

Implementation of The Licensing Policy for Early Childhood Education (PAUD) Institutions in Bogor City: An Analysis Using Matland's Ambiguity-Variability Model

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ARTICLE INFO

Keywords: Policy Implementation; PAUD licensing; Matland Model; Bogor City; Online Single Submission

Received : 20 May

Revised : 20 July

Accepted: 20 August

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ABSTRACT

This study analyzes the implementation of the licensing policy for Early Childhood Education (PAUD) institutions in Bogor City, focusing on implementation conditions, supporting and inhibiting factors, and stakeholder roles. A descriptive-analytical qualitative approach was employed within a constructivist-interpretive paradigm, using Matland's Ambiguity-Conflict Model (1995) as the primary framework, complemented by Edward III, Van Meter and Van Horn, Mazmanian and Sabatier, Grindle, and Lipsky. Data were obtained from Dapodik 2025.1, documents of the PAUD Licensing Acceleration Program, SIPERI records, licensing Focus Group Discussion materials, relevant regulations, Statistics Indonesia data, and interviews with six stakeholder informants. The findings indicate that Bogor City has 397 PAUD institutions distributed unevenly across six districts, ranging from 36 institutions in Bogor Timur to 104 in Tanah Sareal. Only 16 institutions (4.0%) were confirmed to have operational licenses, 47 (11.8%) were identified as unlicensed, while 334 (84.1%) remained unverified, a status methodologically distinct from being unlicensed. Policy implementation is categorized as Administrative Implementation because regulatory ambiguity is relatively low, while implementation variation mainly reflects differences in territorial workload. Supporting factors include a comprehensive regulatory framework, SIPERI and OSS digital systems, and the licensing acceleration program. Major constraints involve building-use conformity requirements and limited verification capacity. The study recommends accelerated verification, database integration, clearer licensing information, stronger institutional assistance, and continuous monitoring.

INTRODUCTION

Early Childhood Education (PAUD) constitutes an important foundation in an individual's educational journey, covering the age range of 0–6 years, which is widely recognized in developmental psychology literature as the *golden age*—a critical period of rapid and non-recurrent development of the child's brain and personality. The urgency of PAUD is not only pedagogical but also strategic from a public administration perspective: the government has a constitutional obligation to guarantee access to quality education as mandated by the 1945 Constitution and Law Number 20 of 2003 concerning the National Education System, while the authority to administer and license PAUD institutions is delegated to district/city governments within the framework of regional autonomy. National Education Data indicate that the national PAUD Gross Enrollment Rate in 2019/2020 reached only 34.29%, emphasizing that the provision of quality and administratively legal PAUD services is not merely a technical licensing issue, but also an issue of equitable access to early childhood education as a whole.

Bogor City, as an autonomous city in West Java Province with six districts (Bogor Selatan, Bogor Timur, Bogor Utara, Bogor Tengah, Bogor Barat, and Tanah Sareal) and a high population density due to its proximity to the Jakarta metropolitan area, faces particular challenges in providing safe and legally compliant PAUD services. Limited land availability and high property prices have encouraged some PAUD providers to use residential buildings as locations for teaching and learning activities, which may conflict with technical education and spatial-planning requirements. Child safety and protection have become important considerations since Law Number 23 of 2002 concerning Child Protection and its amendments (Law Number 35 of 2014 and Law Number 17 of 2016), which affirm the state's obligation to provide special protection for children, including through the provision of education that is physically and psychologically safe. In this context, PAUD licensing policy functions not merely as an administrative instrument, but also as a child-protection mechanism that ensures institutions meet building safety standards, educator qualification standards, and requirements regarding the adequacy of facilities and infrastructure.

Based on Dapodik data for the 2025.1 period, 397 PAUD units were recorded in Bogor City, comprising Similar PAUD Units (SPS), Playgroups (KB), Child Care Centers (TPA), Kindergartens (TK), and Cooperative Education Units at the kindergarten level. These institutions are unevenly distributed, ranging from 36 institutions in Bogor Timur to 104 institutions in Tanah Sareal—nearly a threefold difference. More specific data from the Bogor City Education Office's PAUD Licensing Acceleration Program reveal an even more striking gap: of the 397 registered institutions, only 16 institutions (4.0%) were confirmed to hold operational licenses, 47 institutions (11.8%) were identified as unlicensed, while the status of 334 institutions (84.1%) had not yet been definitively determined in the program database. The gap between the number of registered institutions and the verified level of administrative compliance represents a common phenomenon in public policy implementation studies, in which sound policy

design on paper (*policy on paper*) does not automatically translate into consistent practice in the field (*policy in action*), a discrepancy commonly referred to as the *implementation gap*.

The licensing policy for the establishment of formal education units in Bogor City is regulated through Bogor City Regional Regulation Number 13 of 2012 concerning Education Management and Administration, as amended by Regional Regulation Number 2 of 2015. The regulation stipulates feasibility-study requirements for establishing educational institutions, including the number of students, educators and education personnel, curriculum, funding sources, facilities and infrastructure, management arrangements, and conformity with city spatial planning. These requirements are incorporated into the operational-license application form (Form K.11), which is submitted to the Bogor City Investment and One-Stop Integrated Services Office (DPMPTSP), with a technical recommendation from the Education Office as a prerequisite. Since the national reform of business licensing services, this process has been integrated with the Online Single Submission (OSS) system, which has undergone three generations of legal frameworks up to Government Regulation Number 28 of 2025 concerning Risk-Based Business Licensing, applicable during the period of this study. Thus, PAUD licensing in Bogor City involves two interconnected pathways: the technical educational pathway (Education Office) and the business/building legality pathway (DPMPTSP-OSS).

Previous studies on the implementation of PAUD policies have generally focused on non-formal institutions (Sumaryanto, 2017), the quality of service delivery based on Minimum Service Standards in rural areas (Sundari, 2012), institutional capacity to implement service policies (Kertati, 2021), expansion of village-level access (Puspitasari et al., 2026), or the transition from PAUD to elementary school (Latief, 2023). The study by Faustina and Rusli (2025) on risk-based business licensing at the Cirebon City DPMPTSP is methodologically relevant because it examines a similar institution, but it does not focus on the PAUD sector. Based on the literature reviewed, none of these six studies specifically examines PAUD operational licensing (Operational License Certificate) as the main object, none discusses the interaction between the OSS-based digital licensing system and conventional education administration processes in a densely populated urban context, and none explicitly applies Matland's Ambiguity-Variability Model (1995) to PAUD licensing issues. These three gaps are addressed by the present study.

Based on the above description, this study aims to: (1) analyze the current condition of PAUD licensing policy implementation in Bogor City; (2) identify supporting and inhibiting factors affecting implementation; and (3) analyze the roles and involvement of stakeholders in the process, in order to formulate applicable policy recommendations for the Bogor City Government.

METHODOLOGY

This study employs a qualitative approach using a descriptive-analytical method, selected because of its suitability for exploring and understanding in depth the phenomenon of PAUD licensing policy implementation, including

stakeholder perceptions and experiences. The study is grounded in a constructivist-interpretive paradigm, which assumes that the reality of policy implementation is socially constructed through interactions among actors (the Education Office, DPMPTSP, PAUD supervisors, PAUD institution managers, and the community) and is understood through the meanings attributed by the actors themselves rather than solely measured statistically. The study is explanatory in nature, conducted cross-sectionally within a specific period, and applies an inductive analytical approach from specific field data toward broader conclusions.

The study was conducted across all six districts of Bogor City – Bogor Selatan, Bogor Timur, Bogor Utara, Bogor Tengah, Bogor Barat, and Tanah Sareal – during April–September 2026, covering the entire administrative territory of the city rather than sampling only selected districts. The six districts show wide variation in PAUD institutional density (36 to 104 institutions) as well as diverse socioeconomic and land-use characteristics, making them relevant for understanding the influence of territorial density and spatial planning on licensing dynamics.

Research informants were selected through *purposive sampling* supplemented by *snowball sampling*, involving six informants representing five stakeholder categories: policy implementers (staff of the Bogor City Education Office), program supervisors/facilitators (a PAUD supervisor in Bogor Timur District), PAUD institution managers (two informants from Bogor Tengah and Tanah Sareal Districts), community figures/village cadres (Bogor Selatan District), and a PAUD professional association (Bogor Utara District). This distribution covers five of the six districts plus one city-level informant and is considered adequate for a descriptive-analytical qualitative approach that emphasizes depth of data rather than statistical representativeness.

Primary data were collected through *in-depth interviews* and semi-structured interviews using an interview guide developed around five main variables – Policy Ambiguity, Implementer Variability, Supporting Factors, Inhibiting Factors, and Stakeholder Roles – with question sets adjusted for each informant category. These data were complemented by non-participant observation of administrative service processes, the physical conditions of PAUD institutions, and officer-applicant interactions, as well as review of official documents including Bogor City Regional Regulation Number 13 of 2012, Bogor Mayor Regulation Number 71 of 2018 and Number 142 of 2020, licensing procedures (Form K.11), Dapodik data, and data from the PAUD Licensing Acceleration Program. Data triangulation was conducted by comparing findings from interviews, observations, and documents; for example, statements from the Education Office regarding the effectiveness of the digital system were cross-checked against the actual experiences of PAUD institution managers.

Data were analyzed through three interactive stages following Miles, Huberman, and Saldaña's approach: data condensation (transcription, categorization, and selection of relevant data), data display (descriptive narratives, tables, and analytical matrices), and conclusion drawing and verification. Each research question was mapped to its theoretical framework,

primary data source, and specific analytical technique: implementation conditions were analyzed using Matland (1995) and Van Meter and Van Horn (1975) through descriptive data condensation-display-verification techniques; supporting and inhibiting factors were analyzed using Edward III (1980) and Mazmanian and Sabatier (1983) through *thematic analysis*; and stakeholder roles were analyzed using Grindle (1980), Lipsky (1980), and the *top-down-bottom-up* approach through relational analysis among actors (*stakeholder mapping*).

Data validity refers to Lincoln and Guba's (1985) four criteria: credibility through source triangulation; transferability through detailed contextual description (*thick description*); dependability through an audit trail covering the entire research process; and confirmability through discussions with academic supervisors and cross-checking among sources. Research ethics included *informed consent*, confidentiality of informant identities through coding (A1, B1, C1, C2, D1, E1), scientific integrity without data manipulation, and the principle of *non-maleficence* by presenting critical findings constructively without judging any particular individual.

As a methodological limitation that needs to be stated transparently, at the time this manuscript was prepared, the collection and analysis of primary data from in-depth interviews and field observations involving the six informants were still being completed. Consequently, most of the findings presented in the Results and Discussion section below rely primarily on secondary data from Dapodik 2025.1, PAUD Licensing Acceleration Program documents, SIPERI and FGD documents, Statistics Indonesia data, and official regulations interpreted through the theoretical frameworks described above. Interpretations concerning communication, resources, disposition, and bureaucratic structure variables (Edward III, 1980), as well as the definitive classification of implementer variability across districts within Matland's framework, therefore remain preliminary indications that require strengthening through primary-data triangulation at the next stage of the research, consistent with the principle of academic integrity upheld throughout this study.

RESULTS AND DISCUSSION

Implementation Conditions: The Gap Between Registered Institutions and Institutions with Verified Licenses

Table 1 summarizes the distribution of PAUD institutions across districts as well as their operational licensing status at the city level.

Table 1 Distribution of PAUD Institutions by District and Operational Licensing Status in Bogor City

District	Number of PAUD Institutions	Proportion of 397
Tanah Sareal	104	26.2%
Bogor Barat	72	18.1%
Bogor Selatan	69	17.4%
Bogor Utara	66	16.6%
Bogor Tengah	50	12.6%

Bogor Timur	36	9.1%
Total	397	100.0%

Operational Licensing Status (City Level)	Number of Institutions	Percentage
Confirmed to hold an operational license	16	4.0%
Identified as unlicensed	47	11.8%
Status not yet known/verified in the program database	334	84.1%
Total	397	100.0%

Source: Dapodik 2025.1 and Bogor City Education Office Letter Number 400.3.2/242-PAUDDikmas concerning the PAUD Licensing Acceleration Program (2026), processed by the author.

The unequal distribution of institutions across districts—from 36 institutions in Bogor Timur to 104 institutions in Tanah Sareal, nearly three times as many—has direct implications for the workload of policy implementers. Districts with larger numbers of institutions, such as Tanah Sareal and Bogor Barat, potentially face greater verification and supervision pressures than districts with fewer institutions, such as Bogor Timur. For comparison, Statistics Indonesia of Bogor City recorded 160 kindergarten units in the 2025/2026 academic year, with the highest concentration in Bogor Utara (33 kindergartens). The difference in coverage between BPS data (kindergartens only) and Dapodik data (all types of PAUD units) is not contradictory; rather, both confirm that the spatial concentration of PAUD provision in Bogor City is uneven.

The central finding of this study lies in the gap between the number of registered institutions (397) and the number of institutions whose status is actually confirmed as holding an operational license (16 institutions, 4.0%). Methodologically, it must be emphasized that the 334 institutions (84.1%) categorized as having an “unknown/unverified status” cannot be equated with institutions that are definitely unlicensed; this category is distinct from the 47 institutions (11.8%) that have been positively identified as unlicensed. This distinction is important because the policy implications differ: the 47 institutions require intervention in the form of assistance in processing their licenses, whereas the 334 institutions primarily require accelerated verification and updating of data in the program database itself before their actual status can be determined. This interpretation is consistent with the “policy standards and objectives” variable in Van Meter and Van Horn’s (1975) model: clarity of implementation success indicators—in this case, the proportion of institutions whose licensing status has actually been verified—is a prerequisite for accurate implementation evaluation and confirms that the problem of PAUD licensing policy implementation in Bogor City lies not only in institutional compliance, but

also in the government's institutional capacity for continuous data verification and updating.

Classification of Implementation in Matland's Ambiguity-Variability Model

From the perspective of the regulatory framework, the PAUD licensing policy in Bogor City has a relatively clear legal basis—Regional Regulation Number 13 of 2012 in conjunction with Number 2 of 2015 and Mayor Regulation Number 71 of 2018—with policy objectives (ensuring the quality and safety of PAUD provision) and core procedures (Education Office verification → technical recommendation → issuance of the Operational License Certificate by DPMPTSP through OSS) formulated in a structured manner. Nevertheless, one point with potential for ambiguity in practice was identified, namely the conformity of building use with educational purposes. Some small-scale, community-based PAUD institutions may operate in residential buildings whose spatial function is not necessarily aligned with the technical educational requirements contained in the eight National Education Standards. It is at this intersection between education regulations and building/spatial-planning requirements that multiple interpretations may arise among implementers and PAUD managers. Based on the documentary evidence available, the level of ambiguity in the PAUD licensing policy in Bogor City can therefore be categorized as low to moderate.

From the perspective of implementer variability, differences in district-level workload as presented in Table 1 theoretically have the potential to generate variation in the intensity of assistance, verification speed, and coordination patterns, in line with Mazmanian and Sabatier's (1983) framework regarding non-policy environmental variables and problem characteristics. Combining indications of low-to-moderate policy ambiguity at the regulatory level with indications of implementer variability across districts due to differences in territorial workload, the implementation of PAUD licensing policy in Bogor City is categorized as *Administrative Implementation* within Matland's (1995) Model: a condition in which policy ambiguity is relatively controlled normatively, yet implementation may vary due to differences in workload and territorial characteristics across districts. This administrative character is reflected in the dominance of formal procedures, the division of authority among institutions, the verification process, and the need for systematic updating of licensing status, with limited room for adjustment at the implementation level due to differences in institutional conditions and territorial characteristics.

Supporting and Inhibiting Factors of Implementation

When analyzed through Edward III's (1980) four variables, the following pattern emerges. Regarding the **communication** variable, the Bogor City Education Office has institutional communication channels with DPMPTSP, as reflected in the participation of PAUD representatives in the Focus Group Discussion on Licensing in the Education Sector organized by DPMPTSP on September 25, 2024, as well as tiered communication channels through PAUD supervisors, districts, villages, Bunda PAUD, and institution managers, although the complexity of requirements remains a challenge for small-scale PAUD

managers. Regarding the **resources** variable, the availability of PAUD supervisors as supervisory-assistance personnel and digital systems (SIPERI since 2015 and OSS integration) indicates adequate institutional investment. However, the scale of 397 institutions that must be served compared with only 63 institutions successfully verified (16 licensed + 47 unlicensed) confirms that administrative verification and data-updating capacity constitute a major challenge.

Regarding the **disposition** variable, the existence of the PAUD Licensing Acceleration Program, which was specifically established by the Education Office to resolve licensing status issues, indicates strong institutional commitment to addressing licensing problems. Regarding the **bureaucratic structure** variable, the division of authority between the Education Office (technical verification and recommendation) and DPMPTSP (license issuance through OSS) creates a structured recommendation-verification scheme with decision points within each institution. This is consistent with Pressman and Wildavsky's (1973) concept of *the complexity of joint action*: the more cross-institutional decision points involved, the greater the potential for delays, even when no party intentionally obstructs the process.

From the perspective of Mazmanian and Sabatier (1983), the **characteristics of the problem** are reflected in the complexity of technical requirements, particularly conformity of building use, as well as the diversity of types and scales of institutions (SPS, KB, TPA, TK), which naturally differ in their capacity to meet the eight National Education Standards. The relevant **environmental variable** is Bogor City's character as a densely populated urban area with limited land availability, which encourages the existence of PAUD institutions in spaces not always specifically designed for educational purposes. In summary, the main supporting factors include a relatively comprehensive regulatory framework, the SIPERI and OSS digital systems, and the PAUD Licensing Acceleration Program as a form of institutional commitment; while the main inhibiting factors include the complexity of building-use conformity requirements and indications of unequal supervision workloads across districts due to the uneven distribution of institutions.

Stakeholder Roles

Policy implementation involves seven categories of actors with structured roles, as summarized in Table 2.

Table 2 Stakeholder Roles in the Implementation of the PAUD Licensing Policy

Actor	Main Role	Theoretical Position
Bogor City Education Office	Verification of compliance with the 8 National Education Standards; issuance of technical recommendations; management of SIPERI and the Licensing Acceleration Program	Central actor in the <i>top-down</i> pathway

Bogor City DPMPTSP	Issuance of the Operational License Certificate through OSS based on technical recommendations	Final decision point
PAUD Supervisor (Penilik)	Assistance, administrative inspection, and field supervision	<i>Street-level bureaucrat</i> (Lipsky, 1980)
District/Village Government	Territorial administrative support, data collection, coordination	Territorial liaison
Bunda PAUD	Development and advancement of PAUD at village/district level	<i>Bottom-up</i> actor
PAUD Institution Managers	Preparation of legal documents, administrative requirements, and facilities/infrastructure	<i>Target group</i>
PAUD Professional Associations	Information networks, coordination, collective assistance	Government-community bridge

Source: Processed from the review of authority distribution and research findings.

From Lipsky's (1980) perspective, PAUD supervisors occupy a key position as *street-level bureaucrats* who interact directly with PAUD managers in the field and stand at the intersection between formal policy (*top-down*) and the diverse realities of institutional conditions (*bottom-up*). They are therefore theoretically vulnerable to interpretive dilemmas when formal regulations confront actual conditions in the field. Coordination among actors takes place through a tiered division of roles: the Education Office handles technical verification and recommendations, DPMPTSP issues licenses, PAUD supervisors provide assistance and conduct field inspections, while districts, villages, Bunda PAUD, professional associations, and PAUD managers support implementation through territorial coordination, information dissemination, development assistance, and document fulfillment. This pattern confirms that implementation success depends on the interconnectedness of actors within a single service chain, consistent with Grindle's (1980) view that policy implementation is fundamentally both a political and administrative process, in which policy content and implementation context jointly determine success.

Service Digitalization: SIPERI and OSS

The digitalization of education licensing services in Bogor City is not a new phenomenon. The Education Office has operated the Licensing Recommendation Control System (SIPERI) since November 2, 2015, to facilitate the recommendation process for educational institutions, including PAUD, predating the more recent implementation of the Online Single Submission Risk-Based Approach (OSS-RBA) framework at the national level. At a later stage, the issuance of Operational License Certificates by DPMPTSP was integrated with the OSS system. In theory, digital-system integration increases process transparency, facilitates documentation and tracking of application status, and

reduces opportunities for maladministration compared with manual services based on physical counters. On the other hand, digital systems may reduce flexibility in resolving special cases that could previously be accommodated through manual mechanisms, while also requiring sufficient digital literacy among PAUD managers, especially small-scale and community-based institutions. This represents a tension between *procedural certainty* and *case responsiveness* commonly found in studies of public-service digitalization (*e-government*).

Discussion: Relationship with Previous Studies

Consistent with Sumaryanto's (2017) findings in North Jakarta, which identified that the implementation of non-formal PAUD institutional policy had not yet been optimal, this study also finds a significant implementation gap, reflected in the low proportion of institutions whose licensing status is actually verified (4.0%). However, unlike Sumaryanto (2017), who highlighted educator qualifications as the main source of problems, this study finds that the central issue in Bogor City lies in the gap in verification and updating of licensing data within the government program database itself.

In line with the findings of Puspitasari et al. (2026) regarding variation in implementation success among villages within a single district, the distribution data of PAUD institutions in Bogor City also indicate potential variation in implementation workloads across districts, although the context of this study is a densely populated urban area, unlike the rural context of the previous study. Compared with Faustina and Rusli (2025), who examined the implementation of OSS-RBA at the Cirebon City DPMPSTP and found obstacles in service provision despite a well-developed policy framework, this study identifies a similar pattern in the PAUD context: Bogor City's regulatory framework is relatively comprehensive, yet its field implementation – as reflected in the proportion of institutions with unverified status reaching 84.1% – still presents comparable challenges.

This study fills gaps not addressed by the six previous studies, particularly because no prior study specifically examines PAUD operational licensing through the interaction between the OSS digital system and conventional education administration processes in a densely populated urban context, nor has any explicitly applied Matland's Ambiguity-Variability Model (1995) to this issue. The findings provide an initial indication that a combination of a relatively clear regulatory framework and gaps in administrative verification capacity constitutes a distinctive implementation pattern in education licensing within a medium-sized urban setting under high urbanization pressure – a pattern that, as emphasized in the Method section, still requires strengthening through primary-data triangulation before it can be established as a definitive conclusion.

CONCLUSION AND RECOMMENDATION

This study draws three conclusions that answer the research questions. First, the current condition of PAUD institution licensing policy implementation in Bogor City shows a significant gap between the number of registered institutions (397) and the number of institutions whose status is actually

confirmed as holding an operational license (16 institutions, 4.0%), while 334 institutions (84.1%) remain of uncertain status—a category that is methodologically distinct from the 47 institutions (11.8%) positively identified as unlicensed. Viewed through Matland's Model, the regulatory framework of this policy is normatively relatively clear, with the main point of ambiguity concerning conformity of building use. Implementation therefore tends toward the *Administrative Implementation* category, characterized by low-to-moderate ambiguity and implementer variability influenced by differences in territorial workload across districts.

Second, the supporting factors identified from documentary evidence include a relatively comprehensive regulatory framework, the SIPERI digital system, which has operated since 2015 and is integrated with OSS, and the PAUD Licensing Acceleration Program as a manifestation of the Bogor City Education Office's institutional commitment. Inhibiting factors include the complexity of building-use conformity requirements and indications of unequal supervision workloads across districts as a result of the uneven distribution of PAUD institutions, ranging from 36 institutions in Bogor Timur to 104 institutions in Tanah Sareal.

Third, stakeholder roles are distributed across seven categories of actors—the Education Office, DPMPTSP, PAUD supervisors, district/village governments, Bunda PAUD, PAUD institution managers, and PAUD professional associations—with the Education Office and DPMPTSP serving as the central actors in the *top-down* pathway, PAUD supervisors acting as *street-level bureaucrats* who bridge formal policy and field conditions, and other actors strengthening implementation from the territorial and target-group sides. In general, the main challenge in implementing the PAUD licensing policy in Bogor City lies not merely in the absence of a regulatory or institutional framework, but in gaps in verification capacity and administrative data updating at the implementation level.

Based on these findings, the study recommends: for the Bogor City Government, accelerating verification and updating the status of the 334 unverified institutions as the main priority; for the Education Office, integrating Dapodik data with the PAUD Licensing Acceleration Program database so that the status of each institution can be monitored in *real time*, as well as simplifying information on technical building requirements; for DPMPTSP, evaluating the flexibility of the OSS system in handling special cases without compromising procedural transparency; for PAUD supervisors, strengthening field assistance, particularly in districts with the largest number of institutions (Tanah Sareal and Bogor Barat); for district/village governments, improving coordination in data collection to support the accuracy of the city-level database; and for PAUD institution managers, improving their understanding of licensing requirements and proactively following up on their institutions' licensing status.

RESEARSCH LIMITATIONS

This study has limitations that need to be emphasized. As a qualitative study with a limited number of informants selected through *purposive* and

snowball sampling, the findings are contextual and are not intended to be statistically generalized to the entire population of PAUD institutions in Bogor City, but rather to provide theoretical generalization (*analytic generalization*) that enriches understanding of policy implementation theory. The secondary data used (Dapodik 2025.1 and PAUD Licensing Acceleration Program data) represent a specific period and do not fully reflect subsequent changes. More importantly, as stated in the Method section, the collection and analysis of primary data from in-depth interviews and field observations involving the six research informants were still being completed at the time this article was prepared. Accordingly, the analysis of supporting and inhibiting factors—particularly the communication, resources, disposition, and bureaucratic structure variables within Edward III's framework—and the definitive classification of implementer variability across districts within Matland's framework remain preliminary indications based on documentary data and require strengthening through primary-data triangulation before being established as final conclusions. Further research is recommended to complete this qualitative triangulation and deepen the analysis of aspects that have not yet been fully explored in this study.

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