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Equality of Educational Opportunity in Senior High School PPDB Zoning System in South Tambun

Fatoni Ihsan¹

¹ Faculty of Social and Political Science, Masters in Sociology, University of Indonesia, Depok, Indonesia E-mail: ¹fatoni.ihsan@ui.ac.id

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ABSTRACT

This article to explain the implementation of Student Admission (PPDB) by Zoning System in achieving the vision of educational equality, a case study in the South Tambun Region. Initially, the government issued Minister of Education and Culture Regulation number 1 of 2021 regarding PPDB BY Zoning System to remove the stigma of favorite and non-favorite schools and facilitate supervision of students. This research uses a qualitative approach, then the concept from James S. Coleman through his book Equality of Educational Opportunity (1967) describes the principles and concepts of equality of educational opportunity distribution in numerous ways. Coleman's study is used to assess the availability of equality of educational opportunity for various groups of students in Indonesia through a zoning system that has a vision of social equality for the community. Based on the results of the study, the zoning system has been running procedurally. However, the goal of equality of educational opportunities is hampered by the limitation of the old value-oriented paradigm and the consequences of new inequalities.

Keywords: Educational Equality, Education, Zoning System



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INTRODUCTION

Equality in the opportunity to obtain education among different social groups is one of the important aspects for socio-economic and political development in every society. Education is one of the means to eradicate social problems in order to bring society into the field of human development. However, the stigma of favorite and non-favourite schools is something that needs to be highlighted from the education system in Indonesia.

This situation causes the so-called 'favorite' schools to get relatively high input from students who tend to have high National Examination scores, even though the National Examination is not the only indicator that determines student potential and achievement. Teachers in 'favorite' schools provide teaching with high competency, eventually the 'favourite' schools graduate their students with relatively high scores. The dichotomy between favorite and non-favourite schools can narrow differences and enlarge the gap (Effendi, 2018). This flow continues between generations without equal distribution of the quality of every school in Indonesia.

As an effort to improve quality and equitable competitiveness through the implementation of Student Admission (PPDB), the Government issued Minister of Education and Culture Regulation number 1 of 2021 concerning PPDB by prioritizing the non-discrimination, objective,

transparent, accountable, and fair principles. The new PPDB policy and system is the zoning acceptance system. The zoning system is a selection process by dividing the regional system into several zones, taking into account the geographical location, administrative area, and the location of the education unit to the domicile of prospective students. This selection prioritizes the closest distance of the student's domicile to the nearest school through Google Map. The conditions for student admission in 2020 are 50% of zoning, 25% of achievement (academic and non-academic), 20% of affirmation, and 5% of parent transfer (Minister of Education and Culture Regulation no 1 of 2021).

No	Distance	Score
1	0 - 1000	395
2	1001-2000	394
3	2001 - 3000	393
4	3001 - 4000	392
5	4001 - 5000	391
6	5001 - 6000	390
7	6001 - 7000	389
8	7001 - 8000	388
9	8001 - 9000	387
10	9001 - 10000	386
11	> 10000	385

Table 1. Scoring of Students Distance to Education Units

Several research has been carried out to evaluate the implementation of the zoning system as a solution to the practice of inequality in the school environment. A research conducted by Kosasih can be concluded that zoning can be accepted by local stakeholders according to stakeholders' perceptions of the implementation of the PPDB zoning system at the Regency/City and Provincial levels, by collecting secondary data related to rules before and after the implementation of the zoning system (Kosasih, 2019). According to Martitah in her research (2019), the zoning system is a strategy from the legal aspect for equal distribution of education quality, as well as an answer to how this zoning system is in accordance with the development of the disruptive era. Sean F. Reardon used a different research method in 2001, a quantitative approach with a fixed-effects regression model. This study concluded that although there is an exploration of the relationship between suburban minority communities and school segregation patterns in suburban areas, another effect of the zoning system can increase the participation of black, Hispanic, and Asian students in learning at school. Schools that have multicultural students indirectly open up more space for cross-racial and ethnic interactions.

At the practical level, the implementation of the zoning system policy is not accompanied by careful preparation, causing several new problems regarding the lack of socialization of the PPDB system to prospective students, the lack of infrastructure readiness, and the online registration system which lacks the experts. How is the PPDB Zoning System implementation in achieving social equality in education? And what are the social impacts of this Zoning System policy? The research aims to explain the implementation of the PPDB Zoning System in achieving the principles of social equality and equal distribution of education in South Tambun.

Coleman's Equality of Educational Opportunity

It is commonly known in Indonesia that access to quality education cannot be perceived by all students especially for those who do not have access and opportunities in formal schools. According to the National Development Planning Agency (2014), some of the problems faced in achieving the educational development target are inequality in access to education, the low proportion of teachers academic qualifications in Bachelor/Diploma, and the maldistribution of teachers, resulting in a low ratio of teachers to students. The expansion of equal access to education has not yet been maximized; therefore, the writer is interested in discussing the product of the zoning system policy as an answer to the problem of inequality in access to education in Indonesia. A number of empirical studies agree (Poder, 2017) that a student's educational achievement should be independent of his family's socioeconomic background.

The disparity is related to inequality in the quality of education service providers, both public and private, in Indonesia. The implication is that if there is a gap in the aspect of meeting educational needs, the potential for social inequality will be more visible. The concept of equality or equity according to James Samuel Coleman (1967) in his book entitled "Equality of Educational Opportunity" described the concept of equality of educational opportunity as one of the educational practices that emerged in the 19th and 20th centuries. Initially in 1966, Coleman was appointed by the US government as a committee of experts to study the possibility of equitable distribution of educational resources in society.

The implementation of the zoning policy is the government's effort to transform the Indonesian education system in accordance with Coleman's concept of equal educational opportunity. Coleman initially formulated the concept and method of equality of opportunity for US citizens, then Coleman's concept of Equality of Educational Opportunity has been appropriate as a knife for analyzing the zoning system to achieve equality of opportunity. From Coleman's point of view, it will be seen to what extent the zoning system provides the widest possible access to education. This zoning system has non-discriminatory, transparent, fair, accountable, and objective principles as an effort to equalize the quality of education, especially in Senior High Schools in South Tambun.

METHODS

Research to explain the PPDB Zoning System polemic. The scope of this research policy evaluation is the implementation of the zoning system in the South Tambun, Bekasi Regency. The selection of high school in South Tambun as a case study in this research for several reasons: First, South Tambun is an area as a scope and representation of education in West Java, The National Team for the Acceleration of Poverty Reduction official website reveals that the largest concentration of Indonesian children who do not attend school or drop out of school are in the Province of West Java with 958,599 children in total. Second, South Tambun is the most populous sub-district in Bekasi Regency. In 2014 there were around 469,668 people or about 15% of the population of Bekasi Regency which reached a total of 3 million people (pojoksatu, 2015).

Descriptive analysis in this study is used to assess the availability of equality of educational opportunities for children from various ethnic groups, ethnicities, religions, and different economic backgrounds through the reform of the zoning PPDB system from the perspective of the sociology of education. The Coleman concept is used to see the possibility of equal distribution of educational resources resulting from the Zoning System towards the ideals of educational social equality.

RESULTS AND DISCUSSION

Zoning Implementation in Equality of Educational Opportunity Indicators

The zoning policy is the government's effort to transform the education system in Indonesia. With the concept of the Coleman zoning system, it will be seen from the same point of view as educational access opportunities. Initially, Coleman formulated the concept of equality of opportunity for Americans, but in this study Coleman's concept of Equality of Educational Opportunity is used as an indicator of the analysis of the zoning system to achieve equality of opportunity, the following are descriptive results based on field findings in South Tambun:

1. Free Education

The first indicator of equality of educational opportunity according to Coleman is free education, to a certain extent which is the main entry point for secondary students who in Indonesia are included in the labor force category.

In South Tambun, free education has been implemented for high school, vocational, special needs schools both public and private. Dues or tuition fees which are mandatory monthly for students are free from the second semester in January 2021 (Kompas, 2020). The total funds allocated for the program amounts to Rp 2.2 trillion, with details of Rp 800 billion for private schools (Rp 700,000 per student) and Rp 1.8 trillion for public schools (Rp 1,200,000 per student).

Coleman's concept (1987) implicitly assumes that the existence of free schools in South Tambun eliminates economic sources of opportunity, although the existence of free schools does not mean that the cost of student education becomes zero for all levels of society. When the monthly fee is eliminated, there will be families who find it difficult to pay for their children's daily expenses for school. For the lower classes, the labor of a child is needed to help meet the needs of the family.

The Regional Government (Pemda) of West Java Province since January 2021 has made efforts to increase accessibility and learning opportunities (Kompas, 2020). These two things are the main focus of education development carried out by local governments. Along with the implementation of the zoning system, the West Java education office guarantees access to education for students from the Economically Disadvantaged Family (KETM) group who are not accepted at the 2019 New Student Admissions (PPDB), but attend private SMA/SMK. For students who cannot afford free education fees from the government to attend private SMA/SMK. Such efforts were carried out by cutting grant funds and official travel budgets for the State Civil Apparatus (ASN) in order to realize the free education program.



Chart 1. Dues Withdrawal Practices at Public Senior High Schools

To find out the implementation of the West Java governor's regulation on free education, the writer conducted a survey of high school students in South Tambun. Based on the results of the checklist survey in 2021 regarding school fees, as many as 50% of respondents admitted that there were no fees charged to students. However, as many as 52% of respondents admitted that they still received a bill for school tuition every month. As many as 45% admitted that schools collected building fees from students. At the time of initial entry or at the time of school re-enrollment, 34% of respondents admitted that they were asked for an enrollment donation (Author, 2021). Even though the government has set the education cost of free high school, in fact there is still a practice of collecting money on students.

2. Curriculum for All

The Independent Learning Curriculum (Merdeka Belajar) which has been implemented in all Tambun Selatan Public Senior High Schools is an implementation of the Indonesian Ministry of Education and Culture's policy program. The embodiments of this curriculum include: First, the implementation of USBN is returned to the school, in this case Senior High Schools in South Tambun given the flexibility of assessment since 2020. Second, the National Examination is replaced with a Minimum Competency Assessment and Character Survey, which results are used as an input for schools to improve their learning activities. The abolishment of the National Examination was also accepted by Dyah as the Head of the Curriculum Division of SMAN 4 Tambun Selatan is not a problem, but it is necessary to look at the future effects, "In my personal opinion, yes, because student's success cannot be measured from it (UN), so it does not matter. It is just that if you look at the level of student achievement motivation, you can't see it now, it has to be sustainable for at least 5 years, then we can conclude the results from the absence of this UN" (Dyah, 2021). Third, the PPDB zoning system was expanded and provided more opportunities for students from various backgrounds.

This transformation of the Independent Learning curriculum accommodates all students, regardless of their background. Coleman viewed that the more comprehensive the available curriculum to various groups of students, the greater the opportunity for them to

develop themselves. In fact, the form of curriculum inequality is the use of a curriculum that only serves the minority and is not designed to meet the needs of the majority (Coleman, 1967), and the change to the Independent Learning curriculum is intended to serve the needs of the new majority in schools. "Freedom of learning is that students are given the independence of what they want to learn in any way" (Dyah, 2021).

3. Providing Children from Diverse Backgrounds Attends the Same School

The mandate of the 1945 Constitution states that part of the task of the nation is to educate the life of the nation, especially schools as educational institutions to accommodate the needs of students with various potentials. The zoning system opens up opportunities for every prospective student to attend school in the place closest to his home. The zoning that opens equal opportunities for prospective students to go to school was stated by Maman Rukmana as the Principal of SMAN 6 Tambun Selatan, "then it also makes each school has the potential to develop their schools, because those who come to the school are diverse and most likely intelligent students get in the school and are not monopolized by certain schools" (Maman, 2021).

The next aspect of the Coleman concept of equality of educational opportunity is the availability of the same school for children with different backgrounds. This is not to make every school identical to one another, but rather to promote equality of school development and the movement towards a progressive curriculum. The following are some of the general requirements for prospective students to take part in the PPDB selection (PPDB Zoning technical guidelines, 2021):

- 1) Graduation Certificate
- 2) Birth Certificate
- 3) Family Card (minimum one year)
- 4) Report Card (semester 1 to 5)
- 5) Parental Absolute Responsibility Letter

From the five general requirements above, it can be seen that all children in Indonesia have the opportunity to take part in the SMA registration selection. With the general administrative requirements assuming that all students have it, without considering the parents' salary, parents' job details, and symbols of certain social classes.

However, for the vice principal of student affairs, this zoning policy raises another obstacle, "actually, the first obstacle is that we cannot choose the students, the selection is 50% of the zoning, whether we want to or not, we accept them, which we have to accept anyway, the value will automatically change from moderate to low" (Susi, 2021). At the classroom level, this policy raises new challenges for teachers in teaching, mainly due to the high heterogeneity between students and the decline in academic grades.

This zoning system was also accepted by Mr. Gatot as a assisstant principal of students affairs at SMAN 1 Tambun Selatan which in fact is considered a favorite school in Bekasi Regency by parents. Mr. Gatot acknowledged the government's wish, which hopes that there will be no exclusive schools, high grades, and basically the schools are the same everywhere. The hope is that all children can go to any school, so there will be no term as superior school. As much as 25% of the entrance quota for achievement track is free. Anyone from anywhere, through the achievement track be accepted to any school.

Based on the analysis of student profiles at SMAN 1, Mr. Gatot concluded:

"The backgrounds are heterogeneous, some are below ability, some are rich, many, even though there are several tracks such as affirmations, we also take underprivileged children. It is clearly very heterogeneous."..."Most of them are Sundanese, most of them

are Moslem. Christian, Hindu, Buddhist, they are all here. We have never rejected any background, we accept anyone as long as they fulfill the PPDB requirements."

4. Opportunity for The Locals

The school's obligation is to "provide opportunities" in reachable geographical access for children (Coleman, 1967: 8). This is a symbiotic mutualism between local tax support sources and the schools there, thus according to Coleman's concept is to improve the quality of education, especially for the locals. A study by the United States Environmental Protection Agency in 2003 pointed out the nearest school location and the school options in encouraging students to walk and cycle to school for elementary students (Wilson, Marshall, Wilson, & Krizek, 2010). The study showed that more parents send their children to schools that are closer to home than schools that are far from home as a reason for choosing schools. The study showed that more parents send their children to nearer schools than the far one as a reason for choosing schools.

The dominant thing from the PPDB policy is the emphasis on the zone route or the distance between the prospective student's domicile to the school which directly provides convenience to the residents around the school. The zoning system model is said to be the initial bridge for the realization of an education system based on social equality, with the main goal of this system being to provide equal opportunities for all levels of society. Zoning as an equal distribution program to improve the quality of education. Referring to Coleman's view that in this position the zoning policy provides easy geographical access for children in obtaining education. Because considering the existing schools it must be useful for the surrounding community (Maman, 2021). Compared to the PPDB experience in the previous three years which was not based on zoning – or the Real Time Online system – it often caused problems, including students who were close to schools not being accepted to the nearest school, resulting in protests in the Tambun community.

Maman as the school principal added that with the zoning system, students or the locals would be easier to enter the nearest school so that it would relatively reduce the risk of social problems in their daily lives, and could reduce the potential for clashes (brawls) on the road. Zoning that opens up opportunities for locals is supported by the PPDB Zoning technical guidelines which require Family Cards (KK) and Identity Cards (KTP) to be in certain zones. ID cards of parents and prospective students are listed on the KK for at least a year to anticipate the misuse of the KK. This finding is in line with Wilson's research (Wilson et al, 2010) that there are significant implications where school zoning policies have an effect not only on education, but also have implications for overcoming physical inactivity and children's health, increasing dependence on motorized transportation, traffic around schools, safety, active transportation to school, air quality and greenhouse gas emissions.

In addition to providing easy access to educational services for students around the school, it also minimizes transportation costs for students. As found by Mandic, et.al. (2017:1), that the school zoning scheme is able to provide convenience for students to attend schools close to their homes. In the same year, Saporito (2017) through research in America found that the application of the zoning system was based on minimizing student transportation costs.

The Strength of the Education Stratification Paradigm

The paradigm shift from educational stratification to equality of opportunity requires a longer adjustment period both in the school itself and in the community. "Although the term is also, in my opinion, better than before. Using tests, using National Examination scores" (Susi, 2021). School selection in some cases is still considered as an investment for social status. There is a general understanding that school scores, grades, rankings can be accumulated into future

income, and can also be related to future social networks (Ammermueller & Pischke, 2009, in Poder, 2017), social recognition (Jaeger & Holm, 2007, in Poder, 2017).), or fear of declining social status (Breen & Goldthorpe, 1997, in Poder, 2017). The choice of schools selection with consideration of the social status was said by the head of SMAN 4 Tambun's student affairs, "Indeed, now in the country, there is no such thing as a favourite and a non-favourite, maybe to eliminate this time, this zoning. Even though there is no favourite school, children will definitely want the favourite one (school that is considered to be favourite), they still want it" (Susi, 2021).

The strong dichotomy of favourite and non-favourite schools gets different effects from this zoning system. At that time, SMA 6 Tambun Selatan was a new school. Maman, the principal, who was also the person in charge of PPDB, felt a progressive development for the new school. The reason was that diverse students can enter the nearest school even though the school has not been established for a long time. "However, for the school that was first established in South Tambun, it has many achievements, it has also been affected" (Maman, 2021). "Because what I heard from some of my colleagues in Tambun Selatan 1, it felt really awkward. South Tambun 1 is the favourite in Tambun Selatan, even in Bekasi Regency, with the UN scores, and now suddenly it can't come from anywhere, now it's definitely felt in Tamsel 1" (Dyah, 2021). Every school competes with equal opportunities, schools both have diverse input and potential for students. The progress of schools depends on the management of each school.



The New Inequality

Chart 2. Quota of 2020 and 2021 PPDB

There are four registration tracks that students can take for students admission in the 2020 zoning system:

1. Zoning

The government stipulated the education unit to open a zoning track with a percentage of 50% of the total number of school quotas. Zoning is a track for prospective students based on a regional division system by considering: the location of the education unit to the domicile/residence, geographical location, and the administrative area of the prospective student.

2. Affirmation

The 2020 PPDB policy also provided access to prospective students who are in the lower middle economic with a 20% quota through the affirmation track. Affirmations are a track for prospective students who come from economically disadvantaged families (KETM). The requirement for this track is to have a poverty alleviation program card or be registered with the local Integrated Social Vulnerability Data (DTKS).

3. Transfer

To accommodate students who are victims of natural and/or social disaster evacuation, as well as to follow their parents on duty, there is a transfer track with a quota of 5% of the total revenue. This transfer track is intended for prospective students who are domiciled following the transfer of parental duty, for children of teachers/supervisors/educational staff, and families of victims of natural/social disasters.

4. Achievement

For prospective students who have achievements, they can register for 2020 PPDB and compete through the achievement track with a quota of 25%. This achievement track is divided into academic achievements and non-academic achievements. The academic achievement track is intended for prospective students who have achievements based on the acquisition of academic report cards, while the non-academic achievement track is for prospective students who have achievements in competitions or championships.

The efforts of the zoning system in realizing equality of educational opportunities with the consequences of the emergence of new inequalities. The reason is that the capacity is limited to each school, so changes to the quota on one track will affect the quota on the other tracks. A zoning quota of more than 50% reduces the chance for students to enter through achievement, affirmation, and parental transfers. Inequality of educational opportunity refers to the unequal distribution of educational opportunities among individuals. "Now we imagine an excellent student, and he doesn't get a place in zone A and zone B, he's in the middle, this child can't register to any school, sir" (Susi, 2021).

In general, social inequality is a condition in society that is formed based on the level or hierarchy of class, race, and gender. Banks (2007) concluded "In particular, classism, racism, gender inequality, and cultural dominance have prevented equality in life opportunities." The distinction unfairly distributes access to resources and rights of each individual. PPDB zoning method is a difference in the process of open competition and limits the freedom of children to choose schools according to their willingness. "In the achievement track, he lost because his achievements were accumulated by zoning calculations. Such a poor child, he cannot be accommodated anywhere. It's a pity, I also don't like it, it can't be distributed evenly" (Susi, 2021). Students who perform both academically and non-academically have the opportunity to enter the intended school.

Inequality is also experienced by prospective students who are domiciled not close to any school. Prospective students who are far from the school are another group that is disadvantaged because they are less likely to be accepted into public high schools. The emergence of new inequalities for prospective students whose homes are close to public schools. The zoning system policy benefits the middle class, which is easy to send their children to public schools. Ultimately, zoning creates segregation in society due to school polarization according to ethnicity and class (Thrupp, 2007) and community gentrification (Montt 2011 & Pearman 2017).

CONCLUSION

The stigma of favourite and non-favourite schools enlarges the gap of education in Indonesia. Access to quality education has not been felt by all students, especially for those who do not have the opportunity to attend formal schools. The zoning system policy is present as a government effort to address the problem of inequality of access to education in Indonesia. From Coleman's point of view, it can be seen to what extent the zoning system provides access to educational opportunities in South Tambun: First, free education. South Tambun is one of the areas that provides free education for high school, vocational, special needs schools both public and private. The existence of this free school eliminates economic resources and opportunity inequalities. Second, the curriculum for all children. The Independent Learning Curriculum is a curriculum change that aims to serve new mainstream needs and open up more opportunities for various backgrounds. Third, inclusive schools. The zoning system in South Tambun opens the opportunity for every prospective student – regardless of family background – to go school the closest school to their home. Fourth, opportunities for locals. The school zoning system is to provide opportunities for reachable geographical access for children, especially opening opportunities for locals.

The implementation of the zoning policy with the tagline "all children can go to school" has consequences for other prospective students who are not accommodated in high school for dense areas such as South Tambun. The strong dichotomy of favourite and non-favourite schools in the community, that the decision to choose a school is still considered as an investment for a certain social status. In addition, changes to the quota on one track will affect the quota on the other track. Zoning quotas that are more than 50% automatically reduce the chance of students through other channels, so that new inequalities are accepted for those who enter through the achievement, affirmation, and parent transfer tracks.

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