



Evaluation of Zoning System Policy Using the Discrepancy Evaluation Model at SMA Negeri 1 Jayapura

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Abstract. *Building the education sector is a dynamic process in line with societal changes and developments in science and technology, where openness has become a characteristic of democratic life, impacting the rapid obsolescence of government policies and educational practices. In its implementation, it is undeniable that there are still many issues in the education sector in the process of improving quality and optimizing educational equity, as this determines the quality of human resources. Various efforts have been made, one of which is through the zoning system policy in new student admissions that has been implemented since 2017. The purpose of this research is to evaluate the zoning system policy at SMA Negeri 1 Jayapura. The zoning system regulates the allocation of students to schools based on certain geographical zones. This research uses a descriptive qualitative method with semi-structured interview data collection techniques, employing the discrepancy evaluation model (DEM). The results of this study provide a deeper insight into how the zoning policy is implemented at SMA Negeri 1 Jayapura and can suggest relevant improvements based on the gaps found to enhance the effectiveness of the policy and promote improvements in the education system in the city of Jayapura.*

INTRODUCTION

Building the education sector is a dynamic process that aligns with societal changes as well as the advancement of science and technology, where openness has become a characteristic of democratic life. This brings about the rapid obsolescence of government policies and educational practices. Similarly, the quality or standards of education will always change over time. In its delivery, it is undeniable that there are still many issues within the world of education, which is a crucial and decisive area of governance.

Current educational issues are not just about easy access to education but also about improving the quality and optimizing the equity of education, as these determine the quality of human resources that will shape the future civilization of Indonesia (Arifa & Prayitno, 2019; Dimmera et al., 2023; Sadewo et al., 2025). Consequently, the quality of education becomes a primary goal that must be fought for by all elements of education so as to produce creative human resources capable of facing the challenges of the times (Hendrawansyah & Zamroni, 2020; Purnasari et al., 2024). This drives the government and stakeholders to continually take innovative steps and measures to address these issues and to enhance and improve the quality of education itself."

Various efforts have been made, one of which is through the zoning system policy for the admission of new students (PPDB) that has been implemented since 2017 and is regulated by the Ministry of Education and Culture Regulation (Permendikbud) No. 1 of 2021, which replaces Permendikbud No. 17 of 2017 on PPDB, which has undergone several revisions. It states that schools operated by regional governments must accept candidates residing within the nearest zone radius to the school, for high schools at least 50% (fifty percent) of the school's capacity (Permendikbud No. 1 of 2021, Article 13). The regulation specifies that PPDB consists of several pathways, namely Zoning, Achievement, Affirmation, and Transfer, but this research is specifically focused on the PPDB zoning pathway.

Based on preliminary observations, SMA Negeri 1 Jayapura is one of the schools in Jayapura City that has implemented the zoning policy, adjusting the official procedures from the relevant department through an online application accessible to all residents of Jayapura City.

The zoning system, as one of the long-term strategies to reorganize the education system in Indonesia, has been marked by pros and cons, including facing protests from the community. Therefore, it is crucial to conduct evaluations, gather facts on the ground to be reconstructed, and subsequently use them as the basis for formulating the zoning system for the following year (Sari & Arisanti, 2020).

The implementation of the zoning system is indeed full of dynamics; in fact, this policy was recommended by the Indonesian Ombudsman in 2016 to the Ministry of Education and Culture (Kemendikbud), Ministry of Home Affairs (Kemendagri), and Ministry of Religious Affairs (Kemenag). This recommendation was then followed up by the Minister of Education and Culture during the era of Prof. Muhadjir Effendy with the aim of eliminating the label of elite schools to achieve the equalization of education quality across all schools in Indonesia (Agil, 2020).

The first issue is that the technical implementation of the New Student Admission System (PPDB) has caused unrest among the community. The second issue is that the availability of public schools is not uniform across all areas, while zoning rules require children to register at the nearest school to their homes. The third issue is that the zoning system, with its priority on distance, causes a decline in student motivation because grades or achievements are deemed unimportant. The fourth issue is that the dichotomy between elite and non-elite schools still prevails in society. The fifth issue is that coordination among relevant agencies is not effective, resulting in discontinuous education policies (Junaedy et al., 2021; Silvester et al., 2022).

A common issue that often arises is the zoning system that prioritizes the distance of prospective students to schools over national exam scores, resulting in the collapse of motivation among new students in learning and achieving success (Nurlailiyah, 2019).

Implementation is the most crucial factor of any policy, including in this case educational policy, making the evaluation of implementation also occupy the most important portion in this context. As a measure of the success of an educational policy, it can be seen in how it is implemented (Hasbullah, 2015; Dimmera et al., 2023).

The advantages of this zoning system include educational equalization, time savings because schools are nearby, reduced transportation costs, improved student fitness, and reduced congestion (Purwanti, 2018). The principle of the PPDB policy is to bring educational services closer to the community and equalize the quality of education. The PPDB regulation has long-term consequences that educational zoning will make all schools have the same standing, role, and function in serving every student (Kaffa, 2021).

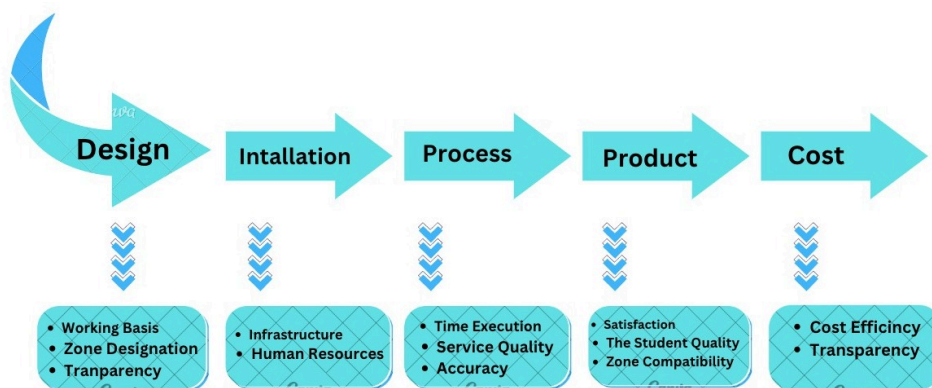
Given these factors, researchers assess that this policy can change the quality of education in this country, thereby attracting researchers to continuously study the implementation of this policy. Based on the issues mentioned above, the purpose of this research is to evaluate the implementation of the zoning policy application at SMA Negeri 1 Jayapura, which is one of the leading high schools in the city of Jayapura.

METHOD

This research method is descriptive qualitative with semi-structured interview data collection techniques. This type of research was chosen by the author as a basis for consideration because it involves current data analysis that is interpretative for future projections, and the qualitative research method is expected to generate information that will help create new knowledge and scientifically accountable truths. Before starting the research, the researcher searched for and selected informants. The data sources for this research are the School Principal, PPDB Committee, Teachers, Parents, and Students.

The research was conducted from April to September 2023, while the location of the research was at SMA Negeri 1 Jayapura, which is administratively located on Jalan Biak, Kelurahan Kota Baru, Distrik Abepura, Kota Jayapura, Provinsi Papua. This school has implemented the zoning policy since 2017, adjusting the official procedures from the relevant department through an online application accessible to all residents of Jayapura City.

The research instrument used is the Discrepancy Evaluation Model (DEM) developed by Provus in 1971, which highlights the implementation gaps of a program, allowing evaluators to measure the size of the gaps in each component. The discrepancy evaluation model is a process for approving program standards and its standards and uses gap information to identify program weaknesses (Mustafa, 2021). Evaluation in DEM is defined as a comparison between what exists as achievements/performance (Performance) and what should be (standard). If a difference is found that indicates a discrepancy between the standard and performance, it is called a gap. Therefore, evaluation is a comparison of actual performance with what is expected by the standard. This model is implemented through 5 evaluation stages: (1) Design, (2) Installation, (3) Process, (4) Product, and (5) Cost.



Picture 1. DEM Evaluation Stages

This research uses the Miles & Huberman (2005) data analysis technique, which involves three activities: data collection, data presentation, and conclusion drawing.

RESULTS AND DISCUSSIONS

1. Design Stage Evaluation

a) Working Basis

The Principal of SMA Negeri 1 Jayapura revealed that the school uses three main bases in the implementation of the zoning system for new student admissions. The first base is the Ministry of Education and Culture Regulation No. 1 of 2021, which serves as the primary reference for new student admissions at the secondary school level. The second base is the Regulation of the Mayor of Jayapura issued in May 2023, functioning as a guide for implementation that considers specific local conditions. The third base is the Decree of the Principal of SMA Negeri 1 Jayapura, which regulates the composition of the PPDB (New Student Admission System) implementation committee for the 2023/2024 school year.

However, a discrepancy was found where the Regulation of the Mayor of Jayapura, which was intended for PPDB (New Student Admission System) from elementary to junior high school levels within Jayapura City, did not include regulations for PPDB at the high school level. This shows a gap in the policy documents that should serve as a reference for PPDB at the high school level. This error needs to be corrected so that the process of admitting new students at SMA Negeri 1 Jayapura has a strong and relevant legal basis.

“There are three legal bases for PPDB: Ministry of Education and Culture Regulation No. 1 of 2021 concerning admissions at all levels of schooling, then the Regulation of the Mayor of Jayapura of May 2023 concerning admissions in the City of Jayapura, and the Decree of the Principal of SMA Negeri 1 Jayapura that establishes the PPDB implementtee.”

b) Zone Designation

Zone designation involves dividing a geographical area into specific zones, based on the distribution of schools and the residences of prospective students. This aims to ensure that all students have the same opportunity to receive a high-quality education, regardless of their socioeconomic status. The neighborhoods included in the zoning for SMA Negeri 1 Jayapura are Kota Baru, Hedam, Asano, Awiyo, Yobe, and Vim.

Interviews with the PPDB Committee and the Principal of SMA Negeri 1 Jayapura emphasized that the approach using the 'mosquito coil' system is considered in line with the principle of fairness, ensuring that prospective students living around the school have easier access, while those living outside the zone can still register if there is space available.

“Our school zone does not have a definite radius, but is determined based on the distribution of schools and the residences of prospective students using the 'mosquito coil' system, which considers geographical and demographic aspects for the even distribution of students. This provides easier access for prospective students around the school, while students outside the zone can still register if there is space available.”

However, some parents are concerned that this system may prevent prospective students who live outside the area from registering at the school, especially if the school is a good one. Despite differing opinions, most parents recognize the importance of even distribution and appreciate the transparency in the zoning designation. They hope this system will continue to be improved to provide equal opportunities for all prospective students at SMA Negeri 1 Jayapura to receive a quality education.

Additionally, the criteria for zone designation using this system were chosen to provide clear guidance and direction to prospective students and parents regarding the school's zoning areas. By using this basis, SMA Negeri 1 Jayapura strives to implement the zoning system in a transparent and fair manner, aligning with the needs of the school and the local community.

c) Transparency

Transparency here refers to the information disseminated to the public, or the stages of socialization. From interviews with the Principal and the PPDB committee of SMA Negeri 1 Jayapura, it is known that socialization steps have been taken to promote the admission of new students using various media such as the official website as the primary source of information containing details about requirements, registration procedures, and selection standards. Official brochures as practical guides can be downloaded or printed and

distributed by prospective students and parents. Additionally, there are official notification letters to junior high schools included in the school zoning.

Subsequently, interviews with several teachers at the school indicated that the dissemination of information about new student admissions within the zoning system through various communication channels has helped students prepare to become students.

“Zoning information is conveyed through social media, school websites, brochures, and letters to the nearest junior high schools, helping students understand the admission process and be more prepared to register.”

Parents and students who also served as informants provided information. Interviews conducted by researchers with them regarding the socialization of new student admissions in the zoning system at SMA Negeri 1 Jayapura showed that communication conducted through various means has received positive feedback. Parents feel greatly helped by the information provided to junior high schools within the zoning radius through social media, websites, brochures, and notification letters. They claim that this information provides a clear understanding of the admissions process, allowing them to offer greater support to their children during their preparations.

In line with the parents' statements, several students also acknowledge that their confidence in applying to the school through the zoning system has increased due to the ease of accessing information on social media and the school website. They feel more prepared because the likelihood of being accepted is greater.

According to the Ministry of Education and Culture Regulation No. 1 of 2021, Article 29, it is stated that 'PPDB registration is conducted using an online mechanism,' consistent with the form of socialization that has been carried out by the PPDB Committee of SMA Negeri 1 Jayapura as described in the interview results above, thus no discrepancies were found at this stage.

1. Installation Stage Evaluation

a) Infrastructure

This stage is to ascertain the readiness of the infrastructure and facilities used to accommodate new students. Interviews with the Principal and the PPDB committee indicate a commitment to providing all new students with a comfortable and quality learning environment, confirming that thorough preparations have been made to provide the necessary facilities and equipment to welcome new students when the zoning system begins. A comprehensive evaluation of the school's physical capacity and facilities has been carried

out, including the availability of libraries, laboratories, classrooms, and other supporting facilities required to accommodate the number of new students.

“We have prepared facilities to accommodate 432 new students across 12 classes, each containing 36 students. A total of 322 students (74.54%) were accepted through the zoning pathway, with the remainder admitted through other pathways.”

After reviewing the interview results and documentation studies, it is evident that SMA Negeri 1 Jayapura conducts its PPDB by adjusting the availability of facilities and infrastructure, such as classrooms provided for various study groups, and other facilities that can be used by students at the school. Ministry of Education and Culture Regulation No. 1 of 2021, Article 20, Paragraph 2, Item c states that the school's capacity must be adjusted based on the availability of school-aged children at each level in the region. This means that it aligns with the working foundation, thus no discrepancies were found in this item.

b) Human Resources

Based on the information provided, it can be summarized that the PPDB committee at SMA Negeri 1 Jayapura has a deep understanding of the new student admissions procedures based on the zoning system. The principal emphasizes that the committee has detailed every stage of the process, including zone designation, announcement of requirements, and implementation of admissions. The committee's awareness of the importance of clear communication to parents and prospective students is reflected in the well-organized use of social media, the school website, brochures, and notifications to junior high schools within the zoning area. The committee has also prepared guides for parents and prospective students during the admission process.

The PPDB committee is recognized by parents for the clarity of the information provided and their efforts in disseminating information through various communication channels. This demonstrates the committee's dedication to implementing a fair and transparent process, ensuring equitable access to education, and operating the zoning system according to established procedures. Additionally, the committee is fully supported by the principal's decree, which gives them the authority and responsibility to manage the PPDB. In conclusion, the PPDB committee at SMA Negeri 1 Jayapura is considered competent in managing the new student admissions process effectively and in accordance with established standards.

“All information regarding the requirements and the PPDB process is clearly announced through the website, social media, and brochures, so we as parents and prospective students feel assisted and more prepared to face this process.”

2. Process Stage Evaluation

a) Execution Time

The summary of the new student admission process (PPDB) at SMA Negeri 1 Jayapura runs from the end of May to mid-July 2023. Socialization begins at the end of May with the aim of informing parents and prospective students about the zoning system and its requirements. The Principal emphasizes the importance of this period to ensure that all parties have sufficient time to understand the procedures involved. The planned timeframe includes socialization, online registration, verification period, announcement of accepted students, and re-registration period ending with the School Environment Introduction Period (MPLS) from July 12 to 14.

The PPDB committee emphasizes the importance of this extended period to prepare the accepted prospective students both mentally and practically before starting the new academic year, and to give them an opportunity to familiarize themselves with the school environment and build relationships with teachers and classmates. The committee's commitment to completing each stage thoroughly reflects their desire for the admitted students to start their education with confidence in a new environment.

“We sent letters to junior high schools in our zone for socialization at the end of May 2023. Online registration took place from June 19-23, verification from June 26-30, and announcements were made on July 3 on the website. Re-registration was conducted on July 6, 7, 8, and 10.”

Parents have stated that the period from the end of May to mid-July is very beneficial, providing ample time for prospective students to prepare and for families to become better acquainted with the school environment. This is considered to facilitate the adaptation of new students, making them feel comfortable and accepted.

The researcher identified a gap in the implementation timing of the PPDB based on Ministry of Education and Culture Regulation No. 1 of 2021, Article 28, Paragraph 3, which requires that registration announcements be made no later than the first week of May. The delay in issuing the Principal's Decree on May 31, 2023, may affect the subsequent steps in the implementation of the PPDB.

b) Service Quality

Parental satisfaction with the PPDB service quality at SMA Negeri 1 Jayapura varies. The Principal indicates that the committee has a deep understanding of the levels of satisfaction and dissatisfaction regarding the services provided and has made efforts to convey information clearly and openly during the admission process. Although there is satisfaction with the school's readiness to receive new students, there is acknowledgment of possible dissatisfaction, such as tension due to demand exceeding the school's capacity and expectations for a better selection process.

"I realize that I did not pay enough attention to the PPDB socialization, and as a result, my child almost missed the opportunity to enter this school. Parents indeed need to be more proactive in seeking information."

The PPDB committee also expresses satisfaction with the team's performance during the admissions process and is committed to providing clear and transparent information. They have prepared the school facilities to receive new students but are aware of the potential dissatisfaction felt by parents, especially related to the limited space available. The committee emphasizes the importance of receiving feedback and continuously improving the admissions process to ensure that the PPDB zoning system operates more transparently, fairly, and efficiently.

Meanwhile, interviews with parents revealed various levels of satisfaction. They appreciate the school's efforts to communicate information through social media, websites, and printed materials and to provide adequate facilities for new prospective students. However, there are also dissatisfactions regarding issues such as limited spaces and a desire for a more fair and transparent verification process. Most parents acknowledge the school's commitment to accepting new students effectively.

Overall, it is emphasized that it is important to listen to the parents' perspectives to continuously improve the new student admission process within the zoning system and provide a better educational experience for all prospective students at SMA Negeri 1 Jayapura. From the interview results, the researcher found no gaps at this stage, indicating that the PPDB committee and the school have provided maximum and transparent services.

c) Accuracy of Implementation with Socialization

The implementation of the New Student Admissions (PPDB) at SMA Negeri 1 Jayapura has been carried out precisely according to the socialization conducted by the school. The principal emphasizes that maximum efforts have been made to ensure that all stages of admission proceed in accordance with the information communicated to parents

and prospective students, including the selection process and zoning determination. Transparency and consistency in the admissions process are considered very important to maintain the trust of parents and prospective students in the integrity of the process.

The PPDB committee also shows the same commitment to the accuracy of the PPDB implementation, with a special emphasis on transparency and consistency throughout the stages that have been previously informed. They believe that this is important to build trust and satisfaction among parents and prospective students.

“We strive to follow each stage according to the information provided, including zone determination, registration requirements, and selection processes. We aim to be transparent and consistent to build trust and ensure that parents and prospective students are satisfied with the admission process.”

From the perspective of the parents, there is satisfaction with the accuracy of the zoning system implementation that has been socialized, and they acknowledge that the admission process has been consistent with the information obtained from various media used by the school for socialization. Parents feel that trust and belief in a fair and procedural selection process have been provided by the school.

Overall, both the principal, the PPDB committee, and the parents show a positive response to the implementation of PPDB. The process is considered to have been carried out effectively and in accordance with the instructions that were socialized, from the announcement of registration to the stage of introducing the school environment, in accordance with the Ministry of Education and Culture regulations and existing documentation. In conclusion, no gaps were found in the implementation of PPDB at SMA Negeri 1 Jayapura at this stage.

3. Product Stage Evaluation

a) Satisfaction of Acceptance

Parents of students at SMA Negeri 1 Jayapura are very satisfied with the admissions process conducted by the PPDB committee and the school, especially after the students are declared accepted. This level of satisfaction reflects their pride and gratitude towards the transparency, professionalism, and support during the admission process. Clear communication from the PPDB committee and the school regarding admission procedures, school schedules, and necessary preparations have been appreciated by parents.

The principal acknowledges that although most parents are satisfied, there are also some who may feel unhappy or worried, particularly due to limitations in class space or

uncertainties in the selection process. He emphasizes the importance of listening to feedback from parents and striving to resolve any issues that arise.

“We realize that some parents are concerned about class limitations and the selection process. It is important for us to listen to feedback and resolve any issues that arise.”

The committee also recognizes the satisfaction of the majority of parents with the admissions process but remains vigilant against potential dissatisfaction or concerns from some parents, which may arise due to school capacity limitations or the selection process. The committee expresses its readiness to listen and respond to such feedback.

Despite some dissatisfaction from parents whose children did not pass the verification due to the limited number of classes, the school has acted in accordance with the regulation of the Ministry of Education and Culture, Article 33, Paragraph 7, which does not allow the addition of learning groups or new classrooms if it has met or exceeded national education standards and the school does not have additional land.

Thus, the overall admission process has been conducted well, and no gaps were found in the implementation of PPDB at SMA Negeri 1 Jayapura at this stage. The school and PPDB committee are committed to continuing to pay attention to and improve the quality of educational services and maintain positive relationships with parents and students.

b) The quality of students

The quality of students at SMA Negeri 1 Jayapura has significantly improved since the implementation of the zoning system policy for new student admissions. The zoning system has successfully created a diversity of students from various backgrounds and abilities, bringing different experiences and potentials to the school environment. This initiative has also increased student engagement in school activities and fostered a higher spirit of learning, which positively contributes to school life.

According to the principal, this inclusive approach allows every student to have an equal opportunity to obtain high-quality education. The zoning system is recognized not only as a tool to enhance educational quality but also as a strategy to ensure equality and fairness in educational access.

“The zoning system produces students with diverse backgrounds and abilities. Zoned students tend to be more involved, have high learning enthusiasm, and contribute positively. We believe this inclusive approach provides equal opportunities for quality education.”

The PPDB committee and parents also state that the implementation of the zoning system policy has brought positive changes. Students accepted through this system show

high levels of curiosity and participation in various school activities, indicating an improvement in quality in the learning process and the overall educational environment.

Parents observe an increase in their children's learning spirit and feel that the zoning system has created a more vibrant and inclusive educational environment, where their children can meet and interact with peers from diverse backgrounds. This is considered an important factor supporting students' personal and academic development.

Thus, the zoning system policy at SMA Negeri 1 Jayapura has been recognized as successful in enhancing the quality of students. This system is expected to eliminate 'castes' within the education system in Indonesia, providing every student with equal access to high-quality education as stipulated in the Ministry of Education and Culture Regulation No. 1 of 2001 on New Student Admissions.

c) The Zoning Compatibility

The zoning compatibility in the admission of new students at SMA Negeri 1 Jayapura is generally considered good by parents, who state that the zoning system policy has been implemented fairly, giving priority to students residing near the school. Although there are some cases where students from outside the zone are accepted, this happens due to specific reasons such as availability of space or other admission paths that can be utilized, without disregarding the principles of fairness and equality.

The principal also emphasizes that even though there are students accepted from outside the zone, this does not disrupt the integrity of the selection process, with all students undergoing the same procedures and evaluated based on the established criteria. This demonstrates the school's effort in maintaining equality and transparency during the PPDB process.

“Admissions of students from outside the area occur due to availability of space or changing conditions. All students, both from within and outside the zone, must follow fair criteria and selection processes.”

The PPDB committee explains that the majority of the admitted students are from the designated zone, in accordance with existing regulations. However, they also acknowledge that there are some students from outside the zone who are accepted for various reasons, including alternative paths and availability of space. They assert that the selection process is conducted fairly and in accordance with school standards.

Based on the data presented, namely 322 students or 74.54% of the total students admitted through the zoning pathway, it is found that the school has met and even exceeded the minimum requirements of the Ministry of Education and Culture Regulation article 13

paragraph 1 item (c) which requires at least 50% of the school's capacity for the zoning pathway. This shows compliance with applicable educational policies and confirms the absence of any gaps in the implementation of zoning at SMA Negeri 1 Jayapura.

4. Cost Stage Evaluation

a) Cost efficiency, Committe consumption, student registration fee

The implementation of the New Student Admissions (PPDB) at SMA Negeri 1 Jayapura is conducted without charging any fees to parents or prospective students, adhering to the principle that education should be fair and equal for all without imposing additional costs. For administrative cost efficiency, the school carefully allocates resources and utilizes information technology. Additionally, the school collaborates with local government and sponsors to support the operational financing of the PPDB. This commitment reflects SMA Negeri 1 Jayapura's dedication to ensuring equal educational access for all students, affirming that high-quality education is the right of every child, without financial barriers.

The Principal of SMA Negeri 1 Jayapura asserts that no fees are required for the PPDB process, reflecting the school's commitment to providing inclusive and equitable education. The use of information technology and collaboration with local government demonstrates the school's efforts to reduce operational costs while maintaining the quality and fairness of the selection process.

“Efficient zoning system implementation and cost-free PPDB. We collaborate with local government and sponsors, holding a moral commitment to fairness in education.”

Parents highly appreciate this no-fee principle, which reduces the financial burden on families and helps ensure that education remains affordable for all segments of society. This shows that the school's efforts to reduce costs have been well received by the community and provide trust in the education system they offer.

The alignment of this practice with government regulations, specifically the Ministry of Education and Culture Regulation Article 27 paragraph 1 item (a) that prohibits schools receiving operational assistance from charging fees, confirms that SMA Negeri 1 Jayapura has conducted the PPDB process in accordance with applicable policies, without any gaps between policy and implementation.

CONCLUSION

The evaluation results of the zoning system policy implementation for the New Student Admissions (PPDB) at SMA Negeri 1 Jayapura using the Discrepancy Evaluation

Model (DEM) method show that the application of the zoning system has been successful in enhancing transparency, access, and equality in the admission of new students, which is a positive achievement. This is reflected in the primary objectives of the PPDB, which are to create a fairer, clearer, and regulation-compliant new student admission process. Although there are some gaps in several phases, the negative impacts have been mitigated through gradual improvements.

Furthermore, the evaluation results indicate that the committee, parents, and prospective students have a better understanding of the zoning system. Improved socialization and easier access to information have helped them understand the selection criteria and PPDB procedures.

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