success of the policy implementation model in several aspects that differentiated it from other models, according to him the success of policy implementation was greatly influenced by the ease of implementation of policies, the readiness of policy implementers, the effectiveness of communication between organizations, the intervention of the social, economic, political environment, and the power of resources implementors such as human resources, technology and information. With good management of new student admissions, it is hoped that this zoning system policy can achieve its objectives, to increasing access and quality of education, such as Borowska-Beszta and Urban (2014) state, the quality of education can be improved properly and systematic management. According to Sari and Setiawan (2018), management improvements can be made made by utilizing information technology. According to Musa (2019), technology can help analyze management success.

Based on these objectives, this research's aims are of: 1) to analyze the Implementation of Zoning System Policy in SMAN 2 Bandung based on the model of Van Meter and Van

Horn policy implementation; and 2) to analyze the impact of the Implementation of the Zoning System Policy in acceptance of new students in SMAN 2 Bandung

## RESEARCH METHODS

This research is a field research which is conducted based on a qualitative approach, so that the data produced by this study is descriptive data in the form of written or spoken words, as well as data from observations of the behavior of data sources in the field. As Nima Shakouri state Qualitative approach is a means to “empower individuals to share stories, listen their voices, and minimizing the power relations that often occur between researchers and participants in a study”(Creswell, 2007, p. 40). The place where the individual is given power and freedom to run their lives in their own way, a survival like that individuality requires doubt. Doubts about the validity of one's beliefs breed relativism”(Hiley, 2007).

The purpose of this study is to see and describe the implementation of the Van Meter and Van Horn policy models with an in-depth study on the following aspects: 1) Implementation and communication between organizations, 2) Communication from implementing agencies/ implementors, 3) Economic, social and political conditions, 4) the tendency of the attitude (disposition) of the executor / executor.

## RESULT AND DISCUSSION

The theory of policy implementation that underlies this research is the classical theory, namely the theory introduced by the duet of Donald van Meter and Carl Van Horn. This theory relies on that policy implementation runs linearly from public policy, implementor, and public policy performance. Y.Prapto at Journal of Public Administration and Governance, state that The Van Meter and Van Horn (1975) designed a policy implementation model by saying that there are six variables that form the relationship between wisdom and performance.

The research by Salsabila et.al (2020), In terms of the use of models related to policy implementation, we are interested in using the policy implementation models of Donald Van Meter and Carl Van Horn. This model emphasizes the importance of the implementer's participation in policy objectives formulation, and this model's approach includes a top-down approach. Van Meter and Van Horn stated that there are six variables that can influence the successful implementation, including:

- 1) Standards and Objectives have performance indicators how far the policy standards and objectives are achieved. Standards and Objectives can be seen through various documents such as program regulations and guidelines such as implementing instructions and technical instructions.
- 2) Resources are prepared to facilitate their administration in order to be effective and efficient.
- 3) Inter organizational Communication and Enforcement Activities requires that program standards and objectives must be understood by the implementer. Communication between organizations and implementing activities focuses on the accuracy and consistency of communication between organizations or between implementers, understanding program

standards and objectives by implementers, assistance in interpreting the rules and guidelines of higher officials and providing positive or negative sanctions.

- 4) The Characteristics of the implementing agencies include competency and staff size of an institution, the level of hierarchical control of sub-unit decisions and processes in implementing agencies, resources from political agencies (legislative and executive support), organizational vitality, level of communication openness in implementing organizations and with external parties also formal and informal relationships with policymakers or policy implementers.
- 5) Economic, Social, and Political Conditions is based on the availability of economic resources to support a successful implementation, economic and social conditions affected by policy implementation, public opinion that appears related to policy issues, elite attitudes in policy implementation (supporting or opposing), and mobilization private interest groups in supporting or opposing policy.
- 6) The Disposition of Implementors (implementors' attitude) includes the implementors' understanding of the policy, the direction of the implementors' response (accepting, neutral, and rejecting), as well as the intensity of the implementors' response (accepting, neutral or rejecting intensity).

According to Van Meter and Van Horn: This model not only specifies the relationships between the independent variables and the ultimate dependent variable of interest but also makes explicit the relationships among the independent variables. The linkages included implicitly represent hypotheses which could be tested empirically, assuming that satisfactory indicators could be constructed and appropriate data collected. By approaching the problem in this manner, there is a greater promise for elucidating the processes whereby policy decisions are carried out than simply by correlating independent and dependent variables in a relatively unthinking fashion (Van Meter&Asher, 1973). The relationship between variables in the Von Meter and Von Horn policy implementation models is illustrated below:

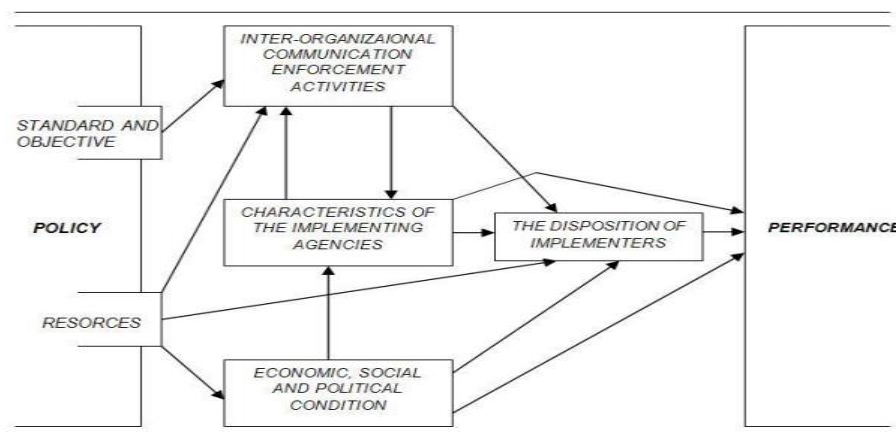


Figure 1.

A model of the policy implementation process of the Van Meter & Van Horn Source: Van Meter dan Van Horn, 1975: 462.

According to this model, the implementation of public policies runs linearly between public policies, implementors and the performance of public policy implementers. Aspects that influence the success of public policy implementation are:

### **Organizational activities and communication**

The policy implementation approach model formulated by Van Meter and Van Horn (1975) is also explained, which states that the implementation process is an abstraction or performance of an understanding of policy which is basically done to achieve high policy implementation performance takes place in the relationship of various variables. This model assumes that policy implementation runs linearly with political decisions, executors that policy performance is influenced by several of these variables, namely: 1) Policy standards and objectives/measures and policy objectives 2) Resources 3) Characteristics of implementing organizations 4) Disposition/Attitude of the implementers 5) Communication between related organizations and implementation activities 6) Social, economic, social and political environment.

Based on the research, the implementation of the zoning system policy at SMAN 2 Bandung has been implemented; 1) Schools have clear standards and policies in the form of Standard Operational Procedures (SOP) and Technical Implementation Guidelines (Juknis) for 2019. 2) Principals follow PPDB socialization from related agencies, 3) Schools disseminate standard measures and policy objectives to policy targets, 4) Communication from the education office as policy makers has been carried out effectively to policy implementers, namely SMA Negeri accurately and consistently (accuracy and consistency) because the information provided is based on SOP and technical guidelines PPDB 2019, 4) Communication between public high schools with policy targets has been implemented properly in accordance with PPDB standard operational procedure and technical guidelines through various online and offline media in schools.

The socialization carried out to school residents, especially the PPDB 2019 team, was carried out by holding preparatory meetings, forming a PPDB team, establishing SOP PPDB SMA Negeri, creating a registration flow scheme and notifying the results of the selection of new student admissions objectively, accountably, transparently, and without discrimination.

### **Characteristics of implementing zoning system policies**

Van Meter and Van Horn in Y.Prapto, (2019: 392), state that the characteristics of the implementing agency are "The characteristics of the implementation agencies, including issues like organizational control but also, going back surely to inter-organizational issues, the agency's formal and informal linkages with the "policy-making" or "policy-enforcing" body". According to Van Meter and Van Horn, the implementing organization has six variables that must be considered, namely: 1) competence and number of staff, 2) range and degree of control, 3) political support, 4) organizational strength, 5) degree of openness and freedom of communication, and 6) the relationship.

Based on this definition, it can be concluded that as policy implementing organizations, SMAN 2 Bandung is ready and understand the context and policy objectives. In terms of achieving the effectiveness of policy implementation, the achievements are:

- 1) The policy regarding the zoning system itself is correct. Basic policies have been formulated and contain matters that can solve problems that will be the basis for increasing access and quality education services. To achieve this goal, implementing the policy refers to Governor Regulation (Pergub) Number 37 concerning Amendments to West Java Governor Regulation Number 31 of 2020 concerning PPDB Guidelines for SMA, SMK, and SLB and Implementation of New Student Admissions for the 2020/2021 Academic Year, as well as orders Circular of the Minister of Education and Culture Number 4 of 2020 concerning Implementation of Education Policies for Emergency Spread of Corona Virus (Covid-19). Actually the executor is right. SMA Negeri 1 Bandung are implementers who have the authority to implement the policies of Governor Regulation No. 37 concerning Amendments to the West Java Governor Regulation No. 31 of 2020 concerning PPDB Guidelines for SMA, SMK, AND SLB
- 2) The policy target is correct but not optimal. This accuracy is related to three things. First, targets do not overlap, or do not conflict with other policy interventions and intervene as planned, namely 1) PPDB organizing committees at all levels; 2) Educational unit administering PPDB; 3) Prospective high school students. Second, the target is not ready to intervene or not. Third, policy interventions are new or update previous policy implementations.
- 3) The environment is considered inadequate. The policy environment, namely the interaction between policy formulating and policy implementing agencies with other related institutions has been implemented properly. However, in the external environment, there are still pros and cons public opinion, namely the public's perception of the zoning policy that is considered by some people to be inappropriate because it seems hasty so that they feel unprepared for the changes/PPDB policy rules.

The causes of the pros and cons include: 1) The zoning system policy has not accommodated all prospective students. Although the zoning system policy is not a new policy, zoning rules make prospective new students face difficult choices. 2) Inequality of community IT knowledge and facilities in supporting the implementation of PPDB online 3) the community is still entangled in the paradigm of favorite and non-favorite schools

### **Economic, social and political conditions that affect the implementation of the zoning system policy**

Social, economic and political conditions are factors also expressed by Van Meter and Van Horn. According to Rustam Efendi dkk (2020), The social, economic and political environment are factors in the Van Meter and Van Horn models which means that the social environment, economic conditions, and political conditions (conditions of political stability) have an impact on the policy implementation.

Thus it can be concluded that social, economic and political conditions have influenced the effectiveness of policy implementation at SMAN 2 Bandung with the following descriptions: 1) economic resources for implementing policies are sufficient, financing PPDB implementation is obtained from BOS (School Operational Assistance) funds from the government, so that prospective students are not burdened with registration fees. 2) The socio-economic conditions of the community that are subject to policy intervention are

heterogeneous, but are domiciled by the middle to lower social classes, so this has an impact on the unequal level of community education or the parents of prospective students, especially in the IT field. 3) Public opinion is dominated by negative opinion, where the zoning system is considered to reduce the competitiveness and learning motivation of students. Students are of the opinion that there is no need to study seriously to be able to continue to the school they want, because the school is in the zone of their domicile and will not make pure ebtanas value a requirement for admission. 4) The Education Office as a Political Elite supports the implementation of the zoning system policy by: First, providing various policies that support the successful implementation of PPDB, such as issuing alternative policies for admission of new students and financing policies for implementing PPDB. Second, there is no overlapping policy so that the implementation of PPDB can run smoothly as planned. 5) There is no opposing force that hinders the implementation of PPDB, 6) Interest groups and the private sector support the implementation of PPDB but it is not optimal because it doesn't contribute directly.

### **The attitude (disposition) of those implementing the zoning system policy**

The success of policy implementation depends on the ability to use available resources. Humans are the most important resource in determining the success or implementation of policies. Each stage of implementation demands quality resources according to the work required by the politically established policies. Apart from human resources, financial resources and time are important calculations in the success of policy implementation.

As stated by Derthicks (in Van Meter and Van Horn, 1974) that: "New toun 21 suggest that the limited supply of federal incentives was a major contributor to the failure of the program". Van Meter and Van Horn (in Widodo 1974) emphasized that: "Policy resources are no less important than communication. These policy resources must also be available in order to facilitate the administration of implementing a policy. These resources consist of funds or other incentives that can facilitate the implementation (implementation) of a policy. Lack of or limited funds or other incentives in policy implementation is a big contribution to the failure of policy implementation.

Based on the descriptions above, it can be concluded that the disposition is the willingness, desire, attitude and tendency of policy actors to carry out policies seriously so that what is the goal of the policy can be realized. In a policy implementation disposition, it is necessary to have an SOP and a bureaucratic structure to divide authority and be able to connect between organizational units, so that the organization can implement policies in accordance with established SOP. Standard operating procedure is the development of internal demands for certainty of time, resources and uniformity requirements in a complex and broad work organization.

Based on the research findings, the principal has a good response, and tends to want to implement the PPDB zoning system policy seriously, with the aim of ensuring the acceptance of new students runs objectively, accountably, transparently, and without discrimination so as to encourage increased access to education services. Hence the Principal; 1) establish a Standard operational procedure (SOP) as a reference in implementing PPDB, 2) establish a bureaucratic structure by compiling the duties and authorities of the PPDB organizing

committee, 3) compiling a schedule for implementing PPDB receipts, 4) budgeting PPDB financing from school BOS funds and preparing infrastructure especially the need for IT equipment to support the success of the PPDB online zoning system, starting from providing servers, networking, wifi and computers.

## CONCLUSION

- a. Implementation of Zoning System Policy at SMAN 2 Bandung Based on the Van Meter and Van Horn Policy Implementation Models: 1)Implementation and communication activities between policy implementing organizations have been carried out, but the results have not been optimal, because even though communication and socialization of new student admissions have been carried out, both between schools and the education office and between schools with policy targets, especially the community and parents of prospective students, it is still There was a distortion in implementation where the parents of prospective students did not get a complete understanding of the purpose of holding PPDB and there was still a lack of public knowledge of the technical registration of PPDB online. 2)Implementers have understood the policy context well, have been consistent with the goals and objectives of the policy, carried out the selection of prospective students firmly and strictly on policy rules, and supervised the implementation of PPDB policies in accordance with technical guidelines and PPDB SOP. However, although basically SMA Negeri 2 have implemented policies appropriately and the zoning system policy is the right policy, the results are not yet optimal because the targets or policy targets are not ready for intervention by the PPDB zoning system policy so that pro and cons in society. 3)Social, economic and political conditions have influenced the effectiveness of policy implementation and have influenced policy policies. 4)As the implementer of policy, the SMAN 2 Bandung have already knows what to do, has the ability to carry out this policy and has the commitment to implement the zoning system PPDB policy. This conclusion is supported by the authority of the Principal to regulate and utilize human resources, budgetary resources and supporting equipment resources for the successful implementation of PPDB in accordance with the Standard Operational Procedure (SOP) that has been established as a reference for policy implementation.
- b. The implementation of the zoning system policy has an impact on there is no discrimination against certain schools which are called superior schools or favorite schools. All prospective students are not disadvantaged because they have the same rights to obtain educational services in accordance with their domicile.

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