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Implementation of the new student admission policy or *Penerimaan Peserta Didik Baru (PPDB)* through the zoning system at SD Inpres Perumnas

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ABSTRACT

This study aims to analyze the implementation of the New Student Admission (PPDB) policy through the zoning system at SD Inpres Perumnas Makassar City using the George C. Edwards III model which includes communication, resources, disposition, and bureaucratic structure. The research uses a qualitative approach with a descriptive case study design. Data was obtained through interviews, observations, and documentation of five informants, namely the principal, operator, PPDB committee, and two parents of students. At SD Inpres Perumnas, communication is carried out in a structured and multi-channel manner, including official circulars, coordination meetings, online groups, banners, and helpdesk posts. At SD Inpres Perumnas, communication is carried out in a structured and multi-channel manner, including official circulars, coordination meetings, online groups, banners, and helpdesk posts. The school prepares competent committees and operators, adequate technological facilities, and document support from students' parents. The school prepares competent committees and operators, adequate technological facilities, and document support from students' parents. Attitude and commitment, school principals and teachers show high commitment in carrying out the technical instructions of the Education Office, while parents of students tend to accept and understand the objectives of the policy. A clear and organized bureaucratic structure facilitates effective policy implementation. A firm division of tasks, continuous coordination, and responsiveness to students' parents ensure that the registration process takes place in an orderly, directed, and transparent manner. The implementation of the PPDB zoning system still faces technical, administrative, and public perception challenges, including network disruptions, system access during a surge in registrants, mismatches in population data, and parents' understanding of the registration flow. This challenge shows that even though policies have been implemented in accordance with regulations, improvements in technical aspects, services, and socialization are still needed.

Keywords: new student admissions; *Penerimaan Peserta Didik Baru (PPDB)*; policy implementation; zoning system

1. INTRODUCTION

Education is a fundamental right of every citizen and is the main basis for human resource development. The Indonesian Constitution states that every citizen has the right to education ([Republic of Indonesia, 1945](#)). This mandate is emphasized in Law Number 20 of 2003 concerning the National Education System, stipulating that national education develops the potential of students and shapes the character and civilization of the nation that produces. Thus, the state ensures that access to and the quality of education are fair, equitable, and of high quality.

However, in practice, the Indonesian education system still faces the problem of inequality of access and quality between regions and between educational units. [Dongoran and Aditia \(2026\)](#) state that the phenomenon of "favorite" and "non-favourite" schools indicates the concentration of outstanding students in a particular school, while other schools experience a shortage of students and resources. The OECD report (2019) also shows that the disparity in the quality of education in Indonesia is still influenced by socioeconomic factors and the uneven distribution of resources. This inequality ultimately widens the inequality of learning opportunities among students.

In response to these problems, the government implemented the New Student Admission (PPDB) policy through the zoning system. This policy has been enforced nationally since 2018 and continues to undergo regulatory improvements, one of which is through the Regulation of the Minister of Education and Culture Number 1 of 2021 concerning the Admission of New Students [Ministry of Education and Culture of the Republic of Indonesia Number 1 \(2021\)](#). Through this system, the distance between students' residence and school is used as one of the main bases for admission, with the aim of expanding equal access to education and reducing the dichotomy between excellent and non-superior schools.

Although zoning policies have been widely discussed, previous research has focused more on junior and senior high school levels and tends to highlight public perceptions or their impact on the quality of education in general ([Purwanti et al., 2019](#)). Studies that specifically examine the implementation of the PPDB policy of the zoning system at the elementary school level, especially at the level of certain educational units, are still relatively limited. In fact, the elementary school level has different characteristics because it is directly related to access to basic education that is closest to the domicile of students, school capacity, and readiness of educational services at the local level. This is where the gap in this research lies.

Departing from this gap, this study offers a more specific contribution than previous studies. First, this study focuses on the analysis at the elementary school level, which has not been widely studied in the implementation of zoning policies. Second, this study examines policies at the level of educational units, namely SD Inpres Perumnas, to show how policy design is translated into daily administrative practices in schools. Third, this study uses [Edwards \(1980\)](#) policy implementation model in an integrated manner through the dimensions of communication, resources, disposition, and bureaucratic structure. Thus, this study not only discusses zoning as a normative policy but also explains more concretely the factors that affect its success or obstacles in the field.

Normatively, zoning policies are in line with the principle of distributive justice in public policy, which involves a more equitable distribution of resources to create equal opportunities [Putri et al., \(2024\)](#). From a policy implementation perspective, the success of a policy is greatly influenced by communication, resource availability, implementing disposition, and bureaucratic structure [Edwards \(1980\)](#). This means that the effectiveness of the zoning system is not only determined by the clarity of regulations but also by how the policy is implemented by implementing actors at the school and local government levels.

In contrast, the implementation of zoning systems in various regions shows complex dynamics ([Sutadi et al., 2025](#)). A number of studies have identified the pros and cons in society, especially related to the limited capacity of public schools, manipulation of domicile addresses, and perceptions of school quality ([Syakarofath et al., 2020](#)). Other research also shows that not all schools have adequate facilities, infrastructure, and human resources to support the equitable distribution of education quality in

Yangambi (2023). These findings show that there is a gap between policy objectives and the reality of their implementation.

At the elementary school level, this issue becomes increasingly important because basic education is the initial foundation for the development of students' competencies (Milwan & Sari, 2025). In the local context, SD Inpres Perumnas, as an elementary school in a residential environment, has diverse social characteristics and a potentially high number of registrants from the surrounding area. However, the implementation of PPDB through the zoning system in schools also has the potential to face various obstacles, such as inconsistencies in domicile data and public perception of school quality. This condition makes SD Inpres Perumnas a relevant location to examine the implementation of zoning policies in a real context.

The urgency of this research lies in the importance of evaluating the implementation of zoning policies at the basic education level as the foundation of equitable distribution of national education. If the implementation at the elementary school level does not run optimally, the long-term goal of equitable access and quality of education will be difficult to achieve. Therefore, the results of this study are expected to be evaluation materials for schools, education offices, and policymakers to improve the PPDB mechanism of the zoning system to be more adaptive to local conditions and community needs.

Thus, research on "Implementation of the New Student Admission Policy (PPDB) through the Zoning System at SD Inpres Perumnas" is important to be conducted because it not only examines the effectiveness of policy implementation but also identifies the factors that affect its implementation at the elementary school level. This study is expected to enrich the literature on public administration and education policy and provide practical recommendations for realizing a more equitable and equitable education.

2. RESEARCH METHOD

This study uses a qualitative approach with a descriptive case study design to analyze the implementation of the New Student Admission Policy (PPDB) through the zoning system at SD Inpres Perumnas, Makassar. The qualitative approach was chosen because this research aimed to understand in depth the process of policy implementation, interactions between actors, and the experiences and responses of implementers and service users to the implementation of the zoning system. This study uses Edwards' (1980) theoretical framework for policy implementation, which emphasizes four main dimensions: communication, resources, disposition, and bureaucratic structure. These four dimensions were used as the main analytical framework for interpreting the field data.

The research was conducted at SD Inpres Perumnas because this school is one of the public elementary schools that implements the zoning system in the PPDB process and has the characteristics of a residential environment with high potential for registrant dynamics. The research informants were determined using purposive sampling, which is the deliberate selection of informants based on their direct involvement, knowledge, and relevance to the implementation of the PPDB policy of the zoning system. The informants in this study were five people, consisting of the principal, PPDB executive committee, school operator, and two parents of students as representatives of service users.

The data sources in this study consist of primary and secondary data. Primary data were obtained through interviews, observations, and field notes. Interviews were conducted with all informants to gather information about the implementation process of PPDB zoning, the obstacles faced, the form of coordination between actors, and perceptions of policy effectiveness. Observations were conducted to firsthand observe the mechanism of PPDB implementation in schools, including service flows, data verification implementation, and interactions between schools and the community. Secondary data were obtained from relevant documents, such as PPDB technical instructions, Education Office regulations, school documents, PPDB implementation archives, and scientific literature that supports the research focus.

In this study, the researcher played the role of the main instrument that collected, processed, and interpreted the data. To maintain the direction of data collection, the researcher used interview

guidelines, observation sheets, documentation, and field notes. After the data was collected, all interview results were transcribed verbatim and then read repeatedly to gain a thorough understanding of the content of the data. Furthermore, the analysis was conducted through several stages. First, the researcher performed the initial encoding (*initial coding*) by marking relevant data parts to the focus of the research, such as information on policy socialization, resource readiness, implementation attitudes, and administrative procedures. Second, initial codes with similar meanings were grouped into analytical categories. Third, the categories were developed into thematic themes that explained the pattern of implementation of the PPDB policy of the zoning system at the research site.

Theme reduction was conducted in a deductive-inductive manner. Deductively, the analysis process was guided by four dimensions of policy implementation, as described by Edwards (1980): communication, resources, disposition, and bureaucratic structure. Inductively, the researcher remained open to the possibility of the emergence of subthemes from field data that were not entirely unexpected from the beginning. Thus, the resulting theme not only follows the theoretical framework but also reflects the empirical conditions at SD Inpres Perumnas.

The communication dimension was analyzed using indicators of policy information delivery, clarity of policy content, consistency of information, and intensity of socialization to parents and school implementers. The resource dimension is analyzed through the availability of human resources, supporting facilities and infrastructure, technical information, and administrative capabilities in implementing zoning PPDB. The disposition dimension is analyzed through the attitude, commitment, acceptance, and responsiveness of implementers to policies. Meanwhile, the bureaucratic structure dimension is analyzed through the division of tasks, work procedures, coordination between actors, and the existence of technical instructions or operational standards in the implementation of PPDB. This operationalization was used as a basis for compiling interview guidelines, coding, and interpreting research results.

Data analysis was conducted using interactive analysis models (Miles et al., 2014), which include data condensation, data presentation, and drawing conclusions and verification. In the data condensation stage, the researcher selects, focuses, and simplifies field data according to the research focus and Edwards III dimensions. At the data presentation stage, the results of coding and categorization are compiled in the form of narrative descriptions and thematic matrices so that the relationships between findings are easier to understand. At the conclusion-drawing stage, the researcher interprets the patterns of policy implementation that emerge from the data and re-verifies them with other data sources so that the conclusions produced remain consistent and accountable.

The validity of the data was maintained through source triangulation and triangulation techniques. Source triangulation was conducted by comparing information from school principals, PPDB committees, school operators, and parents. The triangulation technique was conducted by comparing the results of interviews, observations, and documentation. In addition, the researcher conducted member checks with the informants to ensure that the results of the researcher's interpretation were in accordance with the information they conveyed. With this procedure, this research is expected to have a stronger level of credibility, consistency, and analytical transparency in explaining the implementation of PPDB policies through the zoning system at SD Inpres Perumnas.

3. RESULTS AND DISCUSSION

Based on the results of research that has been carried out on the Implementation of the New Student Admission Policy (PPDB) through the zoning system at SD Inpres Perumnas, it was found that the implementation of this policy is not only related to the implementation of zoning rules administratively, but also reflects the process of coordination, communication, and resource readiness in the school environment. The implementation of the zoning policy requires the active role of the principal as the person in charge, the school operator as the technical implementer, the PPDB committee as the implementation team, and the participation of students' parents as parties who directly feel the impact of the policy.

Theoretically, policy implementation is the process of implementing decisions formulated by policymakers so that the goals that have been set can be achieved. In this study, policy implementation is analyzed using Edwards (1980) theory. The success of policy implementation is influenced by four key variables: communication, resources, disposition (attitude of implementers), and bureaucratic structure. These four factors interact with each other and play a role in determine the level of effectiveness of policy implementation in the field.

Referring to this theory, the implementation of the PPDB policy through the zoning system at SD Inpres Perumnas can be understood as a series of activities carried out by the school based on technical instructions and regulations from the local government. The purpose of implementing this policy is to realize equal access to education, increase the transparency of the student admission process, and create a fair selection system in accordance with the domicile of prospective students.

This study involved five (5) informants: the principal, school operator, PPDB executive committee member, and two parents of students. The five informants were selected because they had direct involvement in the implementation of the PPDB policy of the zoning system, both as implementers and as service recipients.

In line with the theoretical framework of Edwards III, the discussion of the results of this research will be analyzed based on four policy implementation variables: (1) communication, (2) resources, (3) disposition or attitude of implementers, and (4) bureaucratic structure. The following describes the results of the data analysis obtained from the research at SD Inpres Perumnas.

3.1. Communication

Communication is an important element in policy implementation because policies can only be implemented effectively if their content, objectives, procedures, and implementation mechanisms are clearly understood by implementers and target groups. Good communication not only means that information has been conveyed but also that the message is received, understood, and interpreted relatively equally by the parties involved. In the context of PPDB through the zoning system, the communication dimension is very important because this policy concerns technical rules that are in direct contact with the community, such as registration schedules, administrative requirements, online registration flows, and zoning determination mechanisms based on domicile.

The results of the study show that SD Inpres Perumnas has made policy communication efforts through various media and information channels. Information about the schedule, requirements, and registration stages is conveyed through school announcements, social media, banners, information boards, and WhatsApp groups. The use of these many channels shows that the school is trying to reach out to the community in a more open and adaptive way to the current communication habits of the community. This strategy is important because prospective students and parents do not always access information through the same source; therefore, a variety of communication media can help expand the reach of policy delivery.

This is reflected in the statement of informant R, who stated, *“Information about registration is usually conveyed through announcements from schools, WhatsApp groups, information boards, and banners. Therefore, parents can find out the schedule and registration requirements before the PPDB starts”* (Interview, 2026. R). This statement shows that schools do not only rely on formal communication from official offices or official letters but also utilize media that are closer to people's daily lives. This finding was reinforced by informant N from the parents of students who stated, *“We know the registration information from the school announcement and also from the neighborhood WhatsApp group, so we can find out the schedule and registration requirements”* (Interview, 2026. N). The two quotes show that, in general, access to basic PPDB information is available and can be reached by the public. This means that at the information dissemination stage, the school has carried out its communicative function quite well. Parents are not in a position of complete ignorance but rather have obtained preliminary information that will allow them to prepare themselves before the registration period opens.

However, the effectiveness of communication is not only measured by the availability of information media but also by the level of public understanding of the substance of the message

conveyed. In this respect, the study found that there is still a gap between the available information and the public's ability to understand the technical aspects of the policy. Some parents are still confused, especially regarding online registration, distance measurement mechanisms, the use of coordinate points, and the suitability of administrative documents with the data that appear in the system.

This was revealed by informant Z as follows: “*At first, we were a bit confused about the online registration and zoning system, especially regarding distances and coordinate points. So, we came to the school to ask directly to make it clearer?*” (Interview, 2026. Z). This information shows that the communication problem in the implementation of PPDB at SD Inpres Perumnas does not lie in the absence of information, but in the lack of simple technical explanations for the public. This means that communication is already running at the level of delivery, but it is not yet fully effective at the level of understanding. In policy implementation, this kind of condition is quite common: the implementer feels that the information has been conveyed, while the public still feels that they do not understand the practical meaning of the information. It is important to distinguish between communication as the transmission of information and communication as the creation of understanding.

From these findings, it can be interpreted that the communication dimension in the implementation of the PPDB zoning system at SD Inpres Perumnas is quite effective but not optimal. Schools have shown openness in conveying information; however, there is still a need for simplification of policy language, more detailed technical explanations, and more interactive socialization patterns. For example, written information needs to be supplemented with a simulation of the registration flow, an explanation of how to read the coordinate point, or an example of a case related to domicile requirements. Thus, policy communication not only announces provisions but also helps the public understand and implement these provisions appropriately.

These findings are in line with the view [Kondolele et al., \(2025\)](#) which emphasizes that effective public communication is influenced by the clarity of messages, the suitability of the media, and the ability of the audience to capture the meaning of policies. In the context of this study, schools have done quite well in terms of communication media; however, it is still necessary to strengthen the quality of the substance of the message so that the policy is not only known but also correctly understood by the community.

3.2. Resources

Even a good policy will not be effective if it is not supported by adequate resources. Resources in policy implementation include not only the number of personnel but also the ability of implementers, availability of facilities and infrastructure, technical information support, and the organization's ability to manage activities operationally. In the implementation of PPDB through the zoning system, the resource dimension is very important because the process of accepting new students requires administrative readiness, technology, work coordination, and the ability to provide services to the community quickly and accurately.

The results of the study show that SD Inpres Perumnas has sufficient basic resources to support the implementation of PPDB policies through the zoning system. The school has officially formed a PPDB committee, appointed an operator in charge of managing the system, and prepared supporting facilities such as computers, Internet networks, and service rooms for the community. This readiness shows the school's efforts to adjust to the demands of policies based on digital systems and administration.

This was conveyed by informant H “*The school formed a PPDB committee and an operator in charge of managing the registration system. In addition, computers and internet networks are also prepared so that the registration process can run smoothly*” (Interview, 2026. H). The information shows that the school did not enter the PPDB period without preparation, but had prepared an implementing structure and basic facilities to support activities. From the perspective of policy implementation, the readiness of these resources is important because it shows the organization's support for program implementation. The policy is not carried out spontaneously, but through minimal planning in the form of assignment and provision of operational facilities. This finding is also strengthened from a community perspective. Informant N stated, “*If we have difficulties during online registration, we usually come directly to the school. At the school, there is*

already a committee that helps explain and check the registration documents” (Interview, 2026. N). This statement emphasizes that the resources provided by the school not only function for internal needs but also serve as a form of direct service to the community. In other words, the existence of committees and facilities in schools serves as a bridge for parents who have difficulty accessing the system independently. At this point, resources are not just technical tools but also part of the public service mechanisms that support policy affordability.

Nonetheless, the results show that available resources still face pressure as implementation enters the peak phase. Several technical problems arise, especially at the beginning of the registration period when multiple users access the system simultaneously. In addition, the issue of synchronizing address data with coordinate points in the system also requires additional handling and reverification. Informant R explains, *“At the beginning of registration, the system is usually quite congested because many people access it at the same time. Sometimes there is also a difference between address data and coordinate points in the system, so it needs to be checked again”* (Interview, 2026. R). Complaints from the user side also appeared in interviews with informant Z: *“The initial registration time is sometimes a bit slow because many people register. So we tried several times until we finally got into the system”* (Interview, 2026. Z). These two findings show that the main problem in the resource dimension does not lie in the absence of personnel or basic facilities, but in the technical capacity of the system and operational stability when the service load increases. This means that schools already have the minimum resources needed, but are not yet fully supported by stable digital capacity at a time of high service volume. In the context of policy implementation, situations like this show that resource readiness must be understood not only quantitatively, but also functionally. Resources are considered adequate not only because they are available, but because they are able to work effectively in real implementation situations.

Analytically, these findings show that the resource dimension in the implementation of the PPDB zoning system at SD Inpres Perumnas is in a relatively adequate condition; however, technical strengthening is still needed. The school has met most of the operational prerequisites, particularly in terms of committee, operator, and basic facilities. However, in order for the implementation to run more effectively, there needs to be improvements in terms of system capacity, network stability, and more accurate integration of administrative data. This is important because in a digital system-based policy, the quality of service is not only determined by the readiness of officers but also by the ability of the infrastructure to support the service process consistently.

These findings align with Wu et al.’s (2015) emphasis that the successful implementation of policies is highly dependent on the capacity of human, organizational, and technical resources. In these cases, the organizational capacity and human resources in schools tend to be quite good; however, technical capacity remains an area that needs strengthening to achieve policy objectives more efficiently.

3.3. Disposition

Disposition refers to the attitude, commitment, willingness, and orientation of the implementer towards the policies being implemented. Disposition is important because the executor essentially acts not only as the executor of the rule but also as an actor who interprets, executes, and, to some extent, influences the quality of implementation in the field. Policies that already have clear rules and adequate resources can still run less than optimally if the implementers do not have commitments or do not accept the policy objectives. Therefore, disposition is one of the elements that determines whether the implementation occurs only as an administrative formality or is directed toward achieving policy goals.

The results of the study show that policy implementers at SD Inpres Perumnas generally have a supportive attitude towards the implementation of PPDB through the zoning system. The school is committed to implementing the policy according to the applicable rules and technical instructions. This commitment can be seen in the school's efforts to maintain the openness of the process, follow existing procedures, and continue to provide services to people who experience obstacles in registration. This was conveyed by informant H, *“We run the zoning system in accordance with the rules of the Education Office. All processes are carried out openly and follow the technical instructions that have been set”* (Interview, 2026. H). This statement shows that the implementer does not view the zoning policy as a mere administrative burden,

but as a rule that must be carried out in an orderly and open manner. This attitude is important in the implementation of education policies because the PPDB process is very sensitive to issues of justice, transparency, and public trust. If the implementer shows a weak commitment, it is very easy for the policy to cause suspicion or dissatisfaction in the community.

From the community's perspective, the results of the study show a relatively positive attitude towards the general objectives of the zoning policy. Some parents understand that the zoning system is intended to bring school access closer to students' residences and encourage an equitable distribution of educational services. Informant N stated *"We understand that the zoning system was created so that children could go to school closer to where they live and so that students were more evenly distributed"* (Interview, 2026. N). This statement indicates that normatively the community does not completely reject the zoning policy. There is recognition that the policy has a good purpose, especially in the context of equitable access to education. This is important because the acceptance of policy objectives is social capital for successful implementation. People who understand policy goals tend to be easier to work with in undergoing established procedures.

However, the study also found that public acceptance of policies is not entirely uniform. Some parents still believe that the zoning system can limit opportunities for certain students, especially outstanding students who live outside the destination school zone. In this context, support for the goal of equity goes hand in hand with concerns about diminishing space for merit considerations. This was revealed by informant K: *"Basically, we understand that the zoning system was created for equitable education; but there are also parents who feel that this policy does not provide opportunities for outstanding students who are outside the zone"* (Interview, 2026. K). This information shows that the dimension of disposition in policy implementation is not only related to the attitude of the school's internal implementers but also includes the response of service users as the policy target group. In this case, the attitude of school administrators tends to be positive and supportive, whereas the attitude of the community is more diverse. This variation is understandable because people judge policies not only from their general goals but also from their impact on their children's educational opportunities in a concrete way.

From these results, it can be interpreted that the disposition in the implementation of the PPDB zoning system at SD Inpres Perumnas is quite supportive, especially at the implementation level. The implementer shows compliance with the rules, commitment to openness, and willingness to help the community. However, from the community's perspective, acceptance of the policy still needs to be strengthened through a more comprehensive explanation of the rationality of the zoning system and the alternative mechanisms provided in the policy. Thus, the main challenge in the dimension of disposition does not lie in total rejection, but in the difference in perspective between the goal of equity carried out by the policy and people's expectations of access to education based on choice or achievement.

These findings are in line with [An et al.'s \(2025\)](#) study, which shows that the motivation of public services and the attitude of implementers affect how policies are translated into services. In the context of this study, the commitment of school principals, committees, and operators is a supporting factor for implementation. However, the success of comprehensive implementation still requires public acceptance so that policies are not only implemented formally but also gain social legitimacy.

3.4. Bureaucratic structure

The bureaucratic structure in the Edwards III framework refers to the organizational structure, division of tasks, work procedures, and coordination mechanisms that allow policy implementation to run in a directional manner. Bureaucratic structures are important because policy implementation usually involves many actors and stages of work; without a clear arrangement, it would be easy to overlap tasks, delay services, and confuse decision-making. In the implementation of PPDB through the zoning system, the bureaucratic structure is reflected in the formation of committees, the determination of the functions of each implementer, and compliance with technical instructions from the education office.

The results of the study show that the bureaucratic structure for the implementation of PPDB at SD Inpres Perumnas was formal and clear. The school formed a committee through the principal's decree with a specific division of duties, ranging from administration, document verification, system

operators, to information services to the public. With the division of duties, each committee member has a more targeted work area so that the implementation of the policy does not occur haphazardly. This was explained by informant H, *“The PPDB committee has been formed through the principal’s decree with a clear division of duties. Each committee member has their own responsibility so that the registration process can run in an orderly manner”* (Interview, 2026. H). This statement shows that the school already has a strong enough organizational basis to implement the policy. The formation of the committee through the Principal’s Decree indicates that the implementation of PPDB is not only habit-based but also has administrative legitimacy and clarity of command structure. This is important in the implementation of public policy because the clarity of the structure will make it easier to supervise, evaluate, and solve problems if obstacles occur during implementation.

In addition to the division of internal tasks, the study also found that the implementation of PPDB in schools refers to technical instructions from the Education Office. Thus, the bureaucratic structure at the school level does not stand alone but becomes part of a wider chain of implementation between local governments and educational units. The existence of this technical guide provides clear work guidelines for the committee and serves as a reference for dealing with administrative problems in the field.

However, a clear bureaucratic structure does not automatically eliminate the need for intensive coordination, especially in the early stages of registration when service activities increase. During this period, the volume of parental arrivals, the need for document verification, and repeated technical questions made the implementation require faster coordination between committee members. Informant R said, *“At the beginning of the implementation, it is usually quite crowded because many parents come to ensure the registration process. The committee must coordinate with each other so that the service continues to run well”* (Interview, 2026. R).

This information shows that a formal structure is already in place; however, the effectiveness of the bureaucracy depends heavily on operational coordination. In other words, the problem in the dimension of the bureaucratic structure at SD Inpres Perumnas does not lie in unclear division of tasks, but in the need to adjust the work rhythm when the intensity of service increases. In policy implementation, this shows that a good bureaucratic structure must be able to move flexibly without losing procedural order.

From these findings, it can be interpreted that the bureaucratic structure for the implementation of the PPDB zoning system at SD Inpres Perumnas is in a relatively well-organized condition; however, it still requires strengthening internal coordination in the dense service phase. The school already has a legal basis, division of labor, and implementation guidelines that are quite clear. However, for policies to run more responsively, more intensive coordination patterns, adaptive workload sharing, and rapid response mechanisms are needed when there is a service surge. This is important because the implementation of policies at the school level takes place in a dynamic situation; therefore, the bureaucratic structure must be able to support order as well as service agility.

These findings align with [Fernández-i-Marín et al. \(2024\)](#), who emphasize that the quality of bureaucracy in policy implementation is determined not only by the existence of a formal structure but also by the quality of coordination and integration between implementing units. In the context of this study, SD Inpres Perumnas already has an adequate formal structure; however, the effectiveness of its implementation still depends on the committee’s ability to maintain coordination as field dynamics increase.

3.5. Challenges faced in New Student Admissions (PPDB) through the Zoning System

The implementation of a public policy is generally inseparable from various challenges that can affect the smooth implementation and achievement of the goals that have been set. These challenges can arise from technical, administrative, or public understanding and acceptance of the policies implemented. The existence of these obstacles needs to be identified and analyzed carefully so that problems that occur in the field can be known. The results of the identification then become the basis for evaluation

and improvement to improve the effectiveness and quality of the implementation of the PPDB zoning system in the future.

The dimensions of challenges in the implementation of PPDB through the zoning system at SD Inpres Perumnas show dynamic conditions. On the one hand, the implementation of policies in general has been carried out in accordance with applicable provisions and is supported by the administrative readiness of the school. The school has prepared an executive committee, information service system, and document verification mechanism to ensure that the registration process can be carried out in an orderly and transparent manner in accordance with the technical instructions set by the Education Office.

This readiness allows the registration process to continue despite various dynamics in its implementation. The school also seeks to provide assistance to people who experience difficulties in the registration process so that all stages can be completed according to procedures. This was confirmed by one of the informants who stated, *“The school is trying to help parents who are having difficulties in the registration process. The committee also verifies documents so that the PPDB process continues to run according to the rules”* (Interview, 2026. H). However, the findings of the study show that the implementation of the PPDB zoning system still faces several technical and administrative obstacles in the field. In the early stages of registration, there is often a surge in the number of registrants that makes the system difficult to access, as well as internet network disruptions that hinder the input process and data verification. In addition, the incompatibility of population data with coordinate points on the digital system also requires additional verification processes and coordination with relevant agencies

This was expressed by one of the informants as follows: *“When registration opens, usually many parents come because they are still confused about the online registration process and the zoning system. So we have to help redefine the process”* (Interview, 2026. R). In addition to these technical obstacles, some parents also had difficulties in understanding the online registration flow and the zoning system mechanism used in the selection process. This shows that the level of public understanding of the technical aspects of the policy still needs to be improved through more intensive socialization. This was revealed by one of the informants from the parents of the students who stated, *“At first, we were a bit confused about the online registration and zoning system. So we came to the school to state directly so that the process was clearer”* (Interview, 2026. Z). These findings show that even though the PPDB policy through the zoning system has been implemented in accordance with applicable regulations, in practice, there are still challenges related to the technical readiness of the system and the level of public understanding of the registration mechanism. Therefore, strengthening the aspects of digital infrastructure, information services, and socialization to parents is important so that policy implementation can run more optimally.

This finding is in line with the findings of [Chriqui et al. \(2023\)](#) in the journal *Translational Behavioral Medicine*, which emphasizes that the success of policy implementation is greatly influenced by the readiness system, inter-sector coordination, and stakeholder involvement and acceptance in the policy implementation process. Without such support, well-designed policies have the potential to experience obstacles at the implementation stage.

4. CONCLUSION

Based on the research results, the implementation of the New Student Admission (PPDB) policy through the zoning system at SD Inpres Perumnas has generally gone quite well and follows the provisions set by the Education Office. However, this study shows that the success of implementation is not equally strongly determined by all dimensions of Edwards III. The most decisive dimension in this case is communication, as it is at this point that policy is translated from formal rules into administrative actions understood by the implementer and the public. Meanwhile, the dimensions of resources, disposition, and bureaucratic structure are basically available in relatively adequate conditions: committees have been formed, basic operators and facilities are available, implementers show commitment, and the division of tasks is quite clear. However, when technical information regarding the

bold registration flow, coordinate points, and the suitability of domicile documents has not been uniformly understood by parents, the other third dimension is unable to work optimally.

These findings show that the main problem with implementation lies not in the rejection of policies, but in the gap between policy design and the capacity of the community to implement them administratively. In other words, the problems that arise in this school have more to do with the translation of policy than with simply meeting procedures. System disruptions when the number of registrants increases, the incompatibility of population data with the digital system, and some parents' opposition to the registration mechanism show that policies designed normatively for equitable access to education still depend heavily on the quality of socialization, readiness of digital infrastructure, and data accuracy. This condition emphasizes that the implementation of zoning policies does not stop at the availability of regulations but is tested at the level of daily services in schools.

More broadly, the case of the Presidential Instruction of SD Perumnas reflects the challenge of implementing education policy in Indonesia, namely, the gap between the goal of an equitable distribution of education and the variation in implementation capacity at the local level. Schools, as the spearheads of policy, are not only required to comply with technical instructions but also to mediate between government policy logic and public expectations, which still affect perceptions of excellent schools, proximity of domicile, and ease of access to services. Therefore, policy improvements are not enough to be done through the affirmation of rules, but must be directed at strengthening more interactive public communication, more accurate integration of population data, and support for a more stable digital system. Thus, this study emphasizes that the success of education equity policies is largely determined by the state's ability to implement national policies into local services that are clear, responsive, and easily accessible to the community.

Ethical Approval

The research on the Implementation of the New Student Admission Policy (PPDB) through the Zoning System at SD Inpres Perumnas was carried out by referring to the provisions of the Regulation of the Minister of Elementary and Secondary Education (Permendikdasmen) Number 3 of 2025 concerning the New Student Admission System (SPMB) as the basis for the regulation of the implementation of PPDB. In addition, this research has received permission from SD Inpres Perumnas as a research location. The entire data collection process is carried out while upholding the principles of research ethics, including the confidentiality of respondents' identities, voluntary participation consent, and the use of data solely for academic purposes.

Informed Consent Statement

Before the research was carried out, all participants had obtained clear information about the research objectives, implementation stages, and the use of the collected data. After understanding the explanation, the participants consciously and without coercion expressed their willingness to be involved and provide the data needed in this study.

Authors' Contributions

AM is responsible for processing and interpreting data as well as preparing article manuscripts. H provides direction in the aspect of research methodology. R and MIN participated in the process of reviewing, verifying, and refining the content of the manuscript. All authors have reviewed and approved the final version of the manuscript.

Disclosure Statement

The authors declare that there are no relevant conflicts of interest related to this research

Data Availability Statement

The data presented in this study is only available upon request from the relevant authors for privacy reasons.

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Notes on Contributors

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Amanda Kalsum is a Master Study Program student in Public Administration at Makassar State University. His academic background and competence in public administration studies make an important contribution to the preparation and development of this research. His commitment to strengthening governance and improving the quality of public administration practices is realized through his active role in this research.

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Herman is a Lecturer in the State Administration Study Program, Faculty of Social Sciences and Law, Makassar State University. As head of the study program, he plays a role in providing methodological guidance and support of research resources. His expertise and experience in the field of public administration, as well as his commitment to ensuring academic quality, have also strengthened the validity and success of this research.

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Rahayu is a lecturer in the Master of English Education Study Program, Faculty of Languages and Letters, Makassar State University. His expertise and contributions in the design of research instruments and data analysis in the field of English language education are invaluable to this research. His dedication to developing effective language learning methods and his commitment to maintaining academic quality is reflected in his work. As a correspondence writer, Rahayu facilitates communication between researchers and ensures that research coordination runs smoothly.

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