

A MULTIDIMENSIONAL ANALYTICAL FRAMEWORK FOR EDUCATION POLICY IMPLEMENTATION: A CONCEPTUAL ENRICHMENT OF MATLAND'S TYPOLOGY

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ABSTRACT

Indonesia's zoning-based admission policy and its Kurikulum Merdeka reform both illustrate the same problem, a single national design produces uneven results once it reaches the district level, with school quality gaps, uneven teacher readiness, and variable local government backing each shaping how different areas carry the policy out. Matland's ambiguity-conflict typology (1995) explains this kind of variation by reading implementation outcomes through two dimensions, the clarity of a policy's objectives and the degree of conflict among the actors responsible for carrying it out. Applied to Indonesian basic education, a policy field crowded with actors and heavily dependent on local government backing that varies across districts, the two-dimensional model reaches its limit quickly, because the variation on the ground comes from a wider set of forces than two axes alone can capture. This article builds outward from that limit into a framework of six determinant dimensions, institutional capacity, inter-actor collaboration, policy entrepreneurship, political support, community participation, and local wisdom, drawn respectively from New Institutionalism, Collaborative Governance, Policy Entrepreneurship, and Local Wisdom Theory, which together account for how a policy's ambiguity and conflict translate into outcomes on the ground. Indonesia's Drug Abuse Prevention and Eradication Policy, P4GN, tests the framework across four research areas in Lampung Province, since it shares education's multi-actor, locally contingent character and produces the same kind of uneven outcomes the six dimensions are built to explain. From there, the discussion turns to what that configuration means for district-level Kurikulum Merdeka implementation and zoning, tracing how the six dimensions play out under different institutional and political conditions. This expanded set of criteria allows the framework to move beyond the ambiguity-conflict dichotomy and provides researchers a device for accounting for why the same national policy can have such different impacts within different districts.

implementation of education policies, Matland typology, multidimensional analysis framework, PPDB zoning, and the Merdeka Curriculum. This wider set of elements allows the paradigm to go beyond the ambiguity-conflict dichotomy and provides researchers an explanation of why one national policy can have such different effects in districts.

Keywords: implementation of education policy; Matland's typology; framework of multidimensional analysis; zoning of PPDB; Kurikulum Merdeka.

INTRODUCTION

Indonesia has a zoning system for student admission regulated in Permendikbud No. 17/2017 and consolidated in Permendikbud No. 1/2021. The system ties a child's enrolment in a public school to how far the child lives from the school. The thinking behind the policy is to narrow the quality gap between first-choice schools and those most families attend. In a study of implementation areas, Fatimah (2025) found that the ability of the zoning formula to create equitable access depends on factors not mentioned in the national regulations themselves, the even distribution of school quality within a zone, and the local government's genuine commitment to budgeting that goes far beyond mere formal compliance with reporting requirements. Regions such as Yogyakarta are governed by the same Ministry of Education and Culture regulations, but differ in terms of the combination of school quality and budgetary commitment they apply in implementing those regulations, resulting in varying levels of access even under the same zoning formula across the three districts. Kurikulum Merdeka faces a similar constraint, since a curriculum written the same way for every school still depends, in each case, on whether that particular school has the infrastructure and institutional backing behind it.

Pratami et al. (2025) trace four challenges that recur across primary schools nationally. Teacher readiness for differentiated instruction lags in most schools, and the facilities needed to support it are just as often short. Most teachers do not fully understand formative assessment either, feeding a persistent fourth gap between what the curriculum framework asks of a school and what most schools are actually equipped to deliver, a gap that is, in practice, largely produced by the first three. Different as their problems are, admission and curriculum reform produce the same implementation dynamic a single national design that districts translate unevenly. Local capacity explains part of that unevenness, and so does the dynamic among the actors involved, but the larger share comes from the social context, from how a community receives and responds to what the policy asks of it.

Matland (1995) built his ambiguity-conflict typology precisely to explain this kind of variation, reading implementation outcomes through two dimensions: the clarity of a policy's objectives and the degree of conflict among the actors responsible for carrying it out. Set against a policy field as crowded with actors as Indonesian basic education, however, the model's own two dimensions start to strain. Coleman et al. (2021) argue that ambiguity and conflict cannot account for variation once institutional capacity, the quality

of inter-actor relationships, the presence of a driving actor, and the surrounding social context all shape how districts actually carry out a policy, and Indonesian education fits that pattern closely, since a district with a well-resourced education office and an engaged head of the regional legislature can absorb ambiguity that would stall a district lacking either.

The dimensions missing from Matland's model, institutional capacity, the quality of collaboration among implementing actors, the presence of policy entrepreneurs, political backing, community participation, and local wisdom, are the building blocks this framework assembles below, before testing their relevance against a policy that shares education's multi-actor, locally contingent character Indonesia's Drug Abuse Prevention and Eradication Policy (P4GN), studied across four research areas in Lampung Province. The next section reviews the education-implementation literature and the four theoretical traditions from which the six dimensions are drawn, the section after that sets out how the Lampung P4GN case serves as an illustrative test of the resulting framework, the results and discussion that follow report and interpret that configuration, and the conclusion returns to what it predicts for zoning and Kurikulum Merdeka implementation at the district level.

RESEARCH METHODS

This article combines two distinct methodological moves. The first is conceptual a narrative synthesis of four theoretical traditions, New Institutionalism, Collaborative Governance, Policy Entrepreneurship, and Local Wisdom Theory, undertaken specifically to identify the dimensions Matland's ambiguity-conflict typology leaves unaddressed and to assemble them into the six-dimension framework set out in the literature review above. The second is empirical, in an illustrative sense the framework's applicability is tested against an existing qualitative case configuration, since new primary data collection on zoning or Kurikulum Merdeka themselves falls outside what this article sets out to do.

This study uses a qualitative design that combines exploratory, comparative, and constructive components within a single research process (Denzin & Lincoln, 2018). The exploratory component addresses a combination of factors, institutional capacity, inter-actor collaboration, policy entrepreneurship, political support, community participation, and local wisdom, that had not previously been analysed together. Within the comparative component, four districts are set against each other, and the constructive component moves past description to build a typology and an implementation model. Yin's (2008) multiple case study design anchors the research, with each regency or city serving as a bounded unit of analysis defined by clear administrative, social, and institutional limits.

Case selection followed a maximum variation logic (Patton, 2002), choosing sites positioned to represent the widest possible spread of a single defining condition. Lampung Province's 2023 drug-risk data (BNN Provinsi Lampung) showed no district entirely free of narcotics-related risk, which is why the four districts were selected to sit at different points along that risk spectrum. In North Lampung, village-level data sit mostly

in the vulnerable category, placing the district at the escalating or widespread-risk end of the spectrum. Danger and vulnerable categories together account for the large majority of villages in Way Kanan Regency, putting it in the high-risk band. Without any single classification dominating, Tulang Bawang Regency falls into a mixed, transitional category. At the opposite end, the alert category covers most sub-districts in Metro City, and none register as high-danger. The four sites therefore span distinct risk environments, letting the analysis compare implementation across meaningfully different conditions.

Interviews formed the core of the analysis, cross-checked against field observation and documentation for consistency. Officials, police, health and education office staff, customary and religious leaders, and community organisers made up the bulk of informants, reached first through purposive sampling and then through snowball referrals once initial contacts pointed toward others worth interviewing. Because of that direct involvement in P4GN implementation, informants could speak to institutional dynamics, actor roles, and how custom and tradition actually get used on the ground. Coordination meetings and cross-sector forums served as the main observation sites, useful for catching working relationships and power dynamics that an interview transcript tends to flatten. National instruments such as the presidential regulation on P4GN and its implementing rules provided the documentary backbone, supplemented by regional regulations, head-of-region decrees, regional and organisational development plans, activity reports, and coordination minutes.

Analysis proceeded iteratively through within-case and cross-case stages (Miles et al., 2018; Yin, 2008), rating each of the six dimensions in each district as strong, moderate, or weak before comparing the resulting configurations across all four sites. Matland's typology entered the analysis only at this later stage, as an interpretive lens applied to configurations the fieldwork had already produced. The districts were not sorted into Matland's four categories from the outset; conflict and ambiguity were instead read off the six-dimension configuration each district displayed, a sequencing that is what allows the results reported below to treat conflict and ambiguity as outcomes the framework can explain, not as inputs it simply describes.

The analysis asks what the same six-dimension configuration implies for a different policy domain that shares P4GN's multi-actor, locally contingent structure, setting aside the P4GN-specific typology and implementation model developed for that policy specifically. This move is illustrative. It demonstrates that the framework can organise variation in one crowded, locally contingent policy field, though it does not confirm how the framework performs against primary fieldwork conducted on zoning or Kurikulum Merdeka directly, a limitation the discussion returns to below.

RESULTS

The Six-Dimension Configuration In P4GN Policy Implementation In Lampung Province

This research tests this six-dimension configuration against P4GN implementation across four research areas, North Lampung Regency, Way Kanan Regency, Tulang Bawang

, and Metro City, a policy chosen for its resemblance to education implementation it runs through BNN and its district branches, police, health offices, education offices, religious and customary leaders, and community organisations all at once, and its success depends heavily on public acceptance, since enforcement alone rarely changes the behaviour the policy targets.

Political support turned out strong across all four research areas each district head and legislature had folded the program into regional planning documents and committed budget toward it. Even so, the four areas produced four visibly different implementation patterns, a finding that confirms political backing as a necessary condition for implementation but not a sufficient one.

Metro city combined strong institutional capacity, strong collaboration, strong political support, and strong community participation, with actor and local-wisdom scores at a more moderate level, producing what the dissertation terms an administrative-institutional pattern, implementation resting on district government machinery already integrated into routine administration. Way Kanan paired strong institutional capacity with a strong policy entrepreneur, embodied in a district GRANAT chairman who pushed local-content curriculum integration and formal cooperation with Universitas Lampung, and strong collaboration, producing a collaborative-innovative pattern built on actor-driven adaptation and cross-sector networking. Tulang Bawang showed only medium-to-strong institutional capacity, paired with a strong driving actor but moderate collaboration. As a result, the arrangement read as a transitional-bridging pattern, an implementation still consolidating its institutions a bridging actor connected BNNK and the district education office through a shared reporting system, while a local-content curriculum team was still taking shape. North Lampung's profile differed from the previous two strong institutional capacity combined with strong community participation, but collaboration among actors registered only moderate, producing a structural-participatory pattern, strong on formal structure and public involvement, where the working relationships linking one implementing agency to another still lagged behind that structural strength.

Local wisdom is the one dimension where the four areas converge, all four scoring moderate. Customary and religious leaders lend legitimacy to prevention messaging in each district, but none of the four has folded that legitimacy into programme design as a standing mechanism, the pattern the Lampung data confirms most consistently across the whole configuration.

Read against Matland's typology, this configuration does more than sort four districts into four boxes. Metro City's balanced strength across institutional capacity, collaboration, political support, and participation produced comparatively low conflict and low ambiguity, the profile Matland labels administrative implementation. Where Way Kanan relied on a strong policy entrepreneur and strong collaboration, room opened for local interpretation without generating serious conflict, closer to Matland's experimental type. With its institutions still consolidating, Tulang Bawang paired only moderate collaboration with a driving actor who had not found his footing, producing the higher conflict and

ambiguity characteristic of a more contested implementation still taking shape. Structural strength paired with unsettled inter-actor relationships left North Lampung's dynamics somewhere between the administrative and political types, anchored by institutions but still working out how its actors relate to each other.

The Lampung case yields one finding more important than where any single district lands in that typology. Conflict and ambiguity behave here as outcomes of the six-dimension configuration, produced by how institutional capacity, actor drive, collaboration, political support, participation, and local wisdom interact within a given district. A district's level of conflict, in other words, is something the other six dimensions produce, which means a strengthening strategy aimed at those dimensions can still shift it well after the policy is announced.

DISCUSSION

To implement a zoning system or curriculum reform on a large scale, an education office needs the staff and standard procedures to verify residence records or compile teacher-training lists, political commitment behind the effort, real cooperation between provincial and district offices, and parents and community members who participate consistently. Metro City has all four characteristics, so zoning conflicts are resolved through established procedures and the Kurikulum Merdeka instruction reaches schools mostly as designed.

This means a district without Metro City's institutional depth can still create a zoning exception or adjust a curriculum module if some principal, subject coordinator, or (less often) district official is willing personally to negotiate an interpretation, and the people around that person cooperate well enough to sustain it. Way Kanan has the same effect but with a more delicate arrangement than Metro City. That depends on the individual who is holding it together and there is no institutional guarantee that the working links or the improvised solution will be handed over to a successor when that person moves on.

Districts still building the institutions that zoning or curriculum reform ultimately require show a third, transitional pattern. In Tulang Bawang, a bridging actor does real work, but with thinner collaboration behind them than in Way Kanan. This pattern marks a district mid-way through consolidating its institutions, past Way Kanan's dependence on one broker but short of Metro City's institutional depth. Within those patterns, the appropriate support targets the education office directly, building the staff capacity and procedures Metro City already has. Way Kanan's pattern, in contrast, responds to troubleshooting pointed at whichever individual is currently holding the arrangement together.

North Lampung's structural participatory pattern carries its own lesson strong formal structure and genuine community involvement can carry an implementation a long way even where the relationships among implementing agencies remain unsettled, and that unsettled quality is precisely where friction is likely to surface first, in miscommunication

between a provincial trainer and a district supervisor, or between a school committee and a parent body, once a policy asks those parties to move in close coordination.

The uniformly moderate presence of local wisdom across all four Lampung areas raises a genuine question for education policy specifically what would it take to move local wisdom from a moderate, largely incidental presence toward a mechanism built directly into programme design, the way Kurikulum Merdeka's local-content component already invites schools to do? The Lampung findings suggest an answer grounded in deliberate design, since the customary and religious leaders already lending legitimacy to P4GN messaging did so through channels a school could just as easily formalise a standing role for a customary elder on a school committee, or a curriculum unit built explicitly around locally sourced knowledge. A school building such a unit draws on knowledge already present in its community, and that grounding tends to carry a different reception than material imported wholesale from a national template.

A caution belongs here, one already flagged in the method above P4GN and education policy answer to different constituencies, carry different stakes, and involve actors, police, health workers, customary leaders, whose relationship to the state differs from a teacher's or a school committee's. The six dimensions travel because both policy areas share a multi-actor, locally contingent structure, not because drug policy and education policy resemble each other in substance. Therefore, any effort to apply the findings from Lampung to the zoning plan or curriculum of a specific regency must treat this framework as a diagnostic starting point, which still requires confirmation through specialized field research in the field of education before it can serve as a guideline for that regency's plan.

For research, this framework is useful in practice as a diagnostic tool. Before concluding that zoning disputes or delays in the implementation of the Merdeka Curriculum are solely due to unclear objectives or high levels of conflict, a researcher can analyze a regency based on these six dimensions and identify which dimensions are actually still weak.

For practice, support needs to match each district's actual configuration. Metro City-type districts, strong across all six dimensions, mostly need monitoring and modest technical top-ups. Way Kanan-type districts need a different kind of support, identifying the individuals actually carrying the adaptation and giving them institutional backing so the arrangement survives once whoever currently holds it together moves on. Theoretically, the framework extends Matland's typology by supplying the mechanism behind the conflict and ambiguity it classifies, naming six dimensions whose interaction produces a district's position on the two original axes. Practically, a district can use the six dimensions as a pre-implementation checklist, flagging its weakest dimension before that weakness surfaces as visible conflict.

CONCLUSION

This study set out to explain why zoning admission and Kurikulum Merdeka produce uneven results across districts operating under the same national regulation. The

Lampung P4GN case identifies the mechanism behind that variation. Across the four districts, institutional capacity, inter-actor collaboration, policy entrepreneurship, political support, community participation, and local wisdom interact to produce the ambiguity and conflict levels that Matland's typology reads. A district's position on those two axes traces back to which of the six dimensions is present and which is missing. Matland's model identifies where implementation runs into trouble, whether ambiguity, conflict, or both, but it does not explain why one district ends up there while another operating under the same policy does not. The six dimensions identified here supply that explanation. Zoning and Kurikulum Merdeka do not succeed or fail uniformly across Indonesia's several hundred districts. Their outcomes depend on the same six conditions, conditions education administrators can assess directly and strengthen in the districts where they are weakest.

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