

The Policy of Territorial Based New Student Admission (PPDB) As an Embodiment of Education Reform (The Study of Online High School PPDB in Bandung)

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Abstract: *The online enrollment system of new students (PPDB) in secondary public schools on the basis of the national exam (UN) which started in 2010 in fact has been establishing favorite and non-favorite schools. As the result, educational reform in Bandung City is not in line with the national education goals, especially in providing equal opportunity to all Indonesian people to get a good quality of education. The Municipality continues to improve public service system to make the process of PPDB runs transparent and qualified. The objective of the study is to analyze the success of the change PPDB online regulation from cluster to territorial-based system, to find out what the obstacles encountered in the implementation of PPDB territorial-based and analyze the effort from Education Agency to overcome all problems related with PPDB in Bandung City. Qualitative descriptive approach is used in the study, while students, parents, teachers, educational supervisors, school committees, and a coalition of education observers in Bandung City are research population, and interview is data collection technique. In general, based on the evaluation of the changes from cluster to rayon system, it is considered to be successful. From 252 complaint files, only 3 percent of issues left and another 97 percent of the public issues of the people said they were satisfied with the 2014 PPDB system. However, some people is considered that this system is still ineffective. It is caused by the short time and not optimal dissemination of Mayor Regulation. The effort from Education Agency to form complaint team and overcome all problems even though it is need more time. Territorial-base system will runs well if it is provided by equal distribution of high quality teachers and facilities in order to reach high quality standard of all schools in Bandung City. Need to be carefully calculated number of school availability and age in all districts to accommodate*

proportionate school capacity and territorial-based not only based on the sub-district but also based on radius distance to the nearest school from their houses.

Keyword: *Educational reform, PPDB, online, territorial-based, and transparency*

INTRODUCTION

Education reform is a complex multi-dimensional process with the goal to enhance the best solution in education system. In fact educational reform can never be perfect, because education moves along with the time.

Public schools, from elementary up to senior high school level have always been a destination for parents and students because they are cheap and high quality. The high population of Bandung City, the low capacity of public schools, the limited land and place, and the low budget have been a dilemma for the municipalities and the people. The limited capacity of public school and the increasing of new student enthusiasm to public school would be a cause of a strict competition in each year.

New Student Admission Process (PPDB) is an annual process occurred in any cities in Indonesia. Most city in Indonesia have a different system of PPDB as in Bandung City. According to The Government Regulation Number 17 of 2010 on the Management and The Implementation of Education, particularly on Article 74 (paragraph 1 and 2) and Article 82 (paragraph 1 and 2) once

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New Student Admission in Primary and Secondary Schools is objective, transparent and accountable, online PPDB system will be very effective, because the registration is conducted online and real-time that will automatically make manipulation and money politic decrease. All processes are conducted computerize which will make the process to be open and transparent.

New Student Admission Process (PPDB) in Bandung in 2014 is conducted entirely through online system in all processes such as registration, selection, and the announcement of the selection result.

The municipalities ensures for the transparency of PPDB at Junior and Senior High School level by using the online system. By this system, new students can find out the whole processes. In fact, the system conducted in order to increase transparency still has a number of problems particularly for parents and new students.

The implementation of this system is to avoid a number of problems that often arise as the following:

- a. The previous manual PPDB system is considered arising many cases in selling and purchasing of school seats.
- b. The previous PPDB was allegedly much forgery as the rich man claimed poor, manipulated certificate for talented student lane, and other forgeries.
- c. In the previous PPDB, there are many emerging magic letters, black memo, bribery, and manipulation by the operator manually.
- d. The highest cost of education in Bandung is the cost of access to education and school transportation of students. These conditions contribute to the congestion occurred every day.
- e. Most residents displaced from their own city by a disproportionate number of immigrants who study in Bandung.

The online system requires parents and children to understand the policies and rules of technical information as a reference in enrolling children into public schools (junior and senior schools and the equivalent). People will be easier to access information policies related to PPDB regulations and mechanism through website provided by the education agency. Parents can involve their children to open a PPDB web and to learn the provisions to choose public schools. This site is a source of information about the policy, lists and address of school, as well as the passing grade (PG) in the previous year. Learn schools with closest PG score to the child's academic ability and make it as a consideration in selecting schools.

Student admission authority is substituted from the principal to the team with the member from Education Agency, Law enforcement, and other institutions. The change of manual system to online system is to avoid human encounters. PPDB operators using online system only located in the internal of education agency are now outsourced to ICT team from all universities in Bandung in a secret place in order not to be visited by parents. Recent PPDB reform is to stop the selling and purchasing of student seat quota crime, counterfeiting, and to make lower tuition fee with the principle of fair and proportionate.

However, the online system on the basis of the final test score turned out to establish favorite and non favorite schools. In this regard, it can be concluded that the results of education reform in Bandung is not in line with the national education goals particularly in giving equal opportunity to all people to obtain a high quality education. Those problems become the basis of the change of system policy in new student admission in Bandung. According to Parsons (1996) the stages in the policy-making was described as a cycle containing formulations of the

following: 1) the issues requiring policy interventions; then how 2) to defines the real problems by finding out the cause or the root of the problem, not the consequences coming out of these problems; then 3) to identify the solutions to overcome these problems. Of those various solutions then 4) it is evaluated the best options to be done by considering the impact. From the results of these evaluations, then choose the best option in the form of programs as a form of real intervention of government towards public issues. The results will be evaluated whether the implementation of the programs are run well or not.

The policy resulting from the process have a goal that can be achieved through the implementation process. Of course, the process will not always run well. The various factors may be the cause for the policy to changes. Peters argued in Parsons (1996) that continuously changes occur in the policy process is a consequence of changes in the policy environment, political and bureaucratic learning, or the development of ideas and organizational structures. While Wildavsky stated that policies are often the cause of the change itself, not because by the new problem (Parsons, 1996: 573). This policy led to the new from the previous policy. Policy changes can also be derived from previous policies that might have changed the conditions, make conditions worse, or improve inadequate policy (Parsons, 1996: 574).

Improvements in public services has been done by the municipalities to realize the process of PPDB to be more transparent and higher quality. The Mayor of Bandung through the Education Agency reforms the education system. In 2014, the municipalities remove school cluster system based on final test score in order to encourage all public schools in the city to change and perform as their characteristic.

The implementation of policy as one stages of the policy process is regarded as a form of primary and crucial stage in the policy process (Birklan, 2001). Edwards III (1984) stated that without the effective implementation, the policy will not be successfully implemented. The implementation of the policy is an activity that appear after legal directives issued from a policy containing efforts to manage inputs to produce outputs or outcomes for the people.

The implementation of PPDB 2014 refers to the Mayor Regulations No. 666 of 2014 on the third amendment to the regulation number 177 of 2010 on the procedures for PPDB of kindergarten and school. The different of 2014 PPDB system is the change from cluster to territorial system. In the previous system, cluster system, schools divided into four clusters, while in the new system, new students may choose the school they address. This system has omitted favorite and non-favorite school gap and has supported the layout of the city by giving an incentive to those who choose school adjacent to their home.

This year, new student may choose any schools for first choice school, while for alternative school they must choose school adjacent to their home. This system is conducted not only to facilitate students to choose any school they want but also to solve urban problems as transport and congestion.

This paper aims to: 1) analyze the success of policy changes online cluster PPDB system to cluster-based and territorial systems, 2) identify and analyze the obstacles in the implementation of territorial system, 3) analyze the effort from Education Agency to overcome all problems related with PPDB

METHODOLOGY

In this study, I use qualitative research method with descriptive approach from the objective reality and other theoretical assumptions (empirical). The informants are

(1) key informants, the new students and the parents and (2) main informant such as principals, teachers, school committees, superintendent and the employees of Education Agency. The informants are determined by using purposive technique i.e. the specific objective that have correlation with the research problems. Data collection method in this study is conducted by interview, documentation and observation. The primary data source is obtained through selected information through parents whose children study at public senior high schools in Bandung and teachers who are involved in the PPDB committee. The secondary data is obtained from legislation documents of National Education, Decree of Education Ministry, Regulation of Bandung Mayor, principal decisions, printed or electronic books containing any information about

PPDB, while interview is conducted for data collection techniques. The collection of data is conducted during the process of PPDB from May to July 2014.

RESULT AND DISCUSSION

Public schools, both junior and senior high school levels have always been a destination for parents and students because they are cheap and high quality. The high population of Bandung City, the low capacity of public schools, the limited land and place, and the low budget have been a dilemma for the municipalities and the people. The limited capacity of public school and the increasing of new student enthusiasm to public school would be a cause of a strict competition in each year. Table 1 below shows the percentage of students who can be accommodated on the total new students either in senior high school or vocational schools in Bandung in 2014

Table 1. Percentage of New Students Who Can Be Accommodated From All New Student Registering to Junior High School, Senior High School and Vocational School in Bandung in 2014

Level	Number of Academic Lane Applicants	Number of Non-Academic Lane Applicants	Number of Citizen Applicants	Number of Non-Citizen Applicants	The Total Amount	The Total Amount of accepted applicants	Accepted applicants percentage
SMA	10368	1637	9625	2380	12005	9576	79,77
SMK	8147	1667	6771	3043	9814	7604	77,48

Source : PPDB Online of Bandung Municipal 2014 (<http://www.ppdbkotabandung.web.id/#/statistik>)

From the table above it shows that some applicants still have not been able to accommodate in Public Senior High Schools and Vocational Schools in Bandung. That is why the selection is enforced. Selection process at the various levels of school aims to determine the ability of the student continuing their study to the higher level school because if the basic ability of students is inadequate, the students will have a difficulty and will be an obstacle for them in the process of learning and the consequence is that the output of education has no high quality.

PPDB 2014 system also open a non-academic mechanism divided into two lanes, poor student (SKTM) and talented student. The municipalities try to accommodate the aspirations of the poor who had to be helped by public schools. In the past, only talented poor student that can be helped. In recent system, untalented poor student could be able to obtain the same opportunity to study in public schools. To avoid bad impact of those two lanes, there are two rules to overcome them. First, online new student admission system conducted for new students who register through those lanes

will be known by public. Second, there are two certificate categories of talented students that are recognized by Education Ministry and by National Sport Agency (KONI). This system is expected will be more transparent and open to the people.

Based on the policies set forth in the regulations that the mayor of Bandung Number 666 of 2014 criteria for determining quotas and capacity for various pathways are as follows:

- a. The quota or the capacity of each school is determined by the Principal through the discussion of the Board of Teachers and School Committees by considering the capacity of classrooms, number of teachers, the burden of learning, and proclivity of student on the structure of the curriculum, and other technical studies. Furthermore, the proposed quota capacity submitted to the head of the education agency will be verified and stipulated as a quota in online PPDB system in Bandung. For Vocational School, capacity information along with its expertise field are available.
- b. The quota or the capacity of Non Academic lane for affirmation (alignments) and appreciation of talented students are at most 20% and 5%.
- c. If the interest of the poor at a certain school is high, the capacity of the poor lane at the school can be increased up to 20% according the real circumstances, proposed before the implementation of the online PPDB approved by the Head of Education Agency; or the principal help to distribute to the nearest school in the same area which the quota of the poor have not been fulfilled. If the affirmation lane does not met as much as 20% of the quota, it is transferred to the academic lane.
- d. Quota or capacity for talented new student lane who come from outside the

city are maximum 50% of the total quota of talented student lane.

- e. Quotas or capacity for new students who come from outside the city as much as 10%. If their interest to school which is located on the border is high, the principal may apply for a quota of more than 10% to be verified and approved by the Education Agency
- f. Academic lane capacity is at least 65% (except for school on the border)

Although the policy criteria for the determination of this quota has been set, people in the implementation of this PPDB, still have difficulty in monitoring these quotas for certain number as there are opportunities to increase academic lane quotas when the quota of non academic lane does not fulfilled. PPDB 2014 is conducted by online system, but some data information which is important for students and parents in choosing schools had not been displayed in real time on the PPDB website.

Based on the implementation of senior high school PPDB in Bandung in 2014, both selection schedule for academic and non-academic lanes is conducted simultaneously. However, this would make the parents difficult to observe the changes of academic quota that may occur due to the transfer of non-academic quotas if it is not met. According to the policies, there is one thing that is interesting to be observed, if the quota for the poor are not met as much as 20%, it is transferred to the academic quota. It means that the academic quotas on display at the beginning of PPDB might likely increase. Therefore, students and the parents should be more careful in reading, interpreting or making passing grade predictions.

The previous cluster system divided schools into four clusters (based on the score of the minimum passing grade). New students may choose the school they addressed. The new system invites students and parents to be careful in choosing their school. Then they

will apply to a certain schools by measuring their ability.

Constraints faced by the students and parents with the change in policy from the cluster to territorial system has made various problems come out for new students and parents who do not understand the concept of territory itself. Territorial concept might be confusing to be executed considering the number of things that must be understood. However, the municipalities consider that this is an appropriate policies to address the problems, for example the case of selling seats and heavy congestion traffic. In the Mayor Regulation written the following several things:

- 1) New student at high school level is selected automatically by the online PPDB system.
- 2) The main criteria is selected from final test score.
- 3) Selection based on the score of final test.
- 4) Final Test Score of new students inputted on 1st choice school outside from their territorial area is multiplied by 1 (one). If the school is at the farthest radius of 2 KM to their zone, their score is added by 1, 15, while if inputted on the alternative school is multiplied by 1 (one).
- 5) For unselected new students in the addressed school, they will automatically be assigned by the online system to the alternative school, then they also will be ranked until the capacity in the school fulfilled.

Online PPDB selection system in real time informing new student ranking positions in each of the targeted schools raises the strategy of "wait and see" by students and parents. This strategy has been tested for online PPDB applied for more than one decade since 2003. In this strategy, new student observe the movement of passing grade at the beginning of the registration period. They registered when they feel confident with their final test score. They register on the

last day of registration which make the number of new student be concentrated in the last day.

Some problems complaining by parents is associated updating of quota data and rank that is not informed real time in PPDB website. The out of date information on PPDB website encourages parents come to schools to obtain those information. Furthermore, the official twitter @ppdbkotabandung and @disdik_bandung also have a lack information since it opened, the official forum (official forum of information requests and complaints) does not reflect the question and answer forum so that the question is far more exceeds the answers; even the answers come from fellow netizens who care and more understanding about PPDB.

They will make a decision based on passing grade of the previous year, the data of new student who has registered, the results of the selection, and recapitulation until the last day. They generally come and register in the fifth day since registration being opened for six days. The results of the selection and recapitulation can be read on the official site in the evening before the last day of registration.

Schools are feeling the impact of the new system is that some of the schools that the previous system (cluster) in the category of favorite. This year the number of applicants to a favorite school in Bandung City is experiencing a significant decline. Declining registrants to this school over the previous year. as the impact of the adoption of the new system. The impact of this rule is the drastically decrease of new student choosing schools which in the previous system (cluster) is in the category of favorite. This new system has made the new students spread to a number of schools. One of the implications of the system is an empty seat at a number of schools. Some schools until the end of the registration period, could not fulfill the quota. This new system succeeded in making the new students spread to a number of schools. It can be seen from the following distribution passing grade:

Table 2. Senior High School Passing Grade 2007 – 2014 in Bandung

School	Year								
	2007	2008	2009	2010	2011	2012	2013	2014	
								Inside City DK	Outside City LK
SMAN 1	26.27	34.60	36.75	35.30	37.05	37.35	33.70	30.10	35.50
SMAN 2	27.00	35.20	37.45	36.35	37.65	37.90	34.75	30.60	36.55
SMAN 3	28.07	36.40	38.40	37.45	38.50	39.10	36.70	36.15	37.95
SMAN 4	25.73	34.50	36.45	35.90	37.05	37.25	33.45	20.00	36.10
SMAN 5	27.27	36.00	38.00	36.95	38.20	38.90	35.50	34.55	36.95
SMAN 6	25.60	32.20	35.50	34.60	36.57	36.55	30.85	19.75	33.85
SMAN 7	24.87	33.45	35.15	34.40	36.10	36.60	28.15	19.50	31.85
SMAN 8	27.13	35.65	37.65	36.65	38.05	38.20	35.35	33.50	32.10
SMAN 9	24.93	33.25	35.75	35.00	36.30	36.85	30.80	20.10	33.95
SMAN 10	25.13	33.80	35.60	33.80	36.35	36.90	29.45	25.50	32.15
SMAN 11	25.13	34.25	36.05	35.25	36.75	37.15	31.50	25.65	35.10
SMAN 12	25.40	34.15	36.15	34.15	36.65	36.85	29.70	31.25	33.25
SMAN 13	24.07	32.20	34.70	33.75	35.35	36.05	25.95	24.60	31.05
SMAN 14	25.60	33.30	36.15	34.15	36.55	37.00	30.35	30.60	31.20
SMAN 15	23.87	31.85	27.85	33.55	35.20	36.15	29.05	26.30	29.55
SMAN 16	23.47	32.45	34.60	32.90	34.45	35.70	24.35	24.75	20.10
SMAN 17	23.73	32.20	33.80	33.60	34.60	35.60	26.10	22.65	30.20
SMAN 18	23.33	31.45	33.50	33.15	33.85	34.95	24.55	24.65	28.55
SMAN 19	24.00	32.45	34.35	33.15	34.95	36.00	25.55	25.00	28.35
SMAN 20	26.67	34.90	37.30	35.55	37.50	37.50	33.90	28.65	35.45
SMAN 21	23.20	32.00	34.00	32.85	34.35	35.25	22.65	23.20	26.60
SMAN 22	25.33	34.35	36.30	35.10	36.95	37.00	31.00	25.75	33.75
SMAN 23	24.80	33.50	35.25	33.50	35.95	36.70	27.90	29.05	31.80
SMAN 24	26.27	35.40	36.80	34.60	36.95	37.65	32.65	33.70	36.15
SMAN 25	23.93	32.55	34.35	33.60	35.40	36.00	26.35	25.35	30.65
SMAN 26	23.33	32.20	34.35	31.55	34.35	35.20	21.10	25.00	26.35
SMAN 27	23.80	32.60	34.25	31.25	33.20	34.45	23.90	25.55	n/a
MAN 1	15.67	27.25	27.00	31.35	31.55	33.35	20.60	22.80	
MAN 2	15.00	25.40	27.85	29.35	30.20	32.30	19.10	20.45	

Source : Bandung PPDB Website and Education Agency, 2014

According to the table, it shows that final test score for Junior High School in 2007 contain of three subjects, then the maximum score of PG is 30. While in 2008 contain four subjects then the maximum score of PG is 40 (scale 0-10). In 2014 the municipalities applied territorial system. New students who come from outside the city are just competed with

those who come outside the city. In 2014, 1.15 additional incentives is given to new students living in the city and choosing the adjacent school to their home as 1st choice. DK Passing Grade in 2014 is maximum 41.15. While LK PG is a maximum of 40. The SMA 27 did not not open enrollment for students from outside the city, it is written

n/a. MAN 1 and 2 in 2014 had a policy to limit the number of students who come from outside the city.

This is the impact of the incentives system. Besides shortage of students, another impact of this system makes the new student unfree to determine their addressed school. The rule forces new students to study at the adjacent school to their home. Number of new students registering to popular schools are as not many as in previous years. In Table 2 can be seen that some favorite schools (upper cluster / cluster 1) as SMAN 2, SMAN 3, SMAN 5, and SMAN 8 has decreased in passing grade.

The factors to determine passing grade are:

1. Final test rate : the decrease and the increase of the final test rate has an implication to the amount of new student applicant and the passing grade as on table 1.3.
2. Quota: The lower quota the higher passing grade. All public senior high schools accept new student from non-academic lane as decided. If this lane exceed the quota then: first, transfer them to all nearest schools, second: select them based on their home area and poverty level. However, the municipality has to find out other ways to overcome the poor new students to be well educated without payment.
3. The increase of new student applicant will probably make passing grade higher and vice versa.
4. Quota for new student who come from the city and outside, the allocation of these quotas has given the new student coming from the city a huge opportunity to study at public senior high school in Bandung in this year.
5. Preference pattern. It means all new students have their own choice to determine their school. The decrease and

the increase of passing grade is the result of the change of new student preference pattern or the quota of a school cannot be fulfilled. Furthermore, preference pattern also is an impact of other factor as the change of PPDB rule, quota availability, and the decreasing and the increasing of final test score. The effect of this pattern is often unpredictable.

The weaknesses are still occurred in PPDB process in Bandung. One of the reasons was the short time of socialization of Mayor Regulation which make the people in confusion. This regulation is the revision of the previous regulation. What should be done by the municipalities and education Agency is to evaluate it with all stakeholders. Then they must immediately make academic texts from this regulation in order to perform maximum simulations and socialization. This academic text contain the legal basis of the regulation such as Law, Decree, Provincial Laws, Ministry Law which will make the legal foundation, framework, and objectives clear.

Pros and cons of this new rules is certainly a matter that cannot be evaded. The Municipality must improve the problems occurred in the process of PPBD. They must evaluate and improve the weaknesses in the following years. The implementation of this new system should be improved in the following years through the education agency. Dunn (2011) argued that evaluation is one of public policy process after drafting, implementation and monitoring to the implementation. Policy is evaluated to know how far the implementation be achieved. Evaluation is not only searching for conclusion but also for clarification and critic to the value of the policy then could be the principal for the next policy.

Table 3. Data of PPDB in Bandung 2014/2015

School	The amount of accepted students		Passing grade		Level		Percentage	
	Total	outside	inside	outside	inside	outside	inside	Outside
SMAN 1	312	36	30.1	35,5	5460-5497	1689-1728	52.662-53.019%	16.291-16.667%
SMAN 2	358	39	30.6	36,55	5048-5174	870-906	49.653-49.904%	8.391-8.738%
SMAN 3	300	32	36.15	37,95	1158-1198	142-161	11.169-11.555%	1.37-1.553%
SMAN 4	278	32	20	36,1	10322-10327	1199-1237	99.556-99.605%	11.564-11.931%
SMAN 5	334	35	35.55	36,95	2434-2465	612-647	23.476-23.775%	5.903-6.24%
SMAN 6	209	32	19.75	33,85	10341-10346	2972-3003	99.74-99.788%	28.665-28.964%
SMAN 7	360	39	19.5	31,85	10351-10351	4339-4359	99.836-99.836%	41.792-42.043%
SMAN 8	397	43	33.5	32,1	3202-3229	4173-4207	30.883-31.144%	40.249-40.577%
SMAN 9	219	35	20.1	33,95	10311-10314	2894-2937	99.45-99.479%	27.913-28.328%
SMAN 10	341	42	25.5	32,15	8256-8292	4137-4172	79.63-79.977%	39.902-40.239%
SMAN 11	317	35	25.65	35,1	8166-8199	2010-2055	78.762-7808%	19.387-19.821%
SMAN 12	250	28	31.25	33,25	4723-4749	3359-3396	45.554-45.804%	32.398-32.755%
SMAN 13	268	80	34.6	31,05	8786-8811	4836-4872	84.742-84.983%	46.644-46.991%
SMAN 14	187	32	30.6	31,2	5148-5174	4750-4776	49.653-49.904%	45.814-46.065%
SMAN 15	333	79	26.3	29,55	7795-7819	5811-5852	75.183-75.415%	56.067-56.443%
SMAN 16	376	46	24.75	20,1	8701-8731	10311-10314	83.922-84.211%	99.45-99.479%
SMAN 17	283	36	22.65	30,2	9677-9696	5400-5436	93.335-93.519%	52.083-52.431%
SMAN 18	270	36	24.64	28,55	8758-8785	6403-6428	84.471-84.732%	61.757-61.998%
SMAN 19	271	32	25	28,35	8561-8591	6535-6572	82.571-82.861%	63.03-63.387%
SMAN 20	249	27	28.65	35,45	6347-6373	1729-1772	61.217-61.468%	16.676-17091%
SMAN 21	251	30	23.2	26,6	9451-9471	7611-7652	91.155-91.348%	73.409-73.804%
SMAN 22	333	36	25.75	33,75	8112-8137	3027-3064	78.241-78.482%	29.196-29.552%
SMAN 23	293	35	29.05	31,8	6123-6158	4360-4389	59.057-59.395%	42.052-42.332%
SMAN 24	241	28	33.7	36,15	3065-3097	1158-1198	29.562-29.871%	11.169-11.555%
SMAN 25	335	39	25.35	30,65	8347-8386	5122-5147	80.507-80.883%	49.402-49.643%
SMAN 26	239	57	25	26,35	8561-8591	7765-7794	82.571-82.861%	74.894-75.174%
SMAN 27	204	0	25.55	0	8225-8255	n/a	79.331-79.62%	n/a
MAN 1	42	15	22.8	0	9677-9643	n/a	92.853-93.027%	n/a
MAN 2	183	10	20.45	0	10277-10282	n/a	99.122-99.171%	n/a

Source : Bandung PPDB Website and Education Agency, 2014

Abidin (2012) stated that the purpose of the policy is often unsuccessful. Then we need evaluation. Policy evaluation is necessary to find out the following aspects:

1. The process of policy-making
2. The process of implementation
3. The result of policy
4. The effectiveness of policy impact

However, some parents who were interviewed

judged that the territorial based PPDB system is already good enough to accommodate residents related to reducing congestion and making the same opportunities for all new students to study at any schools as well as reducing brokering in PPDB system. This PPDB system encourage the municipality to give attention to schools that are considered still has insufficient infrastructures. The restriction only to two school options is

considered being effective in order to make student serious and focus in making choices. This also will tighten competition for new student to study at favorite schools. In line to this, they need considerations, smart decision, and the seriousness before choosing a school. The point of this new policy is the seriousness and commitment of the students to the choice.

The municipality through the education agency has formed a team of complaints to manage any complaints from the citizens. As a solution, the authorities along with the principles will look for the best solution. Certainly, if they are contrary to the principle they cannot be fulfilled, but if they are not principle problems, the team would overcome it from the kind of cases. For instant, if the quota are not fulfilled or even exceed more than 40 percent, the team will discuss it, even though they have to work over time.

For parents whose children are not selected to study at public schools are suggested to enroll their children to private schools immediately. For private schools rejecting them, the team will discuss with the schools to comprehend the problem. All children in Bandung must go to school, it is the commitment of the municipality. However, the solution must meet with the rules, it does not mean that empty seats still can be opened, because it is not fair.

It has to be in line with the decentralization of education expected to improve the quality of education in Indonesia and to strengthen the municipality and school roles in order to enhance the quality of education. Good governance is the realization of bureaucracy reform. United Nations (2009) stated that the following are the indicators of good governance: (1) ability, the ability to implement policy and governance functions including effective and responsive public administration system, (2) accountability and transparency in decision making, (3)

participation and democracy process by using information from all stakeholders. (4) the attention for poverty and (5) commitment to the market oriented economic policy. While UNDP stated 2 indicators as the following: (1) decentralization to enhance the decision making at local level by emphasizing to the improvement of efficiency value, promote the equality in public service and (2) the joint venture of government and other institutions.

CONCLUSION AND RECOMENDATION

Conclusion

- a. In general, based on the evaluation of the policy changing from cluster to territorial system can be considered successful. Of the 252 complaint files, only 3 percent files still left and the rest 97 percent has been solved.
- b. However, there are problems left as the following:
 - o Short period time for the socialization of the rules. This leads society into confusion. The simultaneously schedule for academic and non-academic lanes causes obscurity in the fulfillment of quotas or school capacity.
 - o The incentive system given based on district territorial does not guarantee that the selected school is the nearest distance to the domicile of the students. As the result some students who have been selected at the school in their territory do not re-register back as there are other schools that are closer or located in the border region.
- c. The effort from Education Agency to form complaint team and overcome all problems even though it is need more time.

RECOMENDATION

- a. If PPDB will be directed at only territorial

system, equitable distribution of the quality of education and its facilities must be available, that all schools in the city have the same quality standard and facility. Favorite or not favorite school will gradually vanish.

- b. Need to be carefully calculated that the school age in each district and school availability and territorial system are not only by districts but also by radius (distance from home to the nearest school). The incentives system of the territorial selection is not based on districts where students live, it needs to be measured the nearest radius distance to the chosen school.
- c. Need new regulation for the different time schedule for academic and non-academic lanes in order to avoid unclarity on the fulfillment of the quota of each lanes. The quotas that are not met in one lane can be transferred to another lane quota.
- d. The next PPDB management at the high school level become the authority of the Provincial Government in line with the enactment of Law Number 23 of 2014. It would be better that the policies for new student admission at high school is in line with the recent system. In this regard, coordination needs to be done to accommodate it in the province policy (governor regulation).

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