


Implementation of The New Student Admission Policy (PPDB) at the Elementary School Level in Denpasar City

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DATE	ABSTRACT
Accepted: Revised: Published:	<i>This study aims to evaluate the implementation of the New Student Admission (Penerimaan Peserta Didik Baru or PPDB) policy at the elementary school level in Denpasar City. The results indicate that the implementation of PPDB is not yet optimal, influenced by two main factors: the policy content and the implementation environment. Although the government has formulated policies involving various stakeholders, the capacity of primary schools remains insufficient to accommodate the high level of parental interest. Additionally, social factors and the compliance of implementers present further challenges in policy implementation. This research is expected to provide recommendations for policymakers to enhance the effectiveness of PPDB in the future.</i>
	KEYWORDS <i>New Student Admission, education policy, implementation, elementary school, Denpasar City</i>
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INTRODUCTION

Education is one of the compulsory government affairs related to basic services, alongside health and public works and spatial planning. This mandate is stipulated in the 1945 Constitution, specifically in Article 31 paragraph (2), which states, “Every citizen is obliged to attend basic education, and the government is obliged to finance it.” The responsibility for the education sector is shared between the Central Government and Regional Governments. Education services are a critical sector, as evidenced by the state’s prioritization of allocating at least twenty percent of the state revenue and expenditure budget, as well as the regional revenue and expenditure budget, to meet the needs of national education implementation (Constitution of the Republic of Indonesia of 1945, 2002). Beyond these foundational aspects, education is a focal point of public attention, as it directly concerns the future of all children across the nation.

Education is defined as a conscious and planned effort to create a learning environment and process in which students actively develop their potential to possess

religious spiritual strength, self-control, personality, intelligence, noble character, and the skills needed by themselves, society, the nation, and the state (*National Education System*, 2003). Education must foster awareness in every individual of their *humanity* potential, and further, it should stimulate students to utilize this potential in accordance with human value systems (Martini, Nyoman Diah Utari Dewi, 2022).

Denpasar City, the capital of Bali Province, is the most populous area on the island, with a population of 726,800 in 2022. This population density is disproportionate to the city's area of 127.78 km², which constitutes only 2.18% of Bali Province's total area (Central Statistics Agency, 2023). The population is projected to continue increasing, which will inevitably impact education services. A dense population means a significant number of children are required to receive education.

As the provincial capital, Denpasar is increasingly urbanized. Urban areas (*kawasan perkotaan*) are defined as regions with predominantly non-agricultural activities (Law of the Republic of Indonesia Number 26 of 2007 concerning Spatial Planning, 2007). These urban areas attract people from surrounding regions for work, leisure, and, notably, for students seeking education in their schools of choice. Both public and private schools are available for parents wishing to entrust their children's education.

The Denpasar City Government, through the Denpasar City Education, Youth, and Sports Office, is the lead agency responsible for managing these essential services. The Office oversees several educational levels: Early Childhood Education (*PAUD*) and Out-of-School Education (*PLS*), Elementary School (*SD*), and Junior High School (*SMP*). Managing education at these levels presents various challenges. One of the most significant and recurring issues for parents is the New Student Admission (*Penerimaan Peserta Didik Baru* or *PPDB*). Each year, *PPDB* is subject to criticism and public dissatisfaction regarding its mechanisms and systems.

The New Student Admission (*PPDB*) for the 2023/2024 academic year also faced obstacles. Some prospective elementary school students who were domiciled and had a Family Card (*Kartu Keluarga* or *KK*) in Denpasar City did not receive quotas for public schools in their areas. This led parents to protest directly at the Denpasar City Education, Youth, and Sports Office, often bringing supporting administrative documents. After discussions and coordination with relevant leaders, the alternative policy adopted was to facilitate prospective students' enrollment in state education units, even outside their residential areas.

This alternative was not without risks, as it created side effects such as imbalances in the number of students per study group (*rombel*). The maximum number of students per study group is set at 28 for Elementary Schools/Madrasahs (*Ibtidaiyah*) (Minister of Education, Culture, Research and Technology, 2023). Additionally, complaints received by the Elementary School Development Division revealed instances of individuals seeking personal gain during the admission process, an issue that recurs annually.

The technical guidelines (*juknis*) stipulate that the *PPDB* process in Denpasar City is free of charge. This is reinforced by the Regulation of the Minister of Education, Culture, Research, and Technology of the Republic of Indonesia Number 1 of 2021, which

prohibits schools receiving operational assistance from collecting fees, and prohibits regional government schools from imposing charges or requiring the purchase of uniforms or books related to *PPDB* (Permendikbud Number 1 of 2021). Despite these regulations, some individuals still exploit the *PPDB* process for personal gain.

According to the Regulation of the Minister of Education, Culture, Research, and Technology Number 47 of 2023 concerning Management Standards in Early Childhood Education, Basic Education, and Secondary Education, the maximum number of students at the elementary level is 28, and at the junior high school level is 32 (Minister of Education, Culture, Research and Technology, 2023). However, this centrally imposed policy cannot always be fully adopted at the regional level, especially in Denpasar. As an urban area and provincial capital, Denpasar's rapid population growth impacts its education sector. With only four sub-districts, Denpasar has 166 public elementary schools. In the 2023/2024 school year, more than nine thousand students were accepted into these schools.

Despite these efforts, the implementation of new student admissions continues to face challenges. Nearly all study groups in public elementary schools exceeded the maximum quota of 28 students per group for the 2023/2024 school year. Central government policies serve as reference standards to maintain educational quality and balance educators' workloads. Effective public policy implementation is essential to achieve desired outcomes and public interests, serving as a bridge to realizing these goals.

Policy implementation requires robust human resources, funding, and organizational capacity. It is a process of mobilizing additional resources and coordinating activities to achieve policy objectives. Implementation is an interactive process involving networks and causal chains linking actions to goals. Ensuring that actions align with policy decisions and objectives is crucial for successful implementation.

The effectiveness of policy implementation is influenced by several factors, as outlined by Van Meter and Van Horn (Suluh Kusuma Dewi, 2022): (1) Policy Standards and Objectives; (2) Implementation Resources; (3) Communication among Organizations; (4) Characteristics of Implementing Agents; (5) Disposition of Implementers; and (6) Social, Economic, and Political Conditions. In the context of *PPDB*, challenges such as potential fraud and abuse of authority can arise. Grindle (2017) emphasizes that the success of policy implementation depends on well-designed program activities, sufficient financing, the content of the policy, and the context of implementation.

Moreover, policy implementation is not limited to the elaboration of political decisions but also addresses various interests within a policy. The objectives of the *PPDB* policy are: 1) providing equitable opportunities for all students to access quality educational services near their domicile; 2) reducing discrimination and inequity in access and educational services for economically disadvantaged students and those with disabilities; 3) identifying early school dropouts and encouraging their return to achieve twelve years of compulsory education; 4) optimizing parental and community

involvement in the learning process; and 5) assisting local governments in planning and intervening to equalize access and quality of educational units.

The recurring challenges in *PPDB* highlight the Denpasar City Government's obligation to provide effective education services, making this an important area for research. Based on the issues outlined, this study is entitled "Implementation of the New Student Admission Policy (*PPDB*) at the Elementary School Level in Denpasar City."

Based on the background and problem formulation, the objectives of this study are: to comprehensively examine how the *PPDB* policy is implemented at the elementary school level in Denpasar City and to explore in depth the factors hindering its implementation. This research is expected to provide relevant recommendations for policymakers in designing mechanisms or regulations for the *PPDB* process. Through this research, it is hoped that the study can fill gaps in the literature by offering an empirical model explaining the factors that contribute to the effective implementation of *PPDB* policies.

METHOD

To answer the main problem of this research, a qualitative research method with a case study approach was used. This approach aims to explore human understanding and behavior based on the perspectives of the research objects or subjects. The research design serves as a plan for conducting the research and is closely related to the overall research process. In this study, the case study approach focused on the implementation of *PPDB* led by the Denpasar City Education, Youth, and Sports Office, which is an annual routine activity that involves community participation, particularly from parents of prospective students. All public schools in Denpasar City participated, influencing parents' considerations when choosing schools.

Data were collected through interviews at several favorite elementary schools, such as SD Negeri Tulangampiang and SD Negeri 17 Dauh Puri. The research locations included the Denpasar City Education, Youth, and Sports Office and these elementary schools, as the Education Office is the leading sector in the implementation of *PPDB* at the kindergarten, elementary, and junior high school levels in Denpasar City. The selection of SD Negeri Tulangampiang and SD Negeri 17 Dauh Puri was based on their reputation as favorite elementary schools that attract many parents.

The types and sources of data in this study consisted of primary and secondary data. Primary data were collected directly from respondents through interviews, while secondary data were obtained from books, regulations, and information available on the Education Office's website. Data collection techniques included observation, interviews, and documentation. Observations were conducted to directly observe the *PPDB* implementation process at the Education Office and several elementary schools. Interviews were used to facilitate open information exchange with informants involved in the *PPDB* process. Documentation included *PPDB* implementation reports and related news articles.

Informants were selected using purposive sampling, targeting individuals with relevant information regarding the *PPDB* process. The data triangulation technique was employed to test the validity of the data by comparing information obtained from various sources and different collection techniques (source and technique triangulation).

Data analysis was conducted interactively during and after data collection, encompassing data collection, reduction, presentation, and conclusion drawing. Data collection was carried out through interviews, observations, and documentation. Data reduction involved summarizing and selecting essential information. Data presentation was done in the form of logical text and visualizations. Drawing conclusions resulted in new findings that provided a clearer understanding of the object being studied.

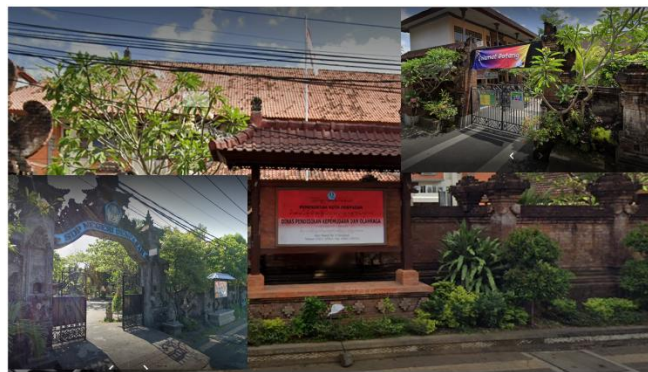


Figure 1. Research Locations
(Source: <https://www.google.com/maps>)

RESULTS AND DISCUSSION

Results of the Implementation of the New Student Admission Policy (PPDB)

In the implementation and implementation of policies, of course, they are greatly influenced by various factors so that the policy can be felt optimally. Merilee S. Grindle (2017) stated that the success of policy implementation is influenced by two major variables, namely the first is the Content of Policy and the second is the Context of Implementation.

Content of Policy

a. Interest Affected

If you want to see a policy that can be said to be successful, then this depends on the interests that circulate around those interests. It can be said that personal interests or interests for the wider community, of course, the influence of these interests is very meaningful to smooth a policy implementation process. Basically, the results of interviews related to the preparation of PPDB technical guidelines or guidelines at the elementary school level have been carried out by involving all existing stakeholders so that in the future all interests can be accommodated in the technical guidelines. This view was conveyed by the informant's statement in the following interview results:

A1: "So we first meet with stakeholders and school principals, both elementary and junior high schools, after that we prepare the juknis, after we prepare the juklak we report to the Mayor's leadership, after the acc of the new leadership we determine the juklak juknis with the Guardian (Mayor's Regulation). So the juklak juknis is determined by the Mayor". We also work with the Ombudsman of the Republic of Indonesia Bali Representative, so until they check here, check the schools for the data, they even validate it to the schools, from the Ombudsman. We are also grateful for the validation from the Ombudsman, which means that what we do is recognized by them."



Figure 2. PPDB Process of SD Negeri 17 Dauh Puri
(Source: SD Negeri 17 Dauh Puri)

Apart from the opinion of the informant, that in the implementation of the admission of new students in the city of Denpasar, it actually went well and smoothly. Other parties who have interests also take part in providing opinions and inputs so that the PPDB technical instructions issued by the city government are expected to run optimally. This is also the view of other informants, in this case the Head of Elementary School Development as follows:

A2: "So indeed from the initial process of making the juknis, we have actually involved all education stakeholders. Whether it's the school principals, continue to be related to OPDs. Then there is also the Private Higher Education Consultative Body (BMPS) which oversees private school organizations, then there is also the Kenten Education Board, and then there is also the commission in charge of education of the City DPRD. From there, we pour their inputs into the juknis, in the sense of how the prepared juknis can be used as a basis in order to accommodate the interests of the people of Denpasar".

In formulating the right policy ingredients, the government embraces every related sector that will support the implementation of the policy. This openness not only encourages the creation of appropriate policies but also opens up the concept of public thinking that the government is very inclusive in designing a policy. The participation of each sector is also expected to be able to provide new breakthroughs in PPDB policies every year.

b. Type of Benefits

A policy will be said to be successful if it can have a positive impact and benefit on the group targeted in the policy. So that the policy will receive energy and broad

support from these community groups. But on the other hand, if a policy is considered to be less beneficial or only targets a few specific groups, then the policy will lose its mass of supporters. Here are the views of some of the informants:

A1: "So this year we are using a (link) system that is a bit more orderly than in previous years. Even though we have used the zone, with this application (link) we see in general that it runs more orderly and safely, and in the future we include those in the Denpasar KK we zone and use the application so that it can run more orderly";

A2: "The Denpasar KK is not, the ones they play are outside KK. Because we apply the rules for the use of KK, they also want those outside Denpasar to use a domicile letter, they demand that they be able to use this right, you know, this is how it is. We remain in accordance with the principle that there is no term of domicile certificate, so that we break the chain, so that we break the irresponsible movements from the past, so that there may be some who have burned beards, whose land has been lost. Yes, there are those who try, this is my brother, this is my nephew so that he can be accepted in choice 1 (one). We look at the system, if we already use the system, sorry Mr. Kit Aini has used this system (link) based on the choice that cannot be forced. So they try to be leaders, everywhere;



Figure 3. New Students of Tulangampiang State Elementary School
(Source: Tulangampiang State Elementary School)

For some community groups, the implementation of PPDB at the elementary school level is greatly helped by the Government's strategy to be able to allocate quotas for residents who do not have a Denpasar City KK. The existence of a special link for registrants also provides benefits for the Government to map needs and distribute according to the ability or capacity of schools in certain areas.

However, for some groups of people who have been using PPDB as their business land to reap personal profits, this is bad news. Why is that, because the gaps that are used are slowly starting to close. There is no need for the role of these individuals to register prospective students. There have been several shifts made by the government, of course, to be resistant to those who are starting to lose them.

c. Extent of Change Envisioned

The greater the desired change, of course, the greater the challenges that will be faced in the future. In this case, the policy encounters difficulties in achieving its goals is inevitable. The implementation of the admission of new students at the elementary school

level has the characteristics of a different level of change every year. Although 2024 has been carried out by combining technological advances or what PPDB says is "semi-online", there are several things that are expected from several informants as follows:

A4: "If everything goes according to the rules, there should be no problems. When the *juknis* is not implemented 100%, there are policies, these policies will be the problem. The problem is how big it is, depending on how big the policy is. So learning from last year's problems, this year the pole has changed a lot, hopefully next year will be even better. The cost problem complained about from last year is actually I have tried to make this, in order to make an online system but Mr. Kabid always said that I was asked for 800 (eight hundred) million Mr. De, I couldn't. That's why this year I answered with free pro demands. By not paying but can make it easier".

A4: "I have proposed actually in the (PPDB) meeting, it is possible to collect the data directly at school. Well, the leadership does not dare to release (data collection) directly to the school. Continue to cooperate with villages, village heads, neighborhood heads, *kadus*, *kaling*. Now why is that, because in that political year the leadership is looking for the masses (support), the masses are from them, that's the problem. When they are not given the opportunity as if they were abandoned."

A6: "If personally, what I do with the team has tried my best to be 100% in (number), we are perpendicular to the rules (*juknis*). But in its implementation, it is not 100% because there are several interests, for example, the dominance of boycotts from outside parties, which is said to be zone data collection. Like yesterday there was a case here, we haven't carried out data collection or like last year, it's a real example. From Kaling has already collected data, while at that time there was a rule that said schools could also collect data last year. So there are 2 (two) data collection, between the 2 (two) we will cross-check, the data from Kaling and from the school".

From year to year, of course, the government hopes to be able to provide the best educational services for all the people of Denpasar. Various efforts have been made, but there are also many that need to be improved. Mitigating the rate of population growth and the needs of prospective students from year to year is a top priority. When these two things can be predicted based on the right calculations, the level of change that will be felt in this policy will be higher.

d. Site of Decision Making

Based on the location of the decision-making, it turns out that it can affect whether the policy can be said to be successful or not. It is suspected that whether this policy is decentralized (regional) or vice versa centralization (central level). The PPDB policy itself is the embodiment of central policies that are handed down to the regions. In its implementation, regions can also adjust to their respective conditions.

However, the central government has a rule of the game that becomes a double standard when in its regulation of the Minister of Education and Culture Number 47 of 2023 concerning Management Standards at Early Childhood Education, Basic Education and Secondary Education Levels, it is stated that the number of students per study group

(rombel) is set at a maximum of 28 (twenty-eight) students for the elementary school level. Actually, this central policy will be something that can be used as an argument, especially for urban or urban areas such as the city of Denpasar. The informant can also provide the following views:

A1: "If we implement it, it is possible, but families outside Denpasar will not be accommodated. For example, SD 1, SD 17 Dangin Puri next to the DPR have 21 students in Denpasar, SD 14 in Gadung 21 families Denpasar, while there are 2 classes fulfilled, only 33 we add from families outside Denpasar, we have included, even that we have increased to 33. If we want to implement the Permendikbud saklek, we can, but the name is the basic service of people who live here is different from other districts because we are heterogeneous, people live here but their families are still outside Denpasar. There are still many from Bali, Bali families, outside of Bali, when their children are schooled in Java, when their children have to find a school in Karangasem, it is determined that it is not good. As long as we still have a place, why don't we include them, with the 9-Year Basic Education Law, it is determined that they must enter, must go to school according to the tamping power that we have. If there are still left, yes, we will accommodate them. So if we force this in the regions, yes in Bangli, in Karangasem, it doesn't have to be said that it will be fulfilled. We are called a big city, we are heterogeneous, we look for food here, we work here, yes, surely the children will be invited here".

Apart from the central policy on regulating the number of students in each group, the regions are also given the authority to accommodate every need of their community. If it is considered inappropriate, the local government can pour on the PPDB technical instructions things that if they represent the aspirations of all the interests of the local community. This condition is also supported by the informant's explanation below:

A2: "Actually, if the obstacle is not, because our reference is to compile a reference technique, it is clear from the Permendikbud what number it is, number 1 (one) of 2021 if I'm not mistaken. It's just that maybe Nike may still be at the level that we can accommodate into the juknis. Examples related to such zone mapping can certainly still be accommodated. Then how do we accommodate related to, the provision of value-based public zoning and environment-based zoning, it is also a true innovation implemented by the city of Denpasar. Because in fact, if the Permendikbud, the provisions from the center are purely school zoning with the closest house distance. But at the level of implementation in the city of Denpasar, many of them parents objected because they felt that they were their students trying to learn, wanted to be the best with grades, but were not accommodated in the PPDB process.

The farther or more disconnected the location of the policymaker from the place of implementation, the greater the potential for problems in the implementation of the policy. The city of Denpasar itself has different characteristics from several other areas in the province of Bali. As the provincial capital, complexity certainly arises, becoming an urban city that is attractive for outsiders to look for work or education. The facilities owned are a special interest for a city.

With this condition, the government must certainly have a way to mitigate every risk that will arise, one of which is in terms of increasing prospective students from year to year. Mapping is urgently needed from an early stage by the Government to anticipate the derivatives of this central policy, so that even though it is not a regulation made locally, it has a good impact on the local (regional).

e. Program Implementers

A policy made but no one helps in its implementation is a futile effort. A policy can run well, of course, assisted by the implementers of the program or policy. In this case, the policy of implementing PPDB within the scope of the Denpasar city government itself starts from the smallest scoop of the community, namely the banjar. Starting from the head of the neighborhood and the kelian of the banjar, from the perbekel to the village head, they are the implementers of the program of this PPDB activity. In addition, elementary schools are at the forefront of the implementation of PPDB. Schools are the connector between the agencies that represent the government and kaling and kelian banjar that represent the community.

Nevertheless, the program implementers have an important role to ensure that the implementation of policies has been pursued optimally so that the goals that have been set can be achieved properly. This is also in line with the informant's explanation as follows:

A1: "Educate, especially the heads of the neighborhoods, who are at the lower level, the kades, these kaling so that they can educate the citizens. If we are the ones who go down immediately, wow, it's amazing, it's impossible. We are educating you with this cadre. Because after all, these people are the spearhead, this is what we need to educate so that they are more aggressive in informing (PPDB) to their citizens".

A6: "But yes, the name of the implementation must have an obstacle, the obstacle is where what is conveyed above we try to be perpendicular to the bottom but deviated, by some people who have interests. It's common knowledge here. This is exactly what happened at PPDB, which happened to be the pillar of the PPDB committee from 2019 to March 2024. So you know how the PPDB flows from the online process because of Covid yesterday, from those who come to school, from those who have files put in schools, then from files that are said to be collected in kaling, then from yes basically various from 2019 there are many things that happened. Then finally after the data fix, there was another thing from the superiors who gave another name like that happened in Tulangampiang".

Policies can run well when one implementer and another are able to translate and take the same actions in accordance with the agreed policy. It is often found that the implementers in the policy have different views or interpretations so that in its application there are many mistakes that lead to procedural deviations.

f. Resources Committed

In addition to program implementers, the final factor that affects the content of policies is the resources deployed or allocated. Talking about resources, it will probably be focused on Human Resources (HR). Outside of human resources, there are also resources in terms of material such as costs and allocated budgets. Not only that, in this all-digital era, technological advances also have an important role that can be called a new resource.

In the implementation of the PPDB policy in the city of Denpasar, the first thing is the key to an important role to realize this policy can be implemented as best as possible, namely its human resources. There are a lot of human resources involved, ranging from the human resources of the Disdikpora, human resources in their respective education units, and even from the banjar and village. In principle, human resources still dominate the implementation of PPDB at the elementary school level.

A3: "The factors that cause a smooth process in PPDB are 1 (one) understanding of the implementer (committee), understanding what the concept of PPDB is, what the rules of the game are like, that is what needs to be understood. Which can be done which is not done. Second, whether there is a possibility of tolerance, the extent of the tolerance, they (the committee) must also understand. So that they can allocate themselves to provide information, which is limited, according to their capacity. So the factors in that are certainly the most important factor, they must understand, they must be strong with the rules".

A4: "Then the second pillar that we pay attention to in the PPDB Denpasar committee also needs to be corrected. I don't know who the person is but we don't dare to mention names, but we suspect that there are friends who are careless. Whether it's intentional or unintentional, this is what we don't know either. Why are people who should be conditioned in South Denpasar turned out to be taken to Penatih (North Denpasar). Even though the choice of school is clearly all the choices in South Denpasar. After checking that the school area in South Denpasar is still capable, there are still empty slots. Why was it taken to Penatih? The PPDB committee in the city of Denpasar should be people who are really committed to their duties."

Likewise with other resources such as technological advancements, namely in the implementation of PPDB in 2024, the Denpasar city government also facilitates the registration of new students, especially those who register using KK outside the city of Denpasar by going through a system that is connected through a link and is one of the temporary solutions that can be used for some people. The following are the results of the interview with the relevant informant:

A1: "So this year we are using a (link) system that is a bit more orderly than in previous years. Even though we have used the zone, with this application (link) we see in general that it runs more orderly and safely, and in the future we include the Denpasar KK we zone and use the application so that it can run more orderly."

"For elementary school students we now use a system (in the form of a link), for those with Denpasar families to register at the intended school, for families outside

Denpasar through the application or link that has been given, later ask the Head of Elementary School. So for the Denpasar KK everything is accommodated, all graduates of the Denpasar KK are accommodated. Likewise, there is still a quota that we distribute to schools that have families and ID cards outside Denpasar. So basically all those who register in the city of Denpasar can be accommodated by us unpacking, meaning that they do not have to be in one place for families outside Denpasar;

This is what we have tested, we use KK outside Bali, because KK outside Bali is orderly, it is possible that we will zone this with an application that has been made with our friends, I am very grateful because our teacher friends made this, this application. If this one (junior high school) we use Telkom, if this application (SD) is made by school teachers. Although it is simple, it is very useful and we have tested it this year with KK outside Denpasar very quickly and orderly in distributing prospective students".

A2: "Of course, if we use the system, the accuracy of the data must be very measurable, even the retention is very small for double data to occur. Then the second level to take policies related to filling out each rombongan belajar, related to whether it is accepted or not, it will also be easier with accurate data."

A3: "I am certainly part of the Disdikpora, yes when there is an improvement in the service process to be better, it has been communicated that the budget is available or so on, if it is directed now that it was only part of the application yesterday, tomorrow it will be fully application, good. Because the system will help regulate, yes, the system is more useful if it is in that system. I think it will be an alternative, schools will be made easier later to detect, correct the incoming data, maybe the validation is more guaranteed".

A4: "I agree that technology should make it easier for us, that's the principle. If it is troublesome for us, why do we use technology. Because the era of using technology can make it easier, it can ease the work of all parties, it can help the community, offices, schools, what do we do with technology. We must take advantage of it. According to the school, yes, teachers and principals said that this year they are much calmer with this application even though the application is simple. The application is not paid, sir, not paid. We work in the term ngayah for the betterment of the city of Denpasar".

Resources are one of the keys that play an important role in ensuring that the content of one policy can be delivered properly to the policy target group, which in this case is the entire community of Denpasar. Human resources or technological resources will be collaborated to ensure that a policy is not only effective but also ensures that it runs efficiently.

Policy Environment (Context Implementation)

a. Power, Interests, and Strategies of actors involved

Whether or not a policy can be implemented is inseparable from the condition of the surrounding policy environment. In this case, the first point contained in the policy environment is the power, interests and strategies of the actors involved in the policy. Basically, the policy of accepting new students or known as PPDB is not a new item anymore. It's just that every year development and renewal are carried out so that the

technical instructions issued later if they represent every need of the community, especially within the city of Denpasar. The explanation from the informant below also expresses how communication is carried out to regional leaders Where Disdikpora as the leading sector has a strategy as an actor involved in it. Here's the explanation:

A2: "Especially if from elementary school, if you come out of the juknis, we have also conveyed to the leadership, we have already mapped out when we come out there is the potential to increase in each group to this extent. The leadership in this case, the guardian, the deputy, the regional secretary agreed, but that is not the problem that we are running. Maybe in big cities the problem may be almost the same, related to the capacity (factor), it will definitely be like that if they accommodate those who administratively are not the responsibility of the local government, that's it."

The power at the lowest level in the implementation of the admission of new students at the elementary school level is the head of the neighborhood (kaling) or the head of the hamlet (kadus). The data collection and data verification process explained that the school through the PPDB committee was formed to involve the head of the neighborhood and the head of the hamlet. Meanwhile, conditions in the field are often found by regional officers (kadus kaling) who have disagreements with the PPDB committee or the Principal and try to be able to register students in their data. This was said by the informant as follows:

A4: "Once the interest of the community is high, he (the parents) try in every way. Some are through quotation marks through certain individuals, whether it is village officials, village officials, whether by our leaders or by others. So it is a kind of pressure received by the school. For 1 (one) party, it must be perpendicular to the juknis, on the other hand there are pressures from the party that tries to (intervene). As long as I served here, that was what I faced and before that was what happened."

b. Institution and Regime Characteristics

Each regime has its own actors during a certain period of leadership. In a leadership there are also characteristics that are characteristic of the leadership. At the level of implementation, a regime will be assisted by institutions that will move in accordance with their respective duties and functions. One of them is in the education sector, the Denpasar city government, led by the Mayor, fully handed over education affairs which are mandatory basic affairs related to basic services to the Denpasar City Education, Youth and Sports Office. When implementing any policy about the world of education, it will be the full responsibility of the Denpasar City Disdikpora.

The implementation of PPDB in the city of Denpasar in the 2024/2025 school year at the elementary school level is still a requirement with various interventions in it. Not without reason, of course, relationships and close relationships become a person will have some kind of power to bargain. This condition is strengthened by several informant statements as follows:

A2: "If you say that this is an intervention, maybe it's too much, it means that I just talk about asking for help, asking for help so that you can be accepted into a certain

elementary school. But we facilitate it throughout, well, as long as the quota that we have agreed with the principal, supervisor and also my leader has been reported. Well, yesterday it was judged that we actually had 32 (people), but we have reported to accommodate all these students, so in some schools it will be filled to the maximum; 136 (people) but it is not evenly distributed throughout the school. Now when we are in position 36 there is a deposit like this, it is impossible for us to be facilitated at that school. Actually, there are various people from villages/village heads, from members of the House of Representatives, from the general public. Actually, we don't see who is entrusting it, but how do we strive for the right of students to get better educational services, that's the principle, right?"

A4: "Yes, I have the data, last year anyone, there was the Head of Division, there was the Head of the Division, there was the DPR, not only the city but the province, there were even certain figures, figures. That was last year, now this year every pole problem is revealed in the media, pole conveyed measurably, maybe he thinks so that 96 (people) of Nike are responsible for the pole and the rest of Nike finally passes through the leadership. Well, based on that, I sent a staff review yesterday, because if this continues to be allowed, the school will not feel comfortable. So last year I took the initiative because last year the pressure was really extraordinary."

"On the one hand, these individuals are trying to break the rules, so that's where I wrote the staff review that I sent. It is clear what the legal basis is, what the problem is, what the solution is. I have thought about that 2 (two) years ago. I talked to the quotation mark office through the chairman of PPDB in the city of Denpasar, the committee, the head of the department at that time but the response was not yet".

Firm, clean and honest leadership is the hope of every community. When the leaders of regional heads really uphold integrity, of course, policies will remain firmly established and the risk of dissatisfaction from the community will certainly be reduced. Ensuring that the content of policies can be channeled to the community correctly is the obligation of leaders.

c. Compliance and Responsiveness

Compliance is no less important key that is the closing factor in the policy environment. Whether or not the policy implementers are compliant has a great influence on how the policy will succeed or not in implementation. The policy implementer is responsible for ensuring that every step is prepared to succeed what has been planned at the beginning. The Denpasar city government through the Denpasar city Disdikpora ensures that the implementation of PPDB for the 2024/2025 school year is somewhat different from before.

In the previous year, the elementary school level conducted full offline registration at school. However, this year in collaboration with several teachers, it was decided to register using KK outside the city of Denpasar through a link that is integrated with a simple system created. This condition is designed so that the mapping process for prospective students outside Denpasar can be more easily distributed in the future. In its

implementation, of course, PPDB officers or committees are required to be reliable in serving and have high integrity. The aspect of implementing compliance and responsiveness is a need that must be met in the implementation of PPDB at the elementary school level. The same thing was also expressed by the informant as follows:

A3: "The factors that cause a smooth process in PPDB are 1 (one) understanding of the implementer (committee), understanding what the concept of PPDB is, what the rules of the game are like, that is what needs to be understood. Which can be done which is not done. Second, whether there is a possibility of tolerance, the extent of the tolerance, they (the committee) must also understand. So that they can allocate themselves to provide information, which is limited, according to their capacity. So the factors in that are certainly the most important factor, they must understand, they must be strong with the rules".

A4: "The PPDB committee in the city of Denpasar should be people who are really committed to their duties".

A6: "If the implementation of PPDB in Tulangampiang is always in accordance with the *juknis*, sir, always. Whatever happens, we always stick to the *juknis*. What is needed, what is prepared is entirely in accordance with the *juknis* given from the city".

Human Resources (HR) who are the implementers of the PPDB policy this time are key actors to ensure whether the policies that have been designed can be implemented properly and correctly. Sometimes the goodness or not of a policy is judged by whether the implementer of the policy is accountable in implementing the policy. This is the test faced by policy implementers in carrying out their duties and responsibilities, this is where the integrity of the implementers will be tested.

Discussion of Policy Implementation Results

Content of Policy

The implementation of policies cannot always run automatically, but depends on the content of the policy and the context of its implementation. The noble goal of any policy depends on these two major aspects. Most of every policy that is designed or will be issued will certainly focus on how the content of the policy can achieve the desired goals. What are the desired objectives, who will benefit from them, how much resources are allocated and what changes are expected, those are some of the big and major questions that will be answered through the content of this policy. Basically, the government through the Denpasar City Education, Youth and Sports Office in designing a policy, especially in the education sector, always aims to ensure and guarantee educational services for all people of Denpasar city can be felt fairly and equitably.

All residents of Denpasar are the first and main target in the government to carry out the scenario of accepting new students. In the education sector, especially the basic education level has different characteristics from other levels, such as the junior high school or high school level. The main thing is of course for some people in terms of cost is very efficient compared to private schools. Meanwhile, as an urban city, Denpasar is no longer like the city we knew 15 to 20 years ago, which is still not as dense today. The

rate of population growth driven by the movement of people from various regions, makes the city of Denpasar, which is only supported by 4 sub-districts, making this city the most populous area in the province of Bali when compared to the area owned.

This population density inevitably becomes one of the homework for the government in finding the right formula in dealing with student admission problems. The capacity of elementary schools, especially public schools, will not be maximized and cannot keep pace with the population growth rate in this city. As a result, in designing, deciding and implementing a policy, of course, there are several parties who are pro and con. For some people, it is now hoped that the implementation of new student admissions at the elementary school level can be carried out entirely online. Of course, this news is bad news for a handful of people who have been using the PPDB moment as a source of making fortune even in an inappropriate way.

In the midst of the increasing population of the people of Denpasar, the next issue that has an important role to ensure that the content in the policy embraces it comprehensively is the available resources. If it is only to accommodate the needs of prospective students who have indeed become part of the population of the city of Denpasar, the government actually ensures that the current capacity of elementary schools is able to accommodate. However, if the registrants are also sourced from residents who do not have a Denpasar city KK, not all will be able to be fully accommodated. The capacity in elementary school education units spread throughout the sub-district has certain limitations. Beyond that, for some schools that still have their favorite school branding, it will have its own burden. Why is that, because they will be targeted, especially in the area that is indeed the school area.

What changes are the government's expectations in making a policy is a big question in the variable content of policy. From year to year, the government, in this case the Denpasar city government, continuously seeks equitable alternatives for the community. In terms of education, the last implementation of PPDB at the elementary school level has started with a new mechanism even though it is not fully online. In its acceptance, now for prospective students who do not have a Denpasar city KK, a kind of link has been made to make it easier to map and distribute according to the capacity and ability of schools in each region.

This was greeted with positive reactions from several parents who were not yet residents of Denpasar. These small changes are solely made to close the loopholes that can be used as opportunities for some parties who will benefit from it. This situation is also based on the results of a survey conducted in the 2024/2025 school year for elementary school student registration. Where most of them said that it would be good if PPDB was carried out online. The gaps that arise in the admission of new students manually or not using the system, will certainly be used by some people. When demand appears, of course, there will also be a potential supply there. When this condition occurs, it will become a link and will become a bad phenomenon that will also damage the image of the government.

Context of Implementation

The policy does not stand alone in its implementation, but will be supported by the content of the policy and the environment around the policy. Instead of policies that can run well, there are a few things that need to be considered. Who implements the policy, what are its importance, what is the capacity of the policy implementer, how is the reaction of the target group that is the target of the policy and whether social and political factors affect the policy. These are all big questions that will explain how the policy environment that occurs during the implementation of PPDB is implemented.

The government is the main instrument in policy making, even in its implementation, the government is also the policy executor. If we talk about the admission of new students in the city of Denpasar, of course the Denpasar City Education, Youth and Sports Office is the leading sector of this policy. In carrying out its duties in the education sector, many interests must be accommodated. Of course, the main and main interest is service to the people of Denpasar. The government is obliged to facilitate and ensure that their rights are fulfilled in the field of education.

In its implementation, whether or not a policy is effective can be seen from how the capacity of the policy is implemented. In the admission of new students, in each educational unit a committee has been formed consisting of elements of school principals, teachers and school staff. Apart from that, there is a supporting element, namely the head of the region which is commonly called Kelian Banjar or Hamlet. Not all the implementers of this policy, who are also in direct contact with the community, can translate the policies that have been contained in the technical instructions (juknis) with the correct and appropriate concept. Basically, when the juknis has been published, it will be a reference that must and must be guided. However, in the field, different things can happen due to different interpretations from the policy implementers.

As a result, there are different reactions and perceptions from the target group of this policy, namely the people who will enroll their children in elementary school. Various reactions arose when the PPDB policy has now begun to leave a certificate of domicile (suket) as one of the requirements that is usually attached for non-Denpasar city residents. The response from parents is very positive, but for some people who can publish the suket it is certainly a big disappointment or can even be said to be bad news. How could it not, sometimes to find the suket which should be free of charge, at that time it began to be used as an item for sale.

In addition to these things, the implementation of the PPDB policy is sometimes faced with resistance, namely social and political factors. As a policy executor, ideally in implementation, they must be really accountable and committed to the policies that have been decided together. The political relational factor again creates a reflection that no matter how good the policies and mechanisms are made, in the end the proximity factor makes everything easy. In its implementation, it was found that not a few parents used their relationships to secure their children's benches. Whether transactionally or not, this portrait is proof that the social and political environment in which the policy is made is very influential whether the policy is really pure can run optimally or not.

CONCLUSION

Based on the research findings, the implementation of the New Student Admission (*PPDB*) policy in Denpasar City elementary schools remains suboptimal, primarily due to issues in policy content and the implementation environment. While the government has carefully designed the policy and involved various stakeholders, elementary schools often lack the capacity to accommodate the high demand from parents, creating opportunities for misuse. Key supporting factors such as human resources, budget, and technology are crucial for effective implementation, and there is a noticeable shift in parental attitudes from prioritizing favorite schools toward supporting equitable access to education. However, challenges persist, including political interests, inconsistent compliance among implementers, and difficulties in following technical guidelines under leadership pressure. Social dynamics also influence parental efforts to secure placements, highlighting the need for strong leadership and integrity to uphold the policy. As elementary schools serve as the gateway for student admissions, their role in adhering to the established mechanisms is vital. For future research, it is recommended to explore strategies for strengthening school capacity, enhancing the integrity of implementers, and leveraging technology to support a more transparent and equitable *PPDB* process.

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