

Role of actors in the implementation of school zoning system policy in Indonesia

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To cite this article (APA): Putri, I., Yulianto, Y., & Meutia, I. F. (2021). Role of Actors in the Implementation of School Zoning System Policy. *Journal of Research, Policy & Practice of Teachers and Teacher Education*, 11(2), 59-73. <https://doi.org/10.37134/jrpptte.vol11.2.5.2021>

To link to this article: <https://doi.org/10.37134/jrpptte.vol11.2.5.2021>

Received: 12 July 2021; **Accepted:** 02 November 2021; **Published:** 02 November 2021

Abstract

The inclusiveness of education in terms of access and quality is one of the mandates of Law Number 20 of 2013 on the National Education System in Indonesia. Furthermore, a School Zoning System policy was born through the Regulation of the Minister of Education and Culture Number 20 of 2019. This research focuses on the school zoning system policy in Lampung Province, Indonesia. The aim is to determine the level of the implementation variable and the actor's role in school zoning system policies. This research type is descriptive qualitative, and the data was obtained from questionnaires, interviews, observation, and data processed using the Analytical Hierarchy Process (AHP) method. The participant in this research is the actors in policy implementation consisting of eight people. The Provincial Education and Culture Office, Principal Assembly, Parliament, Education Council, Teachers Association, Quality Assurance, Academics observers, and Educationalpolicymakers. The result showed that the most crucial implementation variables are; bureaucratic structure, resources, communication, and disposition, while the most crucial actors are; Key Players, Contest Setter, Subject, and Other Followers. Recommendation for this policy is a reaffirmation of the rules of use of Family Card as supporting documents. Staff screening needs to be done, necessary to supervise meetings, and awareness of cooperation needs to be improved.

Keywords: Education policy, implementation actors, school, zoning system.

Introduction

The legal basis of education in the national sphere is contained in the 1945 Constitution Article 31 Paragraph 1, which reads: every citizen is entitled to an education. Article 31 Paragraph 1 means that every citizen has the right to get an education without exception. One of the fundamental rights of an Indonesian citizen is to obtain an education. Therefore every

Indonesian citizen has the right to get a high-quality education by the interests and talents of Indonesian citizens. Indonesia has not put forward the differences in status in society, such as economic, social, religious, gender, ethnic, and ethnic. Equalization of access to education is to be considered by the government so that every Indonesian citizen can feel the education evenly.

Besides, the professional development of teachers is an essential component of quality standards for any educational system (Bernardo et al., 2020). The equalization of access to education can also create a more qualified human development. Every Indonesian citizen must have the skills and expertise to create human development while still based on Pancasila and the 1945 Constitution. It is officially contained in Law No. 20 of 2003 on the National Education System. Equalization of access to education positively correlates with improved quality human resources and economic growth (Saharuddin & Khakim, 2020). The success of equal access to education can be seen from the increasing participation of school-age residents in education (Nanggala, 2020). The government is still pursuing education development in Indonesia by improving access to education and equalizing the quality of education.

After talking about equalizing access to education, the equalization of education quality also needs to be considered because these two aspects affect education development in Indonesia. Both equalizations are still very lacking in Indonesia itself (Alifah, 2021). One solution from the government for both aspects of this problem is the presence of school zoning system policies. Zoning itself has the meaning of an area divided and divided into sections based on the objectives and functions of managing the area. The Education Zoning System is reorganizing school reform starting from the lowest level of kindergarten to the highest level of high school.

In principle, School Zoning System Policy will bring education services closer to the community to equalize access to education. There is a process of equalizing the quality of education in it. This process also needs to confine teachers and students that show they are socially and psychologically ready for their teaching practices (Othman et al., 2019). Zoning policy that is considered very important has been legally stated in the rule of law either on a national scale or at the regional level. Since enacting this policy, the Zoning Policy emphasizes that all schools have equal roles, functions, and positions. In terms of service, the zoning Policy also emphasizes the dissemination impact of equalizing opportunities in obtaining with increasing quality and evenly distributed to each region without discrimination so that this policy can enforce justice (Perdana, 2019).

The latest national school zoning regulation (before the covid-19 pandemic) is stated in Permendikbud No. 20 of 2019. Furthermore, the national regulations were lowered differently in each region. In Lampung Province, for example, the latest zoning PPDB regulations for the high school level of Lampung Province are contained in Lampung Governor Regulation No. 24 of 2019 concerning Guidelines for Admission of New Students in High School Lampung Province.

Public policy

Jenkins sees limited policy power (Jenkins, 1978), Udoji considers policy to be an interconnected means (Udoji, 1981), and Parsons understands policy in a structured way (Parsons, 2006). All three define public policy as a means of achieving goals but in different ways. The three opinions are then in line with Syafiie's expression, which concludes that public policy is the process of achieving goals by means and actions interrelated and influencing (Syafiie, 2006).

Public policy implementation

Dunn defines the implementation of public policy as the political process of the administration (Dunn, 2004). Wahab defines the implementation of public policy as implementing problem identification, objectives, and governing implementation (Wahab, 2012). Naihasyi defines the implementation of public policy as an interactive activity and relates to the process before and after (Naihasyi, 2006). Horn defines the implementation of public policy as an act of achieving the goals that have been established in the policy (Perdana, 2019). Nakamura and Smallwood defined the implementation of the public policy declaration of government choice with actors engaged through the power of relations and negotiation (Nakamura, 1980).

Public policy implementation variables

Edward reveals four essential variables that can be done in terms of policy implementation, namely; Communication that has the meaning of conveying information of a substantial nature (Wahab, 2012). Resources are the ability and proficiency of each organization and its devices in carrying its tasks (Afandi et al., 2015). Disposition is a form of actor's seriousness towards a policy that is expected to impact achieving policy objectives positively (Nugroho, 2006). The bureaucratic structure is defined as a standard operating procedure (SOP) to make the work more standard (Subekti Mening, Muslih Faozanudin, 2017).

Public policy implementation actors

Four Groups of Policy Actors According to (Thompson 1967); Key Players are actors who have the same level of importance and strength, and the most active actors are called vital players. Contestsetter is an actor with a low level of interest, but a high level of strength, the presence of this actor needs to be managed well because high strength and low interest can bring risks. The Subject is actors with high interests but low strength that can influence if fellow actors make unity. Other Followers are actors with equally low interests and strength, but the role is still needed because it is beneficial.

Research objectives

The purpose of this study is to: Describe the most crucial hierarchy about school zoning policy's implementation variables and describe the most crucial hierarchy about school zoning policy's implementation actors.

Methodology

Research design

The research uses qualitative descriptive methods to consider that this method has the truth obtained by capturing the phenomenon of the object studied (Fuad, 2014). The focus of the research is the object of the variable implementation of the School Zoning System policy. The locus of research is the subject that the actors involved in the school zoning system policy in this study the actors also acted as informants of research.

Data

In this study, primary data was obtained through questionnaires, and secondary data were obtained through interviews and observation. Data processing using AHP Method (Analytical Hierarchy Process) method decision support methods define problems with many complex solution options into a level to seek final answers through the available criteria(Saaty, 1993).

Respondents of the study

Informants are grouped based on their strength and interest levels in implementing school zoning system policies(Thompson, 1967). The eight informants will be grouped into four. *Key players* consist of The Provincial Education and Culture Office of Lampung Province and the Lampung Principal Assembly. *Contestsetters* consist of the Lampung Provincial Parliament and the Education Council of Lampung. The *Subject* consists of the Teachers Association of Lampung Province and the Quality Assurance of Education. Other *Followers* are consist of Academics Observers and Educational policymakers.

Findings and discussion

First, this part will describe the crucial hierarchy policy implementation variables: communication, resources, disposition, and bureaucratic structure. Second, this part also will describe the crucial hierarchy about school zoning policy's implementation actors consisting of Key Player, Subject, Contest Setter, and Other Followers. In the middle of the discussion, the authors found some problems about school zoning policy's implementation, which was getting from interviews and observation, processed by data triangulation. Both data were obtained from questionnaires and processed by the AHP method.

Calculating the Eigen Vector of Each Paired Comparison Matrix

Data shows (see Table 1) each element's weight for prioritizing the elements at the lowest level of the hierarchy until they reach the destination. If A is a paired comparison matrix, then the weight vectors are shaped (Amarullah & Simanjorang, 2020):

$$“(A)(wT) = (n)(wT)”$$

can be approached by normalizing each column j in matrix A, so that:

$$“\sum (i, i=1)”$$

Table 1. Normalization of implementation variables.

Criteria: Implementation Variable	Amount of Normalization
Communication	0.87
Resources	1.15
Disposition	0.75
Bureaucratic Structure	1.23
SUM	4.00

Table 2. Normalize actor's implementation against implementation variables.

Implementation Actor	Amount of Normalization			
	Communication	Resources	Disposition	Bureaucratic Structure
Lampung Provincial Education and Culture Office	1.62	3,34	2,48	1,72
Principal Assembly	1.42	1,60	1,44	2,32
Lampung Provincial Parliament	0.86	1,41	1,00	1,10
Education Council	0.88	1,03	1,17	1,27
Teachers Association	0.81	0,55	0,88	0,47
Quality Assurance	0.87	0,96	0,90	0,99
Academics observers	0.81	0,44	0,93	0,51
Educational policymakers	0.73	0,33	0,56	0,48
SUM	8.00	8,00	8,00	8,00

Calculating eigen vector/ normalization average value

Calculate the average value (see Table 2) for each row i in A':

$$w_i = 1/n \sum_j a(i,j)$$

with: w_i is the i-purpose weight of the weight vector (Amarullah & Simanjorang, 2020).

Eigenvector of implementation variables.

Table 3. Average normalization of implementation variables.

Criteria: Implementation Variable	Eigen Vector/ Average of Normalization
Communication	0.22
Resources	0.29
Disposition	0.19
Bureaucratic Structure	0.31
SUM	1.00

Bureaucratic structure

The most visible feature of bureaucracy is standard operational procedures (SOP). Edward suggests the understanding of SOP is a variety of routine activities that allow the authorities to make crucial decisions even within the daily period (Edward III, 1990). Implementing the bureaucratic structure precisely national SOP is the Regulation of the Minister of Education and Culture No. 20 of 2019 concerning the Acceptance of New Learners in Kindergartens, Elementary Schools, Junior High Schools, High Schools, Vocational High Schools, or other similar forms. While at the regional level, Lampung Province itself has Lampung Governor Regulation No. 24 of 2019 concerning Guidelines for Admission of New Students in High School (SMA) in Lampung Province.

The bureaucratic structure (see Table 3) becomes the most crucial thing in crucial cause each policy actor uses it as a starting act. There are rules, recommendations, and restrictions to initiate all actions related to the policy's success. Furthermore, the standard procedure of policy implementation becomes more forward and more targeted so that the existing actions are planned according to the rules. But in its implementation, some findings indicate irregularities in the implementation of zoning policies, one of which is the existence of a Family Card (KK) containing the name of a family member who has just moved to the Family Card only for the sake of becoming the desired part of the school.

Resources

The availability of resources must support the implementation of the policy. Resources in the implementation of public policy include adequate staff, information, funding, authority, and other supporting facilities (Afandi et al., 2015). The form of variable implementation of capabilities or resources (Table 3) are actors who have a background by the policy of the School Zoning System. For example, in the Education Office, high school staff are filled by competent people who can carry out any toxicology in their field, especially concerning school zoning system policies. Seven of eight informants in this study had a minimum background of a master's degree in education, and some already had a professorship. Other forms of valid information that can be used as a reference, capability support facilities such as cutting-edge technology, and regular training aimed at implementation actors are complementary evidence of the importance of resources in policy implementation.

Not only personal, a service, agency, and institution also need professionals in it. Hence, some actors such as the Education Office and stakeholders recognize that some staff members of these actors have a background, not education. Hence, it needs effort for them to adapt to be able to align. After understanding the importance of bureaucratic structure that becomes the springboard for implementation, understanding and proficiency both personal, service, institution, and organization should accompany it as a sign of readiness of policy implementation to run. The policy will help the birth of ideas and a beneficial way out as an excellent strategy to realize a policy that works by the objectives.

Communication

Communication is essential in implementation (Wahab, 2012). Communication as a representation of importance, the communication process occurs when a communicator delivers a meaningful message to the communion (Lasswell, H.D & Kaplan, 1970). The form of implementation of the communication (table 3) of the actors in implementing school zoning system policy is a national-scale meeting led by the Ministry of Education at the end of 2018, resulting in an agreement that the zoning PPDB will continue in 2019. Moreover. The plenary meeting of the Lampung Provincial Parliament in June 2019 ratified and established the Governor of Lampung Regulation number 24 of 2019 concerning Guidelines for Admission of New Students in High Schools (SMA) in Lampung Province.

There are still shortcomings in the form of communication. The process of budget savings cut down the number of meetings of each actor so that the meetings are feared less effective. In contrast, the process of unification of opinions of each actor through communication requires quite a lot of stages because each actor has a different idea. After understanding the rules of bureaucratic structure, the actors must understand the purpose and resources. The understanding must be accompanied by communication as a means of exchanging information to take necessary and valuable actions by each implementing actor that can support the success of the School Zoning System policy.

Disposition

The attitude of policy actors, well known as disposition, is essential in policy implementation (Marcelina et al., 2018). The implementation of the School Zoning System emphasizes personality or disposition (Table 3) for every actor involved. It has the same fundamental view guided by the ideology of Pancasila and upholds the 1945 Constitution as a contingency basis. Every actor must own this in implementing school zoning system policy ranging from the Education Office to education policy observers equally and evenly without

exception. Code of conduct will limit each actor's acting pattern from each institution or organization based on which the actor is based. These are usually contained in the Articles of Association and by-laws that are different by organization or institution.

Like other implementation variables, it was found that there was a bit of controversy between The Academic Observer and Quality Assurance also between the Teachers Association and the Education Policy Observer. For Lecturers of Education, the role of Quality Assurance is not so crucial in implementing Zoning policy. In contrast, for the Teachers Association, the role of Policy Observers in implementing the Zoning policy still questions the level of interest. After the existence of bureaucratic structure, follow the rules and policies being simple policies resources. Moreover, information exchange as a means of understanding communication between actors and the three variables are closed with a balanced view of the actors who want to achieve the same goal through the desired disposition path.

Eigenvector of implementation actors against implementation variables

Table 4. Vector Eigen/ average normalization of implementation actors against implementation variables.

Implementation Actor	Eigen Vector/ Amount of Normalization			
	Communication	Resources	Disposition	Bureaucratic Structure
Lampung Provincial Education and Culture Office	0.20	0.21	0.18	0.18
Principal Assembly	0.18	0.17	0.13	0.17
Lampung Provincial Parliament	0.11	0.13	0.13	0.13
Education Council	0.11	0.13	0.13	0.14
Teachers Association	0.10	0.10	0.11	0.09
Quality Assurance	0.11	0.11	0.11	0.12
Academics observers	0.10	0.08	0.11	0.09
Educational Policymakers	0.09	0.08	0.10	0.09
SUM	1.00	1.00	1.00	1.00

Communication

As an extension of the central government, the Provincial Education and Culture Office is also the first actor who has the most responsibility in implementing The Governor of Lampung Regulation number 24 of 2019 concerning School Zoning System, has a vector eigen 0.20 (see Table 4). Based on the scope of work in the field of education, the role of the Education Office is to build close relationships with actors who also have a role in the implementation of the School Zoning System policy to the maximum. Both formal and non-formal meetings provide space for other actors to contribute to achieving policy objectives.

Principal Assembly as a forum for The Principal's Working Deliberations ranked below the Education Office with a vector Eigen of 0.18. Principal Assembly is also obliged to implement school zoning system policies, especially communication and coordination. The role of the principals is to convey everything about this policy to their respective schools so that each school understands what they have to do. The Education Office will then give a mandate to Principal Assembly regarding this policy.

Lampung Provincial Parliament and Education Council had the same Eigenvector of 0.11 (table 4) ranked third. With the label "board," these two actors have almost the same role in handling education. The roles of these two actors are realized through formal and non-formal communication about what is conveyed and what is conveyed by these actors to direct other actors in realizing the policy objectives of the School Zoning System. This actor has

exceptional skills in education and has high enough authority to participate in the success of school zoning system policies.

The implementation of Quality Assurance to measure maintains and improves the quality of teachers and teachers in terms of school zoning system policy. Quality Assurance is also ranked third with a vector eigen of 0.11 (table 4) of communication variables in implementing school zoning system policies. Communication is built either to actors with hierarchies above or below it will prioritize how the quality of schools improve after the existence of this policy so that it can be said that the school zoning system policy has been successful.

Teachers' Association and education policy observers ranked fourth with the same Eigen vector of 0.10 (Table 4). Their similarity is because they are close to the school. The implementation of the Teachers Association's role is communication between the Teachers Association and other actors to put forward the principle of how teachers continue to provide good educational services to students and maintain the spirit of students in learning. School Zoning System Policy is not expected to interfere with the quality of teachers in teaching because the students who carry out this policy are varied and diverse. In comparison, the implementation of the role of policy observers is to continue to build communication with relevant actors in terms of reviewing the extent of the success rate of school zoning system policies.

Lecturers in Education Management are at the very end of the level with a vector eigen of 0.09 (Table 4). The implementation of the role of Lecturers in Education Management is to communicate by conveying ideas and opinions based on previous researches to support the effectiveness of school zoning system policies. Lecturers can also convey their aspirations through public forums that involve people capable of exchanging ideas. In terms of communication, lecturers usually communicate more intensely with the Board of Education because they are in the shade called a university.

Resources

As a representative of the central government in the area, the Education Office has a vector eigen 0.21 (table 4). The role of the Education Office is to have the ability to handle everything related to the education system based on the central laws. It is tailored to the region's needs so that the management of the School Zoning System policy can be done to the maximum and mature in the early stages before becoming a material work together with other actors whose level or below. The ability of the Higher Education Office on zoning policy can make the Education Office the main resource person related to the policy of the School Zoning System at the regional level.

Principal Assembly has a 0.17 (table 4) vector Eigen regarding resources running the School Zoning System policy. With a high position as head in the highest structure in the school he leads, the implementation of the role of the principal is to take great control and influence for the people he leads. The ability to understand and participate in strategizing to achieve the policy objectives of the School Zoning System owned by a principal. The principal can still conduct promotions to maintain existence and maintain and even improve the school's good name through the achievement path or non-achievement obtained by the students due to zoning policy selection.

Lampung Provincial Parliament and Education Councils still ranked the same as eigen vector 0.13 (table 4). In terms of resources, the Lampung Provincial Parliament as the people's representative can understand how important a policy stands and how important aspiration is so that the people's wishes and policy interests can be united with satisfactory results since no party is harmed. While the implementation of the role of the Education

Council with qualified resources can draw up a strategic plan for implementing school zoning system policies and convince the opposing parties to this policy to study again the importance of equalizing access to education on a national scale.

Quality Assurance has a vector eigen of 0.11 (table 4). The implementation of the Quality Assurance role is to have the resources to develop and prepare a curriculum for teachers about Teaching and Learning Activities (KBM), which teachers and students will carry out. If before the zoning of students in a school tends to have the same ability due to selection using threshold values, then when the zoning system is applied, students in one school will have diverse abilities because they are selected by distance and not through grades. Such circumstances require Quality Assurance to develop a teaching curriculum adapted to students who are no longer the same as before.

Teachers Association has a 0.10 (table 4) eigenvector. The Eigenvector of Teachers Association's role in resources, namely Teachers Association or teachers under its auspices, can prepare curriculum within Assurance. The training organized by Quality Assurance for teachers must produce results, namely the ability of teachers or teachers may provide good teaching quality based on the curriculum that adjusts the state of the school since the enactment of the School Zoning System policy. Teachers Association also helps the success of the School Zoning System policy by developing students' talent interests for the better since this policy took effect. Teachers Association must prove a positive correlation between a student's home-to-school distance and their achievements.

Lecturers in Education Management and policy observers in education have the same Eigenvector of 0.08 (table 4). They are at the last level among other actors in implementing school zoning system policies in resources. Being in the final position does not mean that the roles of the two actors do not affect. The implementation role of lecturers and observers can analyze a policy from the formulation stage, implementation to evaluation. This ability to analyze is used as a control in case the process of this policy is slightly inappropriate so that the opinion of lecturers or policy observers can be a reference material to correct errors in the policy.

Disposition

The Education Department was ranked top with a vector eigen of 0.18 (table 4). In disposition indicators, the implementation of the role of the Education Office in the form of all staff involved in the Education Office has an aligned view. It adheres to the observance of the law. Implementing a policy means carrying out a mandate that is quite difficult. Still, a person who adheres to the ideological values of Pancasila and the 1945 Constitution will not undermine the process of a successful policy. Attaching importance to the state's interests over personal and group needs is a principle owned by the Education Office, which others must also own. Providing services and understanding indiscriminately that apply, and the rules fairly and evenly is one form of implementing regional department policies in variable disposition.

Principal assembly, Lampung Provincial Parliament, and Education Council are one level below the Education Office with an eigenvector of 0.13 (table 4). In terms of disposition, the implementation of school zoning system policy is the implementation of the role by these three actors, namely continuing the mandate of the Education Office by the Ideology of Pancasila and the Constitution of the 1945 Constitution. Fair and honest attitudes are also put forward. One of the essential things in this section is to unite the views of each actor to reach a mutual agreement so that there is no misunderstanding that can hinder the course of a policy.

Teachers Association, Quality Assurance, and Lecturers ranked third with eigenvector 0.11, and policy observers were ranked last with a vector eigen of 0.10 (table 4). Other actors' roles on this rank also continue the mandate of the Education Office by the Ideology of

Pancasila and the 1945 Constitution to attach importance to interests of the state rather than personal and group interests. A fair and honest attitude is also put forward so that all parties work together in achieving policy success. Similarities in the actors' way of thinking and acting, as referred to in the disposition section, will make it easier for actors to work together to succeed in the successful policy of the School Zoning System by the reason why the policy was born.

Bureaucratic structure

The Education Office ranked first with a vector eigen of 0.18 (table 4) in implementing school zoning system policy variable bureaucratic structure. The implementation of the role of the Education Office is to uphold the Regulation of the Minister of Education. At the regional level, the regulation is contained in The Governor of Lampung Regulation No. 24 of 2019, which contains rules on a school zoning system. As the first mandated directly by the central and local governments, the Education Office makes strict restrictions on the process of this policy to minimize fraud and clarify to other institutions, agencies, and organizations as actors implementation of the standard rules apply, including about what can and cannot be done.

The principal assembly has a vector eigen of 0.17 (table 4). The principal role under the auspices of the Principal assembly can apply all rules related to the school zoning system policy to the schools they lead. The potential fraud and errors in the policy implementation process can be prevented in the leadership sphere and can also be prevented in the school sphere. Clear boundaries regarding what can and what cannot be done in implementation are emphasized. The principal Assembly code of conduct is also a reference for each actor to act not outside the applicable regulations in their field.

Education Council is now called less active in handling problems in the field of education. However, it still gets a high enough place as an actor in implementing school zoning system policy shown byEigenvector due to the main tasks and functions of the Education Council that continue to be related to the field. Formal relations from both central and regional will apply equally to each policy actor from all levels. The rule must be carried out properly by the Education Council. In addition, the code of ethics for the Education Council should also be used as a guideline in acting.

Lampung Provincial Parliament eigenvector 0.13 (Table 4). Most policies are also born from the thinking of representatives of the people because all policies must consider the people's interests. After all, this country is a democratic country. Implementation of the role of the Lampung Provincial Parliament is to create a policy based on the existing rules. Lampung Provincial Parliament must remain firmly guided by all the rules of law. The quality of work shown must be aligned with the quality of self in producing the work itself. Lampung Provincial Parliament remains productive without acting outside the bounds of the law and the code of conduct that applies to them.

Quality Assurance has a vector Eigen of 0.12 (Table 4). The implementation of the Quality Assurance role is to apply the rule of law that applies both from the highest level to the lowest level. Maintaining the quality of education and even ensuring the improvement of education does not make Quality Assurance act outside the limits of the applicable laws, norms, and codes of ethics. Reflecting on the Lampung Provincial Parliament, the quality of education that has been expected to be better since the birth of the School Zoning System policy is also balanced with the quality of self-actor implementation that obeys the rules.

Teachers Association, lecturers in education management, and policy observers are at the last level with a vector Eigen of 0.09 (table 4). However, that does not mean that the existence of these actors is not taken into account. Carrying out the main tasks and functions by the background of their respective expertise in implementing school zoning system policies

must be by applicable law. Implementation of the role for Teachers Association, a teacher as a teacher for students, teaches good things that start from good self-quality to follow the goodness taught by the teacher. Implementation of the role for lecturers and observers, assessing a policy to be part of the expertise of both, the basics of the law becomes the basis for seeing whether or not a policy is appropriate.

Hierarchy of roles towards implementation of school zoning system policy

Table 5. Result: hierarchy of roles towards implementation of school zoning system policy

Implementation Actor	Vector Eigen
Lampung Provincial Education and Culture Office	0.19
Lampung Principal Assembly	0.17
Education Council	0.13
Lampung Provincial Parliament	0.12
Teachers Association	0.11
Lampung Education Quality Assurance	0.10
Academics observers	0.09
Educational Policymakers	0.09
SUM	1.00

Key players

Players or stakeholders in implementing the policy are actively involved compared to other actors (Putri, 2017). Stakeholders have legitimate authority within high interest and influence. It has an essential role in making and deciding the policy (Handayani & Warsono, 2017). They have a high interest and influence the policy (Setiawan & Nurcahyanto, 2018). The actors who play a critical in this study are the Education Officer and the Principal Working Assembly. The involvement of this actor needs to be considered so that this actor can fully contribute, including in terms of policy evaluation (Wibowo & Rostyaningsih, 2016).

With a vector Eigen of 0.19 (Table 5), the Education Office first implemented the School Zoning System policy. The contribution of the Role of the Education Office is to handle the process of implementing the Zoning policy intensively and responsibly. In line with Article 4, paragraph 1 of Lampung Governor Regulation Number 24 of 2019, the provincial organizer is the Head of Education Office. Principal assembly with a vector Eigen of 0.17 (Table 5) was ranked second in implementing the School Zoning System policy. The contribution of the Principal assembly's role in achieving the success of the Zoning policy is to convey all information related to the policy and be responsible for the successful implementation of the policy each. In line with Article 4, paragraph 2 of Lampung Governor Regulation No. 24 of 2019, the school-level PPDB organizer is the principal.

Contestsetter

The contest setter is a stakeholder with substantial influence and low interest in policy implementation (Setiawan & Nurcahyanto, 2018). This actor must still be monitored in implementing policies because it can bring risks (Putri, 2017). Contestsetter or stakeholders in the pr activities influence the development of these activities as facilitators through decision making (Handayani & Warsono, 2017). All forms of information on this actor must be conveyed well to still play an active in achieving policy objectives. The pattern of a relationship with this actor must also be well maintained because this actor can allow one or more risks (Wibowo & Rostyaningsih, 2016). Included in the contest setter category in this study are Lampung Provincial Parliament and Education Council.

Education Council with eigenvector 0.13 (Table 5) ranked third in implementing school zoning system policy. The contribution of the Education Council's role in achieving the success of the Zoning policy is to participate in reviewing and conducting intensive assessments of education policy even before the policy is passed to provide input and maintain everything that supports the achievement of policy objectives. Lampung Provincial Parliament with eigenvector 0.12 (table 5) ranked fourth in implementing school zoning system policy. The Lampung Provincial Parliament's contribution in achieving the success of the Zoning policy is to play a role in uniting between the interests of the state and the needs of the community that will be outlined in a mutually agreed policy. The parliament is authorized to approve policies related to regional education and participate in carrying out the control of the policy.

Subject

The subject is stakeholders with high interest but low in the context of power (Setiawan & Nurcahyanto, 2018). Support for a policy and activities of this actor does not have such a noticeable impact. These stakeholders can be influential and influential when forming a unity with other stakeholders (Putri, 2017). The subject is a stakeholder who has a high interest in a policy and is prone to be affected by a pol, whether positive or negative impact (Handayani & Warsono, 2017). The presence of this actor remains influential because this actor can often help in a policy process, provided that the relationship with this actor must be adequately maintained (Wibowo & Rostyaningsih, 2016). Included in the subject category in this study are Quality Assurance and the Teachers Association.

Quality Assurance with a vector eigen of 0.11 (table 5) was ranked fifth in tormenting the School Zoning System policy. The contribution of Quality Assurance's role in achieving the success of the Zoning policy is to provide training for educators or teachers periodically by adjusting the existing changes, including the presence of school zoning system policies. Teachers Association with eigenvector 0.10 (table 5) ranked sixth in implementing school zoning system policies. The contribution of the Teachers Association's role in achieving the success of the Zoning policy is to understand the meaning of Zoning policy and adjust to the changes that have occurred since the enactment of the policy.

Other followers

Other followers are stakeholders with equally low interests and power in policy implementation (Setiawan & Nurcahyanto, 2018). However, this stakeholder influences the desired results so that this actor must still be considered for his presence in the decision-making process (Putri, 2017). Supporting stakeholders move based on care to achieve the objectives of the current policy because this actor has no direct interest in the policy (Handayani & Warsono, 2017). Good relations with these actors still have to be done because these actors' change and influence must go in a better direction (Wibowo & Rostyaningsih, 2016). Included in the other follower's category in this study are Lecturers in Education Management and Educational Policymakers.

Academics observers with eigenvector 0.09 (table 5) are ranked last in implementing the School Zoning System policy. The contribution of academic observers in achieving the success of Zoning policy is to provide input and direction based on official literature for school zoning system policy or similar policy. They are also giving information through a formal and non-formal forum so that the policy can be designed as best as possible and directed. Education Policymakers with a vector eigen of 0.09 (table 5) are ranked last in implementing school zoning system policies. The contribution of the observer's role in achieving the success of the Zoning policy is to conduct further and repeated analysis, assessment, and review of

Zoning policies to eliminate mistakes that have already occurred and avoid any mistakes that will occur.

Conclusions and recommendations

The most crucial hierarchy about school zoning policy's implementation variables is based on George C. Edward's theory (1980), namely, *Bureaucratic Structure*: Regulation of the Minister of Education and Culture No. 20 of 2019. *Resources*: Actors who have a background in school zoning system policies, valid information that can be a reference, capability support facilities such as cutting-edge technology, and regular training aimed at implementation actors. *Communication*: A national-scale meeting led by the Ministry of Education at the end of 2018 which resulted in an agreement that the continuation of PPDB Zoning in 2019, the plenary meeting of the Lampung Provincial Parliament on June 24, 2019, ratified and established the Governor of Lampung Regulation number 24 of 2019. *Disposition*: Actors involved in the implementation of the Zoning policy have the same fundamental view guided by the ideology of Pancasila and uphold the 1945 Constitution. The basis of each actor's constitutional, attitude, and acting patterns is also limited by the Code of Ethics of each institution or organization usually contained in the Articles of Association and by Laws.

The most crucial hierarchy about school zoning policy's implementation actors analyzed based on Thompson's theory (1990). *Key Players*: Lampung Provincial Education and Culture Office will handle implementing the Zoning policy intensively and responsibly and overshadow all actor roles in the policy. Lampung School Principal Working Assembly will convey all information related to the Zoning policy and respond before successfully implementing policies in their respective schools. *Contestsetter*: Lampung Education Council is participated in reviewing and conducting an intensive assessment to provide input and maintain everything that supports the achievement of policy objectives. The Commission V Lampung Provincial Parliament is in charge of uniting the state's interests and the community's needs outlined in a jointly approved policy related to regional education.

Indonesian Teachers Association must understand the meaning of zoning policy and adjust to the changes since the policy took effect. *Subject*: Education Quality Assurance Agency will periodically provide training for educators or teachers by adjusting the changes, including school zoning system policies. *Other Followers*: Academic Observer will be in charge provide input and direction based on official literature on Zoning policy or similar policy so that the policy can be designed as best as possible and directed. Educational Policymakers will conduct further and repeated analysis, assessment, and review of Zoning policies to eliminate mistakes that have already occurred and avoid any mistakes that will occur.

Based on the study findings of deficiencies in implementing the School Zoning System policy, the researchers have several suggestions. In the context of bureaucratic structure, reaffirmation of the rules of using Family Card as supporting documents that indicate the student's residence should be further improved so that there is no use of false data by adding new family members to the card. In the context of resources, staff screening needs to be done. Staff members of service or organization or institution also comprise the implementation actors with appropriate educational backgrounds. In communication, it is necessary to supervise meetings because budget cuts impact the timing of meetings between actors, which ultimately leads to unproductive meetings. In the context of disposition, awareness of the need for cooperation needs to be improved. Actors must reduce controversy from their respective roles and remove the stigma that actors implement policies that don't even work at all. For future researchers, people can research how to improve the quality of educators, curriculum, and facilities for better results from school zoning policy in Indonesia.

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