# Zonation System Policy Implementation in the Admission of New Students in the City of Surabaya, East Java, Indonesia

*by* Erlyna Hidyantari

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# THE INTERNATIONAL JOURNAL OF BUSINESS & MANAGEMENT

# Zonation System Policy Implementation in the Admission of New Students in the City of Surabaya, East Java, Indonesia

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*Abstract:*
*Top-down and bottom-up policy collaboration in the implementation of new student recruitment policies, the provincial government was given the authority half-heartedly. PPDB program online with the zoning system objectively, fairly, equally and not discriminate empirically has a positive impact in the absence dichotomy of underprivileged students (in economic terms), excellent schools, and students who lack of the intellectual abilities. This type of research is qualitative research with analytical descriptive methods. Selection of informants is using purposive sampling model, the researcher decided to choose individuals to study because they could specifically provide an understanding of research problems and phenomena in the study. The validity of the data used source triangulation. The results showed that the implementation of the PPDB policy for the 2020-2021 academic year online with a zoning system in terms of time was in accordance with the program, in terms of educational equity, the dichotomy did not occur, but the facts in the field showed that the lack of digital mastery was due to lack of socialization, found that there are nearly 20% counterfeiting regarding residence so that it is near the intended school, falsification of sports achievement documents authorized to recommend, obstruction of the registration process and errors in school selection. This resulted in the process of accepting new students with the zoning system that was carried out online is not as expected yet.*

*Keywords: Zoning, new learners, Goggin model*

## 1. Introduction

The admission of new students (PPDB) for the 2020/2021 academic year in the City of Surabaya is based on the new Permendikbud No. 44 of 2019 followed by prospective students starting at the Kindergarten, SD, SMP, and SMA / SMK levels. This new policy is formally implemented to replace the old regulation, Mendikbud Number 17 of 2017. An important part of this Permendikbud, namely PPDB 2020 consists of four (4) admission channels, namely *Zoning, Affirmation, Transfer of duties of parents / guardians and achievement.*The quota of zoning route has decreased to a minimum of 50% from the previous 90% in 2019. The achievement path can fill up to a maximum of 30% of the capacity, previously only 15%. The affirmation pathway originating from economically disadvantaged families is at least 15% of the school's capacity and the shift in duties of parents and teachers' children is at least 5% of the capacity. The value of the National Examination can be used as one of the criteria for acceptance through the track of achievement previously was not possible. Local governments can make adjustments to the percentage of each route.

The phenomenon in the field since the zoning system in PPDB was implemented from year to year there are still noises and complaints from the public regarding the process of admitting new students. The reason is, the implementation of the Zoning system has the potential to be prone to irregularities with the circulation of a fake Domicile Certificate as one of the requirements for registering in the Zoning route acceptance. The findings of the community are circulating a fake Domicile Certificate, so that students who do not live locally, based on the distance from the targeted school can be accepted as students in the state school, there are also cases with national level sports achievement pathways and the like that recommended by the National Sports Committee in the acceptance of new students as he wishes is unacceptable and it is difficult controlled by the organizers of PPDB and School, because the letter issued by the institution is legal in law. Previous researchers highlighted PPDB about *cultural lag* or cultural differences in mastery of the ability to use technology *online* (Antonius, Ravik, Bagus; 2019), Other researchers made use of access and quality (Novriana; 2018), *Global education policies versus local realities insights from* Uganda and Mexico (Rosanne. E & Simone Datzberger; 2019), as well as highlighting the side of personal behavior towards superior schools (ArisNurlailiyah; 2019). In my research, I put more emphasis on the implementation process of Permendikbud's policies. No. 51 of 2018 concerning the Admission of New Students (PPDB) with a zoning system that is carried out objectively, fairly, evenly and without discrimination by considering geographical, economic, social and cultural aspects in local government, especially Surabaya City, and the research we have conducted is worthy of being appointed as well as finding the best solution in implementing the new

student admission policy that does not cause chaos and the emergence of demonstrations that against it in several areas including the capital city of Jakarta regarding the PPDB policy that has been carried out by the Government since 4 years ago until 2020-2021. The similarities and differences in this study with the results of previous studies will have consequences on the research results obtained. Where some of the results of previous studies have not obtain a picture focused on PPBD System Zoning yet to find a model that suits current conditions, so as to see some previously researchers, it can conclude that there are no studies that discuss policy of Zoning System PPBD by considering aspects of the geographic, economic, social and culture, especially in the city of Surabaya. The research aims to determine the supporting and inhibiting factors for the application of New Student Admissions (PPDB) with the zoning system in the City of Surabaya and to develop an effective, fair, equitable and non-discriminatory public policy implementation model in the PPDB process through the zoning system in Surabaya City.

## 2. Literature Review

### 2.1. Public Policy Theory

In general, the term Public Policy *(Public Policy) is* used to designate the behavior of a person (actor) or a group of people or an institution such as an official, a group, or a government institution in a particular field of activity. Experts provide different definitions of public policy according to their different backgrounds of expertise. Robert Eyestone (1971) in Wahab (2012: 13) argues that public policy can be broadly defined as the relationship of a government unit to its environment. It can be understood that basically public policy studies are oriented towards solving real problems that occur in society. Thus public policy analysis in general is an   applied science and acts as a tool or science that attempts to solve problems (Tangkilisan, 2003: 17).

In the literature can be found a few models in the formulation of policies, namely: Institutional Model *(Institutional)*, Process Model *(Process)*, Group Model *(Group)*, Elite Model*(Elite)*, Rational Model *(Rational)*, Incremental Model*(Incremental)* and Integrated Observation Model *(Mixed Scanning)*, Game Theory Model *(Game Theory)*, Public Choice Model *(Public Choise)*, System Model *(System)*, Democratic Model *(Democratic)*, Deliberative Model *(Deliberative)*, Strategic Model *(Strategic)*, and  Tong garbage Model *(garbage can)*. (Wahab, 2008: 88), (March and Olsen, 1972: 213), (Nugroho, 2012: 544), (Santosa, 2008: 38-39).

### 2.2. Policy Implementation Theory

According to *Mazmanian*and *Sabatier* in Agustino (2008: 196), they explain that: "Policy implementation is the implementation of basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or judicial decisions. Typically, the decision identifies the problems to be resolved, clearly states the goals and objectives to be achieved, and various ways to structure or regulate the implementation process."

The policy implementation model proposed by Mazmanian and Sabatier is called the *A Framework for Policy Implementation Analysis*. This model argues that the important role of public policy implementation is its ability to identify variables that affect the achievement of formal goals in the entire implementation process. These variables can be classified into three broad categories, namely:

- Easy or not the problem to be addressed, including: technical difficulties, the diversity of regulated behavior, the level and scope of the desired behavior change
- The ability of policies to properly structure the implementation process
- Factors outside the law that affect implementation such as culture and religiosity.

### 2.3. Performance Assessment of Public Policy Implementation

*The Oxford English dictionary* defines performance as: *"The accomplishment, execution, carrying out, working out of anything ordered or undertaken"*, from this definition performance can be interpreted as the success of an action, task or operation performed by a person, group of people or organization (Purwanto, 2012:99). Performance can thus refer to the output *(output)*, outcome *(outcome)* or achievement *(accomplishment)*. Assessment of performance is the application of the method used by researchers to answer the main questions in an implementation study, namely: (1) the content and objectives of a policy: (2) the steps that must be taken to achieve that goal: and (3) whether after these stages are carried out, the implementation which was carried out earlier is able to realize the policy objectives or not.

#### 2.3.1. Policy Measurement Indicators

The characteristics of good indicators in public policy theory as explained by Purwanto (2012: 104) include:

- Has relevance to the policy or program that you want to evaluate. This is very clear, good indicators must reflect the reality of policies and programs.
- Adequate, in the sense that the number of indicators used has the ability to fully describe the conditions for achieving the objectives of a policy.
- The required data is easily obtained in the field so that it will not bring difficulty for the evaluator.
- Ideally, the indicators compiled are general and representative and can be compared with similar policies in other places.

2.3.2. Indicators of Quality of Policy Results

According to Purwanto (2012: 106) explains that various indicators that can be used to assess the quality of policy results are as follows:

- Access, access indicators are used to determine that the programs or services provided are easily accessible to the target group.
- Coverage (coverage), this indicator is used to assess how much the target group has been reached (getting services, grants, fund transfers, etc.) by the implemented public policy.

## 3. Research Method

This type of research is qualitative research with descriptive analytical methods using a qualitative approach, to collect detailed data, through in-depth interviews, observation, supported by related documents so as to produce accurate data in accordance with the facts in the field. Qualitative research does not merely describe the existing reality, but what is more important is to find the meaning and values contained behind it. Descriptive research is to make descriptions, descriptions in a systematic, factual and accurate manner regarding the facts, the characteristics of the relationships between the phenomena being investigated. According to SaifudinAzwar (2014; 6) descriptive research aims to systematically and accurately describe facts and characteristics about the population or about certain fields and tries to map situations or events. Descriptive method according to Whitney (1998), descriptive method of analysis, researcher tries to examine and obtain a description of the uniqueness, the problems found in reality. According to Best in Sukardi (2003: 157) descriptive research is a research method that seeks to describe and interpret objects according to what they are.

The research that is being carried out seeks to solve an ongoing problem by observing the current problem. The problem is based on the consideration that the researcher wants to understand, study in depth and explain it in a scientific paper on the Implementation of Permendikbud Policy regarding the zoning system for admitting new students. In this case the focus of research attention is on the process of implementing new student through the zoning system in the City of Surabaya.

### 3.1. Research Objects and Informants

The location of this research is the city of Surabaya. Researchers decided to use *purposive sampling* model informants. This is used by researchers because they try to select individuals to be researched, because they can specifically provide an understanding of research problems and phenomena in the study (Creswell, 2014). According to Burhan (2013) that in qualitative research, determining *key informants is* very important. Determination of informants is done to obtain valid data on the object being studied. For this reason, people who become key informants such as; (a) Principal; (b) the student's guardian; (c) School Committee; (d) community leaders; (e) School Superintendent; (f) UPTD Districts, Cities and Provinces; (g) Teacher; (h) as well as health workers who are taken from people who are deemed to be able to provide information directly related to the focus of the research being carried out with a total of 20 informants.

### 3.2. Data Source

Data sources are divided into two, namely primary data (NasutionSimanjuntak: 2006) and secondary data (SuharsimiArikunto: 2010: 22). Primary data, namely structured interview data, participatory observation, obtained directly from informants in the form of information in the field that focuses on Permendikbud policies. No. 44 of 2019 concerning PPDB such as facilities and infrastructure related to technology information and Superior Human Resources with factors that support and hinder, including the lack of understanding of parents related to online in the implementation of New Student Admissions (PPDB). Sources such as informants like Headmaster, Superintendent, community leaders, UPTD-UPTD, school committees, parents, prospective applicants and others that already registering and implementing an policy are taken at random from the Surabaya area. Meanwhile, secondary data is data that does not directly provide data to data collectors. Notes that are closely related to the problems studied, including data from all activities related to the zoning system PPBD Policy process.

### 3.3. Data Collection Techniques

Techniques in this study is using the technique of *purposive sampling*. Furthermore, regarding *purposive sampling,* Sugyono (2016: 61) states that *purposive sampling* is a *sampling* technique with certain considerations. As in this research is about the implementation of the PPBD Zoning System Policy, the samples selected are people who meet the criteria, such as school principals, teachers, school committees, UPTDs, community leaders, parents of students, prospective student registrants and those who have already done the registration process as well as implementing the policies taken and shared and representing the areas mentioned above.

### 3.4. Data Analysis Technique

### 3.4.1. Analysis of Data Prior to the Field

The analysis was carried out on data from preliminary study results, or secondary data, which was used to determine the focus of research regarding new student admissions and the area that was the research area, namely the City of Surabaya. However, this is temporary, and always develops after researchers enter the field.

*3.5. Data Analysis While in the Field*

This study uses data analysis techniques for qualitative research with Linear and Hierarchical approaches on the grounds that the data is obtained with justifiable certainty because the policies made by the government have an immediate impact on the community such as parents, students themselves. According to Cresswell (2014) data analysis techniques are the final process in qualitative research. In this study, the data obtained were written in an in- depth interview transcript, then coded, the themes were sorted as the findings, and then the data was interpreted.

## 4. Result

To describe the results of research on the admission of new students (PPDB) online at the Surabaya City Education Office, it was carried out using zoning. The implementation of PPDB online consists of stages such as: a) Preparation stage, conducting studies on policy, IT or facilities, as well as personal as needed; b) Implementation stage such as registration, input and selection activities automatically with the application; c) Monitoring and evaluation during and after activities. Several supporting policies such as adequate resources, availability of sufficient IT equipment. In addition, for PPDB with the achievement pathway is carried out based on: (a) the accumulated report cards that determined based on the scores of the last five semesters and / or; (b) academic and non-academic achievements outside of school reports; (c) the data and information center (Pusdatin) of the Ministry of Education and Culture that provides technical assistance to regions that need an online PPDB mechanism. In addition, there are inhibiting indicators such as limited time provided, parents are still clueless and do not understand the zoning system, lack of information for parents which results in confusion in implementing PPDB both at the SD, SMP, SLTA levels. Although several problems were found in policy implementation, in reality it ran smoothly and on time according to the target set by the Surabaya city education office.

The effectiveness in implementing the admission of new students online in the city of Surabaya shows success when measured by indicators such as: a) the achievement of implementation objectives; b) availability of resources, both personal, financial, IT equipment and the environment; c) internal organizational processes and d) satisfaction of parents, committees, and related officials. In fact, for the public, if they want to learn about PPDB policies with a zoning system of 2-3 months before online selection is made, obstacles or problems can be pressed down to *zero accidents*.

To explain at the level of the implementation of the zoning system policy in the Admission of New Students (PPDB) which can be carried out objectively, fairly, evenly and without discrimination, besides that the research also discusses the Zoning System PPBD Policy by considering geographical, economic, social and cultural aspects, especially in City of Surabaya. Goggin's (1990) policy implementation model is used in this study on the grounds that it is able to develop what is called a *Communication model* considering the dominant problem in the socialization of government policies regarding PPDB with the zoning system is still weak, it has not been understood to the lowest roots such as parents, society and even committees schools (15-18%).

The Goggin model from the beginning aims to develop a more scientific model by promoting a research method approach with *variable independence, intervening*, and *dependence* and putting communication as a driving force in policy implementation. Goggin et al (1990: 15-19) discussed and analyzed implementation through a scientific approach that integrates the main considerations of the variables in top-down (government policy) and bottom-up research (Schools and City Offices), besides that the *implementation of Third Generation* emphasizes more on design and network (*Networking*) on the successful implementation of a policy and as a measure of success.

*4.1. Factors That Can Influence Policy Implementation*

Van Metter and Van Horn in Agustino (2008: 142) state that there are six factors that influence policy: (1) policy size and objectives, the *performance* of policy implementation can measure the level of success in the size and objectives of the policy are realistic with social culture that exist at the level of. implementing policies that is always ideal to be implemented at the community level, so it is rather difficult to realize public policy at a level that is said to be successful; (2) Resources, the success of the policy implementation process is highly dependent on the ability to utilize available resources, while HR is the most important resource in determining the success of the implementation process; (3) Characteristics of implementing agencies, the focus of attention on implementing agencies includes formal organizations (education) and informal organizations that will be involved in the implementation of public policies.

This is very important because the performance of policy implementation will be very much influenced by the exact characteristics and matches the implementing agencies; (4) The attitude / tendency (disposition) of the implementers, the attitude of acceptance or rejection of the implementers will greatly affect the success or failure of the performance of policy implementation; (5) Communication between organizations and implementing activities, coordination is a powerful mechanism in the implementation of public policies. The better the coordination between the parties involved in an implementation process, the assumption is that errors will be very small to occur and vice versa; (6) Economic, social, and political environment, assessing the performance of policy implementation is the extent to which the external environment contributes to the success of established public policies. This is because the conducive economic, social and political environment needs to be considered in the policy implementation process. 1). When economic growth experiences 5-6.5% growth, it will be able to encourage public participation in education for their children, but on the other hand, at the international disaster level, the presence of Covid-19, in PPDB 2020-2021, decreased more than in the previous year, 2). Social factors, the development of communication between guardians and the impact of increasing unemployment and poverty resulted in PPDB in terms of costs, especially for voluntary donations, purchasing books, transformation tools, buying uniforms that cost a lot of money, even though there is social assistance (uneven), the impact is delaying education. 3) Politically, when the legislative role is having quality, and the minimum education is S1 and is

able to put aside individual and group interests, researchers believe that the political role is more capable in monitoring according to the rules and laws, researchers believe that the process in PPDB will run smoothly, be successful, and can be enjoyed by the community. 4) Geographical, policies regarding where to live or the distance between schools and residences aim to reduce transportation costs, reduce congestion, minimize the impact of pollution (just walk), and reduce traffic accidents.

*4.2. Monitoring System for PPDB Program Policy Implementation in Surabaya City*

Monitoring activities for the implementation of the education policy for the admission of new students was carried out through in-depth interviews, observations, and documentation of the existence of fake domicile certificates obtained from RT, RW and Kelurahan, fake certificates of sports achievements issued from KONI, approaches from party elements and closeness of parents to policy makers. The implementation of monitoring still found policy violations and there was still no discipline either from parents or from the education office. The monitoring process is carried out as a form of accountability and concern for the Government towards program implementation.

## 5. Discussion

The results of this study indicate that there is unpreparedness of new students in facing the PPDB program which has been conducted online since 4 years ago with a zoning system, if 2 years ago the rayonization system. This can be seen from the number of new student registrants in the city of Surabaya, whether in the level of SD, SMP and SMA. Online registration can also be done from outside the city. Related preparations in the form of main devices such as computers / IT, internet networks, human resources are also still found weaknesses such as filling in new online student admission programs, weaknesses in filling in data in general from prospective new student registrants, weaknesses in mapping report cards for both SD, SMP, Senior high school, there are still views about favorite schools which then influence school selection and there are still officials and former officials who are still talking about quality education in schools X, Y, Z and it will be made an example of quality education in Surabaya in the future, so that the nickname of the favorite school is not easy to remove.

One side of the zoning system is actually aimed at eliminating castanization in the process of accepting new students *online*. The results showed that new prospective students were still found who had not met their expectations due to distance problems and students who were smart were not accepted in the achievement path because the percentage was around 15-20% of the quota accommodated in certain schools. In the assessment component related to additional provisions, the achievement score was not small. Confusion is found, at the regular, national or international level and what points are the problems in itself. Here there are some prospective students who feel disadvantaged because they have certain certificates, but are not recognized as adding to the value of achievement related to the institution that issued them. To analyze the PPDB problem with the online zoning system, this research uses Goggin's theory with a scientific approach that integrates the main considerations of the variables in top-down and bottom-up research, besides that the implementation of Third Generation emphasizes more on design and network (networking) on the successful implementation of a policy. In the third generation of policy implementation (a mix of bottom-up with top-down), it prioritizes policy design as a measure of the successful implementation of a policy. If the model is applied to PPDB on online basis where there is top-down policy, in the case of the Minister of Education and Culture with statutory instruments, it means that implementation starts from the center, namely the government which must be monitored by the community.

The Goggin model basically follows a prescriptive / provision approach that interprets policy as input and implementation as a factor of output. Due to the emphasis on decisions, policymakers describe the top-down approach as controlling for elite phenomena. One bottom-up side is the Provincial, City, Regency Offices and at the very bottom of their institutions ranging from SD, SMP and SLTA. This bottom-up model encourages the above institutions to implement and implement public policies by still involving government officials but to the lowest level. The government, in this case as supervisors, collectors in case of problems, and receives reports on the implementation of PPDB policies that have been carried out by elementary, junior high school and senior high school institutions before the learning process takes place when the new teaching begins.

The model of Goggin et al (1990: 15-19), one of the triggers for the third generation combines top-down with bottom-up, which means that the policies of the Minister of Education and Culture with provincial, city and district governments are compromised according to regional needs and the resources owned by each area. Educational institutions in terms of basic, middle, and above are under the East Java Provincial Education Office. Implementation of policies and rules used in the PPDB implementation process also refers to the policies of the East Java Education Office. The PPDB process with a zoning system is carried out online. The process for admitting PPDB in the 2020-2021 teaching is not the same as the previous PPDB admission process, especially regarding the percentage of zoning or residential pathways, achievement paths, affirmations, assignments, and teacher children. The complexity of the response of new students to online programs with a zoning system can actually be understood, but there is an intellectual gap for a small part of the community as well as the intellectuals of officers in the field, difficulty in mapping values and lack of technological knowledge for parents is a separate problem that must have a solution.

New Student Admissions (PPDB) in *online* with zoning system and social response to it. When the *online* system *is* involved in the world of education, especially the selection of new student admissions and the *online* system *is* sticking to the surface. The problem that appears in the zoning system's *online* New Education Participant Admissions (PPDB) is the unpreparedness of prospective new students in following the selection process, many obstacles are found related to data filling in the features provided by the system.

## 6. Conclusion

Many mistakes were found in filling in the selection of majors for high school level, school selection based on zoning. At the elementary, junior high and high school levels in Surabaya, without considering the value of the National Examination results obtained but based on the report card scores. While the system cannot further analyze the selection of majors (for high school students) that are suitable for ability or based on student report cards, which then leads to errors in the selection of majors when accepted or thrown out of the *online* New Student Admissions (PPDB) selection system and must re-enroll in private schools.

Problems continues until the process of online New Students Admission (PPBD) with the zoning system ends. The results of research in the field found that there were quite a number of students who finally resigned as new prospective students who were declared accepted at the school of choice (for high school level). The lack of socialization that prospective students get in the process of adjusting themselves to the use of the *online* New Student Admissions (PPDB) program with the zoning system is one of the factors that eliminating discrimination in education.

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Students Admission Policy", AL-ISHLAH: Jurnal Pendidikan, 2021
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