

# Implementation of The Policy of The Minister Of Education and Culture Regulation Number 44 Of 2019 Concerning New Student Recruitment at SMP Negeri 74 DKI Jakarta

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## ABSTRACT

The aimed of conducting this research was to determine the implementation of the Regulation of the Minister of Education and Culture No. 44 of 2019 concerning the new student recruitment at SMP Negeri 74 DKI Jakarta. This research used a qualitative approach with a policy evaluation method. The research subjects were the head of SMP Negeri 74 DKI Jakarta, and the parents of prospective students. Data collection techniques used observation, interviews, and written documents. Data analysis used descriptive statistical techniques. The results of this study are: the process of new students recruitment at SMP Negeri 74 DKI Jakarta has referred to Regulation of the Minister of Education and Culture No. 44 of 2019, while the inhibiting factors encountered in implementing this Regulation are that not all parents or guardians of students understand and can use technology well, and there are still many prospective student parents or guardians who do not understand the implementation of the zoning system because lack of socialization of the Ministry of Education and Culture Regulation No. 44 years 2019. To overcome these barriers, the school collaborates with the local government to improve public school facilities and infrastructure and conduct socialization about the zoning system to the community long before the new student recruitment implementation.

## Keywords

implementation, policy, zoning, recruitment

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## Introduction

Recruitment is the process of having the right person, in the right place, at the right time and it is crucial to organizational performance (Devi & Banu, 2014). In fact, the basic purpose of recruitment is to create a pool of suitably qualified candidates to enable the selection of the best candidates for the organization by attracting more and more applicants to apply in the organization whereas the basic purpose of selection process is to choose the right candidate to fill the various positions in the organization (Gamage, 2014).

The process of recruiting new students is one of the school activity programs carrying out every year to recruit new students, including student planning and student management (Soetopo & Sumanto, 2013). This activity is carried out to conduct the selection to recruit qualified learners and potential so that the school can map the learners' competencies, interests, and talents. Recruitment as a process of locating, identifying, and attracting capable applicants (Robbins & Coulter, 2002). In order for schools to recruit new students properly and based on recruitment procedures, and everything can run effectively, therefore student management must be carried out by the principal (Risdiandi, 2017). According to previous research, there is a crucial problem that has not been resolved yet becoming a phenomenon in a society, on the recruitment process of new students if they do not have well-management (Rahmi, 2014).

In recruiting new students, an educational institution should have a clear policy so that the recruitment system can be effective both manually and online. A policy making is

generally considered a deliberate, linear process where an identifiable set of actors apply reason and research strategies to ensure the best policy outcomes (Dien, Young & Sampson, 2019; Monkman & Hoffman, 2013; Rist, 1994). Most policy research in the area remains focused either on equal-opportunity problems or educational outcomes (the efficiency problem). However, part of inequality can be 'efficient' by creating incentives both for parents and students and making them contribute more. At the same time, an increasing number of recent studies (Molina, Saavedra, & Narayan, 2013; Schütz, Ursprung, & Woessmann, 2008; Wössmann, 2004, 2008) posit that inequality is inefficient. The negative effect of inequality can work through many mechanisms, such as the execution of choice (i.e., choice can bring with it segregation and division between reputable and less reputable schools, while children from more privileged families cope better with choice).

The recruitment of new students is one of the systems in which the education system is conducted just before the new academic year, where the recruitment of prospective students is carried out by schools based on the terms and conditions that apply to be accepted as students in the education unit. During this time, the system for recruiting new students at Junior High School, Senior High School, or Vocational High School in Indonesia used school values or national exam values as the main criterion in the selection stage. In the selection process based on the national exam score, prospective students with high scores are more likely to be accepted than prospective students with low scores. Thus, it then led to the emergence of excellent schools and outskirts schools. To address this problem, the government through the Ministry of Education and Culture issued a

policy, namely a zoning system policy that must be implemented by every education unit in recruiting new students.

The concept of zoning is actually already used in various fields, zoning itself is often defined (Babcock, 1979): "Zoning is the division of a municipality into districts for the purpose of regulating the use of private land". The zoning system is the main criterion in the new term of student recruitment based on the distance of the prospective student's residence with the schools and not by the national test scores at all. Besides, the zoning system is a strategy to accelerate the distribution of quality and equity education, as well as to serve vulnerable and marginalized groups. Educational equity has two meanings: equal outcomes or equal opportunities. We are investigating the latter. To be more precise, we define educational equity as the system's ability to create educational outcomes independently from the background characteristics of the parents (Poder, Lauri, & Veski, 2016). Therefore, the purpose of implementing the zoning system in recruiting is to ensure equal access to students' education services, more close to the school environment and the family environment, eliminate exclusivity and discrimination in schools, especially public schools, and assist the analysis of the calculation of teacher needs and distribution. The zoning system in the recruitment of new students has been regulated in the Regulation of the Minister of Education and Culture No. 44 of 2019 concerning the Recruitment of New Students at Kindergarten, Elementary School, Middle School, Senior School, and Vocational High School.

To support the implementation of new student recruitment activities for the 2020-2021 school-year, technical guidelines for the new student recruitment in DKI Jakarta Province were formulated through the Decree of the Head of the DKI Jakarta Provincial Education Office Number 501 of 2020 concerning Recruitment Technical Guidelines New Students for 2020/2021 Academic Year. The guidelines to recruit new students are technical guidelines for the recruitment of new students which are compiled based on the Regulation of the Minister of Education and Culture No. 44 of 2019 concerning the Recruitment of New Students at Kindergarten, Elementary School, Middle School, Senior School, and Vocational High School.

Regarding to the Minister of Education and Culture Regulation No. 44 of 2019, the student recruitment is non-discrimination, objectivity, transparency, accountability, and justify. Recruitment registration of new students was carried out through zoning, affirmations, parent or guardian assignments, and students' achievement. The recruitment of new students through the zoning route for at least 50% of the school capacity, through the affirmation pathway for at least 15% of the school capacity, through the parent/guardian assignments transfer route for a maximum of 5% of the school capacity, and if there were still a quota then opened for achievement paths.

To accelerate the distribution of education quality, the government has issued a regulation on the recruitment of new students through zoning. The function and purpose of the education zoning system are to accelerate the distribution of education quality at education units in Indonesia (Haryanti & Dindin, 2020). The zoning system of student recruiting issued by the government to eliminate

expression of excellent and outskirt schools. This zoning system is carried out by all schools in Indonesia. There are several barriers in implementing the Minister of Education and Culture Regulation No. 44 of 2019 concerning the recruitment of new students with a zoning system as researched by Haryanti & Dindin (2020), the capacity of schools have not met the needs of graduates, and there are still many parents or guardians of students who do not well-understand the implementation of the zoning system. Purwnti et al (2019) addressed new student admission of zoning system policy is supposedly a policy that is empowering the increasing of human resources quality, since the implementation is politicized by groups of interest, pressuring group and the society with policy.

Based on the above background, the researcher is interested to examine the implementation of the policy of the Minister of Education and Culture Regulation No. 44 of 2019 concerning the recruitment of new students at SMP Negeri 74 DKI Jakarta especially from the aspect of implementing the zoning system in recruiting new students, the barriers were faced in implementing the zoning system of new student recruitment, and the recommendations were given by the school in overcoming the problems in implementing this policy.

## Literature review

### Policy

Policy meanings are not simply constructed and accepted by all: they are contested (Winton & Brewer, 2014). According to Thomas Dye (in Subarsono, 2005), a policy is whatever governments choose to do or not to do. Thomas Dye's definition of policy implies that (1) the public policy is made by a government agency, not a private organization, (2) public policy concerns the choices that government agencies should or should not make (Hasanuddin & Sopiarno, 2015).

Policy is typically characterized as a set of laws or normative guidelines. Policy often has the status of a governing text, and this text is variably successful in binding people to its mandates when actually circulated through a social field (Levinson, Sutton, & Winstead, 2009). Such is the sense of so-called policy implementation studies, which purport to examine whether and how policies have succeeded in ordering or reordering behavior as prescribed. Effective policy development and refinement may also be influenced by the policies and procedures related to policy-making itself and the degree to which the policy cycles are adhered (Stoesz & Eaton, 2020).

Ealau & Prewitt argue that policy is an applicable provision characterized by consistent and repetitive behavior, both those who make it and those who obey it are affected by the policy (Suherry, 2016). According to Titmuss, a policy is the principles that govern actions directed at certain goals (Machmud, Kimbal, & Rengkung, 2017). The policy is always problem-oriented and action-oriented. Also, a policy is a principle or method of action to guide decision making. A program is running by policy actors to achieve common goals. In this case, the term of policy is used to designate the behavior of an actor, for example, an official, a group, or a government institution, or a number of actors in a particular

field of activity (Howlett, 2009; Winarno, 2003). Concerning policy effectiveness, Abidin explained that policy effectiveness states that the spectrum of three connotations include subject, object, and policy environment (Meilina, Suntoro, & Sowiyah, 2016).

Based on the theoretical study above, it can be synthesized that a policy is a provision made by the government which contains certain principles to be implemented by the community. In this term, the policy made and will be implemented by SMP Negeri 74 DKI Jakarta is the Minister of Education and Culture Regulation No. 44 of 2019 concerning the Recruitment of New Students.

### Zoning System

The zoning aimed to disappear system-level inequalities of educational opportunity (Poder, Lauri, & Veski, 2016). Zoning system of education, as a strategy to improve service and equalization of education quality (Martitah, 2019). The recruitment zoning system prioritizes the closer distance of student residences to school in addition to increasing students' comfort level psychologically also increases students' and societies' sense of ownership of the school followed by parents and the surrounding community (Abu Bakar, Supriyati, & Hanafi, 2019).

The zoning system is a public policy that was implemented by the government through the regulation of the Minister of Education and Culture. However, in its implementation, it is adjusted to the geographical, economic, and social conditions as well, so that in its implementation the local government reissues this zoning system regulation.

The zoning system is a system for regulating the new student recruitment process tend to students who live in zoning areas established by the government (Permendikbud No.44 of 2019). The zoning system implementation is a division or splitting of a zone into several parts according to the functions and management objectives which are the main basis for the overall school arrangement (Novrian, 2019). The implementation of the zoning system can benefit the prospective students who live close to schools, which means that it can reduce travel time to school (Andina, 2017).

This zoning system aims to carry out the recruitment of new students objectively, transparently, without discrimination, and to improve service access and education quality. The policy for implementing this zoning system is in principle to bring education services closer to the community and equalize the education quality. The zoning system is intended to equalize the quality of education to eliminate the dichotomy between excellent and outskirts schools (Rudi, 2018). With the zoning, education will make all schools have the same position, role, function in serving every student (Azhari 2019). With this zoning system, it is hoped that all students, both middle and lower and upper economies, can experience proper education and there is no discrimination in accepting smart students from students who are less intelligent.

Based on the theoretical study above, it can be synthesized that the zoning system is a regulation for the recruitment of prospective new students based on the area of domicile determined by the government. In implementing the

recruitment of new students, SMP Negeri 74 DKI Jakarta has been applied a zoning system.

### Recruitment

Recruitment is the process of attracting individuals on a timely basis, in sufficient numbers and with appropriate qualifications, to apply for jobs or positions with an organization (Gusdorf, 2008). A key future of recruitment procedures is the method use to assess candidates (Garner, 2012). Assessment methods may be a matter of personal taste or may be laid down by the institution or the organization. Recruitment to attract highly qualified individuals to an institution, and to provide an equal opportunity for potential applicant to apply for vacancies (Ekwoaba, Ikeije, & Ufoma, 2015; Purde University, 2013). The recruitment of new students is one of the stages that must be passed by every student who will continue to a higher education level. Sholihin & Mujilawati (2014), recruitment of new students is an academic selection process for prospective students to pursue higher education levels. The recruitment of new students is one of the first activities carried out, usually by holding a selection for prospective students (Suryosubroto, 2014). According to Gunawan (2017), the recruitment of new students is an activity of admitting and selecting prospective students at a school. This selection is related to academic ability and talent interest in education towards the desired goal.

The recruitment of new students with all the systems is handled to identify and measure school input to help school development and are expected to make a high contribution in planning and implementing educational and learning activities in the future. The recruitment of new students is an annual routine activity which is a selection stage for new student candidates organized by the school level committee under the supervision and coordination of the Education Office (Purwanti, Irawati, Adiwisatra, & Bekt, 2019).

The recruitment of new students must be understood as a process of getting superior students. So that in the process of this activity educational institutions must plan carefully so that the objectives of the recruitment are achieved and carried out effectively and efficiently. The recruitment of new students aims to ensure the admission of new students runs objectively, accountably, transparently, and without discrimination to encourage increased access to education services (Pendidikan et al., 2017). This goal provides the widest possible opportunity for citizens of school age to acquire educational services.

Based on the theoretical study above, it can be synthesized that the recruitment of new students is an administrative process that occurs every year for the selection of prospective students based on academic grades to continue their education at a higher level, the goal is to select prospective students with the best academic scores and to find suitable students with school criteria.

### Research Methods

This research was conducted at SMP Negeri 74 DKI Jakarta for six months. This study used an evaluation design with a qualitative approach. With the evaluation research design, it is hoped that the researcher will be able to provide an



assessment of the program regarding its effectiveness, management, and the advantages and disadvantages of the program being implemented.

Research data collection using primary data and secondary data sources. Primary data sources are data sources that directly provide data to data collectors such as interviews and observation, meanwhile secondary data sources are sources that do not directly provide data to data collectors, in this case through existing written documents. Data analysis researchers used descriptive statistical techniques and qualitative analysis. The qualitative analysis was conducted during and after data collection.

## Results and Discussion

### Implementation of Policy of the Minister of Education and Culture Regulation No. 44 of 2019 concerning the Recruitment of New Students for the Zoning System at SMP Negeri 74 DKI Jakarta

SMP Negeri 74 DKI Jakarta has implemented the policy of the Minister of Education and Culture Regulation No. 44 of 2019 in the process of recruiting new students in the zoning system. The implementation of the recruitment of new students based on the zoning system has been carried out as well as possible in accordance with applicable policies. Based on interviews and documentation, it shows that at the stage of the analysis of the acceptance of new students, there are several considerations in the admission of students, namely, the availability of classes for students, the comparison between the number of teachers and students, and the zoning of students and schools.

The recruitment of new students at SMP Negeri 74 DKI Jakarta is carried out online by technical guidelines, and the registration process is transparently and objectively. As for the benchmarks for the implementation of the zoning system's new student recruitment is the distance and quality of student input received at the school concerned. The provision regarding the zoning system in recruiting new students contained in article 11 to article 14 of the Regulation of the Minister of Education and Culture No. 44 of 2019. In article 11 (1) Registration for admission of new students is carried out through the following channels: a. zoning; b. affirmation; c. transfer of duties of parents/guardians; and/or d. achievement. In Article 11 paragraphs (2), (3), and (4) 50% of the students accepted are based on the closest distance to the domicile, while 15% is intended for prospective students using the affirmation pathway, both academically and non-academically, while the rest are for pathways with special needs, students who have been affected by disasters, moving parents, and so on (Mendikbud, 2019).

For this purpose, students who register at SMP Negeri 74 DKI Jakarta are in the same zoning need to prove with a domicile certificate signed by the competent local official or a family card issued no later than six months before the implementation of new student recruitment. In the implementation of new student recruitment, schools prioritize prospective new students who live the same as the original school. Apart from going through the zoning route, prospective students can also register for the recruitment of new students through the affirmation path or the

achievement path outside the zoning area of the students' domicile as long as they meet the requirements (Mendikbud, 2019). School also provides registration opportunities for prospective students whose parents work as teachers at SMP Negeri 74 DKI Jakarta and open new student registration for the inclusion pathway for a maximum of 2 people in one class. Specifically, prospective students who use the affirmation pathway, parent/guardian assignment transfer, achievement pathway, and inclusion pathway must include supporting documentary evidence from the central or local government.

The consequences arising from the zoning system in the admission of new students will motivate teachers to teach extra in the learning process because when registering as prospective students the scores of school exams and national exams are not taken into account. Therefore, to deal with these various student abilities, the solution is that the teacher provides special additional hours for students who have below-average abilities so they can catch up with their friends who have above-average abilities.

From the results of interviews with the principal, the online recruitment process for new students at SMP Negeri 74 DKI Jakarta, it involved a new student recruitment committee consisting of school operators who were quite competent in using technology and assisted by several teachers. The recruitment of new students was conducted according to the schedule and time set in the technical guidelines for the implementation of new student admissions.

In the implementation of the online zoning system for recruiting new students, the school did not encounter significant inhibits. In implementing the online zoning system for recruiting new students, the school did not encounter significant inhibits. However, there are several inhibits for students' parents or guardians such as low-ability to use technology, the availability of the internet network, and the domicile of students who are located outside different zoning but closer to the location of the school from the different zoning where the prospective students live. In this case, of course, the policy given is to grant admission to schools that are closer to them.

Interviewing with some parents of students related to the zoning system were that some felt very benefited and some felt disadvantaged. They gave a negative response with the implementation of this zoning system because it was considered confusing. This is due to the lack of socialization regarding the implementation of the new student recruitment zoning system. With a response like this, it indicates that many parents are not ready for the policy of the Minister of Education and Culture Regulation No. 44 of 2019 concerning the recruitment of new students.

### Inhibitings and Efforts in Implementation of Policy of the Minister of Education and Culture Regulation No. 44 of 2019 concerning the Recruitment of New Students for the Zoning System at SMP Negeri 74 DKI Jakarta

Not all parties include students' parents/guardians responded positively to the implementation of the policy of the Minister of Education and Culture Regulation No. 44 of 2019 with zoning provisions in recruiting new students even though in practice it has been implemented. According to the results of the interview, some parents of students were

less supportive of this policy because they thought that this policy had limited their right to choose the school they desired most for their children.

This zoning system causes prospective students with high grades to be unable to be accepted at the desired school because they live far away or are outside the school zoning. Prospective students find trouble to get into the best schools due to they are in a different zone from the target school. Then, they have to register at the nearest school with low-quality according to the students' parent views. Conversely, many favorite schools are located in less densely populated may not be able to meet their quota. Some parents think that the good achievements of their children are considered worthless. They are unable competing to enter the desired school with other prospective students who have mediocre achievement because their domicile distance is outside the stipulated zoning. Besides, the age factor is also one of the obstacles in this zoning system, because schools prioritize the maximum age limit for prospective new students are living in the school zoning.

The recruitment of new students through the zoning system at SMP Negeri 74 DKI Jakarta has been implementing properly and effectively under technical guidelines. Even though, there are still some inhibits or obstacles in its implementation because some parents of students less understand about the implementation of the zoning system policy in recruiting new students. The school zoning policy, has drawn protests, especially from parents and students of the upper middle class who previously benefited from the achievement-based enrolment system. Parents feel that the school zoning system makes it difficult for them to enroll their children in school.

Constraints faced in implementing policy of the Minister of Education and Culture Regulation No. 44 of 2019 regarding the zoning system in recruiting new students at SMP Negeri 74 DKI Jakarta is the lack of understanding from parents of students regarding the socialization of the zoning system that has been implemented by the school and the local education office. It can happen because of the different educational and socioeconomic backgrounds of students' parents so that the level of understanding about this policy is different. Therefore, the policy of the Minister of Education and Culture Regulation No. 44 of 2019 needs to be socialized massively and continuously to all levels of society so that they can solve the problems that occur. According to MacRae and Wilde (1985), educational policy is a series of government decisions and/or actions that have a specific purpose in solving problems or affairs in the field of education, and the results have an impact on many people (Wibowo, 2013).

To overcome the inhibits which occur in the implementation of the policy of the Minister of Education and Culture Regulation No. 44 of 2019, school and government concerned with making improvement solutions, including, before this policy is implemented in the community, the school or local government must conduct massive outreach to the community so that the community can understand this policy comprehensively, because the policy was made in the interests of the wider community, and for improving the quality of education in Indonesia (Purwanti et al., 2019). Schools and the related government must also be able to change the perceptions of the community, especially parents

of students, about the perception of favorite schools and non-favorite schools, because in the future, with the implementation of a zoning system in the acceptance of new students, the predicate will be lost. Efforts made by the school to overcome technical problems are to increase server capacity by strengthening the server. For this reason, the government needs to facilitate schools in overcoming these technical obstacles.

## Conclusion

SMP Negeri 74 DKI Jakarta has implemented the policy of the Minister of Education and Culture Regulation No. 44 of 2019 concerning the Recruitment of New Students in accordance with applicable regulations. This policy regulates the acceptance of new students through zoning, affirmations, assignments of parents or guardians of students, and achievement paths. In its implementation, the zoning system for new student admissions policies at SMP Negeri 74 DKI Jakarta technically does not provide significant obstacles for schools but for students' parent this zoning policy presents various obstacles. Some of the obstacles that arise due to this zoning system are that many parents of students do not well-understand about this policy, some parents are technically unable to use technology properly in the online registration process. However, the purpose of the recruitment of new students based on zoning is to equalize and improve the quality of education, so that there is no public opinion about favorite and not favorite schools.

The current zoning system is still regarded as a government policy to improve and equalize the education quality. Equitable education and improving the quality of education through the zoning system should be carried out comprehensively and supported by every level of society. With this zoning system, the quality of education is expected to be evenly distributed in Indonesia. Efforts to equalize education and improve the quality of education through the zoning system can be carried out with the existence of good socialization regarding the recruitment of new students to the community, and equity in infrastructure as a support for the zoning system policy on the recruitment of new students. The new system, known as the school zoning policy, has drawn protests, especially from parents and students of the upper middle class who previously benefited from the achievement-based enrolment system. Parents feel that the school zoning system makes it difficult for them to enroll their children in school.

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