

Policy Analysis of Public and Private Elementary Schools Through the Cippo Evaluation Model: A Case Study in Wajo Regency, Indonesia

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ABSTRACT: This study aims to analyze educational policies implemented in public and private elementary schools UPTD SD Negeri 223 Kampiri and UPTD SD As'adiyah 2 Kampiri using the CIPPO evaluation model (Context, Input, Process, Product, and Outcome). The CIPPO framework provides a comprehensive tool to assess policy effectiveness from planning and resource allocation to program implementation and long-term educational outcomes. Employing a qualitative descriptive approach through document analysis, interviews, and literature review, the study reveals that public schools tend to align with centralized government regulations and standardized funding mechanisms, while private schools demonstrate greater flexibility in curriculum innovation and institutional management. However, both face similar challenges in maintaining teacher quality and ensuring adequate facilities. Findings indicate that policy effectiveness is less dependent on school status than on consistent implementation, professional competence, and leadership capacity. The study highlights the need for stronger affirmative support for private schools, continued pedagogical innovation in public institutions, and collaborative governance between government, schools, and communities to ensure equitable and high-quality education.

KEYWORDS: CIPPO Model, Educational Policy, Public School, Private School, Policy Evaluation.

INTRODUCTION

Education plays a central role in shaping human capital and fostering sustainable development, serving as a cornerstone for social cohesion, innovation, and national progress. In recent decades, the discourse on educational policy has increasingly focused on the effectiveness and equity of public and private schooling systems, particularly in developing nations where access and quality remain uneven (Hanushek & Woessmann, 2020; UNESCO, 2023). Both public and private schools contribute significantly to the educational landscape, yet they operate under distinct governance, funding, and accountability mechanisms. This divergence has motivated scholars and policymakers to explore how each system implements and interprets national education policies and how these differences affect student outcomes and institutional performance (Verger, Fontdevila, & Zancajo, 2021).

Globally, educational reforms have shifted toward improving accountability, decentralization, and inclusivity, aligning with Sustainable Development Goal 4 (SDG-4) to “ensure inclusive and equitable quality education for all” (UNESCO, 2023). However, disparities between public and private institutions remain pronounced, particularly in low- and middle-income countries where the privatization of education has expanded rapidly (Srivastava & Noronha, 2020). Research across Asia and Africa indicates that public schools tend to ensure greater access and affordability, whereas private schools often demonstrate higher levels of innovation, resource flexibility, and parental involvement (Heyneman & Stern, 2021). Yet, such advantages are often offset by challenges in teacher stability, regulatory compliance, and social equity (OECD, 2021).

In Indonesia, the coexistence of public and private schools reflects a dual-track educational policy framework aimed at balancing state responsibility and community participation. Public schools are primarily managed and funded by the government through mechanisms such as the School Operational Assistance (Bantuan Operasional Sekolah/BOS), while private schools are typically administered by religious foundations or community organizations (Kemendikbudristek, 2022). Despite this arrangement, gaps persist in teacher quality, infrastructure, and policy implementation, especially in rural and peripheral regions (World Bank, 2022). Moreover, the recent decision of the Constitutional Court (2025) to extend free basic education to both public and private institutions has reignited debates on equity, quality assurance, and sustainable financing.

Understanding these dynamics requires a comprehensive analytical framework capable of evaluating both policy formulation and implementation processes. The CIPPO evaluation model, an extension of the CIPP framework developed by Stufflebeam, provides such a structure by examining five interrelated dimensions: Context, Input, Process, Product, and Outcome



(Stufflebeam & Coryn, 2014). This model enables holistic evaluation not only of program results but also of the contextual and procedural factors influencing them. In educational policy research, the CIPPO model has been widely recognized for its capacity to assess institutional effectiveness and policy coherence across diverse educational settings (Aljohani, 2021; Çetin & Türker, 2022).

Within the Indonesian context, applying the CIPPO model is particularly relevant for analyzing policy implementation at the elementary school level, where public and private institutions operate under the same national standards but exhibit distinct governance and resource patterns. Public schools often demonstrate strength in funding stability and adherence to government regulations, whereas private schools show agility in adopting innovative teaching strategies and customized curricula. Yet, both sectors face common constraints related to teacher competence, infrastructure, and monitoring mechanisms. Recent studies emphasize that policy effectiveness in education depends less on institutional status and more on leadership quality, teacher professionalism, and stakeholder collaboration (Tichnor-Wagner, 2021; OECD, 2023).

Despite various national initiatives, empirical evidence comparing public and private elementary schools in Indonesia through a comprehensive policy evaluation lens remains scarce. Most existing studies either focus on academic outcomes or administrative efficiency without systematically linking these aspects to policy implementation frameworks. Therefore, this study aims to fill that gap by analyzing and comparing the educational policy implementation in one public school (UPTD SD Negeri 223 Kampiri) and one private school (UPTD SD As'adiyah 2 Kampiri) in Wajo Regency, South Sulawesi, using the CIPPO model. The analysis seeks to provide an integrated understanding of how educational policies are contextualized, resourced, executed, and translated into measurable outcomes. The findings are expected to contribute to both academic discourse and practical policymaking by identifying key factors influencing policy success and areas requiring targeted improvement.

METHODS

This study employed a qualitative descriptive research design with a policy evaluation approach. Qualitative methodology was chosen to enable an in-depth understanding of the educational policy implementation in both public and private elementary schools, focusing on their contextual, procedural, and outcome-related characteristics (Creswell & Poth, 2018; Braun & Clarke, 2022). The study adopted the CIPPO evaluation model Context, Input, Process, Product, and Outcome to systematically examine the effectiveness of educational policies at multiple dimensions (Stufflebeam & Coryn, 2014). This model allows researchers to assess not only the immediate results of an educational program but also the underlying factors influencing policy success and sustainability (Aljohani, 2021).

A. Research Design

The research design was descriptive and comparative in nature, aiming to analyze differences and similarities in the implementation of educational policies between a public school (UPTD SD Negeri 223 Kampiri) and a private school (UPTD SD As'adiyah 2 Kampiri) in Wajo Regency, South Sulawesi, Indonesia. The study adopted a case study strategy to explore real-world settings where national education policies intersect with local institutional practices (Yin, 2018). Such a design was appropriate because it allowed contextualized analysis of how policy decisions, school management, and resource allocation interact within different school governance systems.

B. Research Location and Participants

The research was conducted at two elementary schools representing public and private institutions:

1. UPTD SD Negeri 223 Kampiri, a government-funded primary school under the Wajo District Education Office, and
2. UPTD SD As'adiyah 2 Kampiri, a private Islamic primary school managed by the As'adiyah Foundation in Sengkang.

Participants included school principals, teachers, education staff, committee members, and selected parents, all of whom were directly involved in policy implementation and school management. A total of 12 participants were engaged through interviews and document analysis, selected using purposive sampling to ensure information-rich representation (Miles, Huberman, & Saldaña, 2020).

C. Data Sources and Collection Techniques

The study utilized both primary and secondary data sources.

1. Primary data were collected through semi-structured interviews, participant observation, and focus group discussions (FGDs) with teachers and school administrators.



- Secondary data consisted of school reports, government regulations, educational policy documents, and relevant literature on school management and quality assurance.

Data collection occurred over a three-week period in August 2025, aligning with the academic year cycle and school operational activities. Triangulation of sources and methods was employed to ensure credibility and depth of understanding (Flick, 2023).

D. Data Analysis Procedure

Data were analyzed thematically using the CIPPO framework, which consists of five major analytical dimensions:

- Context – understanding policy background, legal foundations, and school objectives;
- Input – evaluating resources, human capital, infrastructure, and financial support;
- Process – analyzing planning, implementation, and administrative procedures;
- Product – assessing program outputs, student learning results, and institutional achievements;
- Outcome – examining long-term impacts such as character formation, school reputation, and community satisfaction.

Each dimension was examined through qualitative coding and pattern analysis to identify emerging themes and interrelations between policy design and implementation outcomes (Braun & Clarke, 2022). The analysis aimed to determine whether differences between public and private schools reflected structural policy gaps or contextual variations in implementation.

E. Trustworthiness of Data

To ensure research validity, the study applied the four criteria of qualitative trustworthiness: credibility, transferability, dependability, and confirmability (Lincoln & Guba, 1985).

- Credibility was achieved through data triangulation across participants and sources.
- Transferability was maintained by providing thick descriptions of the school contexts.
- Dependability was established through detailed documentation of research procedures.
- Confirmability was supported by maintaining an audit trail and reflective field notes throughout the study.

Overall, the methodological framework ensured that data interpretation remained rigorous, transparent, and aligned with international standards for qualitative educational policy research

RESULT AND DISCUSSION

To enable a comprehensive comparison between public and private elementary schools, the findings of the CIPPO (Context, Input, Process, Product, and Outcome) evaluation were organized into a structured matrix. Table 1 summarizes the empirical results obtained through document analysis, interviews, and classroom observations conducted at UPTD SD Negeri 223 Kampiri (public) and UPTD SD As’adiyah 2 Kampiri (private). This table provides a concise overview of the evaluation outcomes across the five CIPPO components, serving as the analytical foundation for the subsequent interpretation and discussion of policy implementation in both institutions.

Table 1. Summary of CIPPO Evaluation Results for Public and Private Elementary Schools (UPTD SD Negeri 223 Kampiri and UPTD SD As’adiyah 2 Kampiri)

No.	Component	Evaluation Aspect	Indicator	UPTD SD Negeri 223 Kampiri (Public)	UPTD SD As’adiyah 2 Kampiri (Private)
1	Context	Background	School Vision and Mission	Complete and clearly stated	Complete and clearly stated
		Goals	School Objectives	Clearly defined	Clearly defined
		Legal Foundation	Establishment Decree	Available	Available
			Operational License	Available	Available
			Ownership Certificate	Available	Available



		Target Group	Students aged 6–12 years	According to admission guidelines (PPDB)	According to admission guidelines (PPDB)
2	Input	Human Resources	Teachers and Education Staff	10	11
			Number of Students	78	137
			Certified Teachers	7 certified teachers	3 certified teachers
			Teacher Qualifications	1 Master's, 8 Bachelor's	10 Bachelor's
		Facilities	School Building	Complete; classrooms, library, staff room, canteen (headmaster's room shared with staff room)	Complete and well-structured
			Sports and Playground Facilities	Available	Available
			Rest Facilities	Canteen available	Canteen available
		Budget	BOSP (School Operational Assistance)	Available, disbursed every 6 months	Available, disbursed every 6 months
			Routine Committee Contributions	Available but irregular	Available but irregular
	Foundation Support	None	Available and regular		
3	Process	Planning	Work Programs	Scout and futsal development activities	Scout, futsal, and <i>tahfidz</i> (Qur'an memorization) activities
			Religious/Commemorative Events	Independence Day, <i>Maulid</i> , and <i>Isra' Mi'raj</i> celebrations	Independence Day, <i>Maulid</i> , and <i>Isra' Mi'raj</i> celebrations
			Socialization	Through parental meetings and social media	Through parental meetings and social media
		Implementation	Program Execution	Fully implemented	Implemented but not yet optimal
		Program Constraints	Activity Time	Limited	Limited
		Parents' Expectations	Meaningful learning process for children	Meaningful learning process for children	
4	Product	Learning Outcomes	Student Assessment	Objective evaluation on cognitive, affective, and psychomotor domains	Objective evaluation on cognitive, affective, and psychomotor domains
		Goal Achievement	Attained but needs improvement	Attained but needs improvement	



5	Outcome	Impact	Character Development	Students show empathy and care for peers	Students show empathy, piety, and regular worship habits
			Student Independence	Most students act without waiting for teacher instructions	Most students act without waiting for teacher instructions
			Parental Observation	Students are honest and helpful at home	Students are pious and assist parents regularly

A. Context Dimension

The contextual analysis revealed that both public and private schools operated under clearly defined legal and institutional frameworks but with distinct governance orientations. UPTD SD Negeri 223 Kampiri, as a public school, was established through a government decree and adheres strictly to the National Education Standards (Standar Nasional Pendidikan—SNP) regulated by the Ministry of Education and Culture. Conversely, UPTD SD As’adiyah 2 Kampiri, founded by the As’adiyah Islamic Foundation in 1968, functions within a faith-based educational framework that integrates national curriculum standards with Islamic values. Both institutions share similar objectives to provide equitable and quality primary education yet differ in their operational focus. The public school emphasizes national academic standards, while the private school prioritizes character formation and religious values. These findings echo *Heyneman and Stern (2021)*, who argue that institutional context significantly shapes educational outcomes through differences in governance and community engagement. In the Indonesian context, decentralization policies have strengthened school autonomy, yet resource distribution remains uneven (*World Bank, 2022*). The contextual comparison suggests that while public schools enjoy regulatory stability, private schools benefit from greater curricular flexibility. This dichotomy aligns with *Verger et al. (2021)*, who highlight that effective policy outcomes often depend on how schools interpret and adapt policy goals to their institutional missions.

B. Input Dimension

The input dimension encompasses human resources, infrastructure, and funding. UPTD SD Negeri 223 Kampiri had 10 teaching and administrative staff, most of whom were civil servants with bachelor’s degrees, while UPTD SD As’adiyah 2 Kampiri employed 11 educators only three with official teaching certification, yet with strong religious and pedagogical backgrounds. From the perspective of human capital, the public school benefited from stable employment and professional development opportunities through government programs, including teacher certification and BOS (School Operational Assistance) funds. However, as *OECD (2023)* observed, teacher competence is not solely determined by certification but also by motivation and continuous professional learning. In contrast, the private school relied more heavily on foundation-based funding and community support, which allowed for additional extracurricular and faith-based programs. The school’s independence in recruitment fostered a more flexible environment for innovation, consistent with *Srivastava and Noronha (2020)*, who noted that private institutions often compensate for limited state support through adaptive resource management. Nevertheless, both institutions faced constraints in maintaining adequate facilities, especially libraries, sports areas, and digital resources.

C. Process Dimension

The process analysis focused on planning, implementation, and administrative practices. Both schools formulated annual work plans (RKAS) aligning with national curriculum policies, yet their implementation strategies differed. At UPTD SD Negeri 223 Kampiri, the process emphasized structured learning aligned with the *Merdeka Curriculum*, supported by teacher coordination meetings and supervision from the local education office. However, limited extracurricular diversity and delayed budget disbursement constrained implementation efficiency. Meanwhile, UPTD SD As’adiyah 2 Kampiri demonstrated more dynamic program execution, incorporating daily Qur’an recitation, religious ceremonies, and extracurricular clubs such as *tahfidz* and futsal. These programs encouraged character and spiritual development, aligning with the school’s Islamic ethos. Such institutional autonomy supports *Fullan’s (2020)* theory that effective educational change emerges from adaptive local innovation rather than centralized mandates. Despite these differences, both schools maintained open communication with parents through community



meetings and social media, reflecting participatory governance. This finding aligns with *Tichnor-Wagner* (2021), who emphasized that inclusive stakeholder participation enhances accountability and ownership in educational reforms.

D. Product Dimension

In the product phase, both schools achieved satisfactory outcomes in cognitive, affective, and psychomotor learning domains, though with nuanced distinctions. UPTD SD Negeri 223 Kampiri demonstrated consistent academic performance aligned with national standards but required improvement in creativity-based learning. Conversely, UPTD SD As'adiyah 2 Kampiri exhibited stronger results in religious knowledge, discipline, and social behavior. These differences suggest that product quality depends not merely on resources but also on pedagogical philosophy and leadership vision. This supports *Aljohani* (2021), who found that schools applying the CIPPO model can achieve balanced outcomes by integrating structural support and pedagogical relevance. Moreover, character education at the private school reinforces *OECD* (2021) findings that holistic learning environments combining moral, cognitive, and social dimensions enhance overall student well-being.

E. Outcome Dimension

The outcome dimension captures long-term policy impacts. Findings indicated that both schools contributed positively to students' character development, community involvement, and readiness for higher education. At UPTD SD Negeri 223 Kampiri, students displayed increased discipline and responsibility, while UPTD SD As'adiyah 2 Kampiri emphasized piety, cooperation, and moral integrity. Parental feedback confirmed behavioral improvement in both institutions, suggesting alignment with educational goals at both cognitive and affective levels. The analysis underscores *UNESCO's* (2023) assertion that education quality should be measured not only by test results but also by values, attitudes, and lifelong learning capacities. However, both schools face continuing challenges related to teacher welfare and resource sustainability. As *Hanushek and Woessmann* (2020) argue, educational equity requires long-term policy alignment between central authorities and school-level implementation. Hence, strengthening partnerships among government, private foundations, and communities remains essential for sustaining policy outcomes and ensuring equitable access to quality education.

F. Integrated Discussion

The comparative findings across the CIPPO dimensions reveal that while public schools excel in standardized input and policy compliance, private schools demonstrate superior adaptability and innovation in educational processes. Yet, both share common challenges particularly in ensuring teacher quality and maintaining adequate infrastructure. These findings align with *Çetin and Türker* (2022), who emphasize that program evaluation models like CIPPO can serve as diagnostic tools to identify systemic weaknesses and guide improvement strategies. In Indonesia's policy context, a hybrid governance approach combining public accountability with private flexibility could enhance educational resilience and inclusivity. Overall, the research affirms that the success of educational policy implementation depends less on school status and more on leadership, teacher professionalism, and stakeholder collaboration. This insight offers valuable implications for policymakers in designing adaptive frameworks for educational reform across diverse institutional types.

CONCLUSION AND RECOMMENDATIONS

This study applied the CIPPO (Context, Input, Process, Product, and Outcome) evaluation model to analyze educational policy implementation in two elementary schools UPTD SD Negeri 223 Kampiri (public) and UPTD SD As'adiyah 2 Kampiri (private) in Wajo Regency, Indonesia. The findings reveal that while both institutions share the same educational goals and operate under the National Education Standards, their implementation strategies and institutional outcomes differ substantially.

From the **context perspective**, both schools demonstrated clear legal foundations and well-defined visions and missions. However, the public school maintained stronger alignment with government policy, whereas the private school emphasized moral and religious character development. In terms of **inputs**, public schools benefit from government funding stability and certified teachers, while private schools rely on foundation support and display higher flexibility in resource management and curriculum adaptation. These differences confirm that institutional autonomy and leadership capacity significantly influence policy execution effectiveness.

Regarding the **process dimension**, both schools implemented work plans in line with national curriculum standards, but the private school exhibited greater innovation in extracurricular and religious activities. The **product and outcome analysis**



showed that both institutions achieved comparable levels of student performance in cognitive, affective, and psychomotor domains. Nonetheless, the private school demonstrated superior results in fostering moral discipline and independent learning behaviors, while the public school excelled in academic standardization and teacher coordination.

Overall, the study concludes that the effectiveness of educational policy implementation is **less determined by school status (public or private)** and more influenced by **the consistency of implementation, teacher competence, and leadership effectiveness**. These findings reinforce global perspectives (OECD, 2023; UNESCO, 2023) that highlight the importance of teacher quality, adaptive leadership, and community participation as key drivers of educational excellence and equity.

Policy and Practical Recommendations

1. **For policymakers:** The government should strengthen affirmative support for private schools, particularly in teacher development, digital infrastructure, and curriculum innovation, to ensure parity in educational quality across sectors.
2. **For public schools:** There is a need to encourage pedagogical creativity and localized innovation beyond mere compliance with national standards, allowing contextual adaptation to community needs.
3. **For private schools:** Institutional sustainability can be enhanced through transparent financial governance and partnerships with government agencies to align with national educational objectives.
4. **For both sectors:** Collaborative platforms should be developed between public and private schools for joint training, resource sharing, and mutual benchmarking to foster continuous quality improvement.

Implications for Future Research

This study contributes to the growing literature on educational policy evaluation by demonstrating the utility of the CIPPO framework in capturing the multidimensional nature of school effectiveness. Future studies could extend this framework by integrating quantitative performance indicators or comparative analyses across different provinces or educational levels. Such approaches would further enrich understanding of how policy design interacts with institutional context to shape equitable and high-quality education systems

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