

Evaluating Indonesia's Elementary School Admission Policy Using the CIPP Model: A Case Study in Central Tapanuli

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ABSTRACT

The New Student Admission policy (*Penerimaan Peserta Didik Baru / PPDB*) is intended to promote equitable, transparent, and accountable access to basic education in Indonesia. However, its implementation at the elementary level, particularly in rural contexts, remains uneven and underexplored. This study evaluated the implementation of PPDB in three public elementary schools in Sibabangun District, Central Tapanuli Regency, using the Context, Input, Process, Product (CIPP) evaluation model. A mixed-methods approach with a sequential explanatory design was employed. Quantitative data were collected through structured questionnaires administered to school principals and teachers, while qualitative data were obtained through semi-structured interviews and document analysis. Descriptive statistics and thematic analysis were used to analyze the data. The findings indicate that, in the context dimension, PPDB implementation aligns with policy objectives but requires stronger collaboration with private schools to optimize zoning-based admissions. In the input dimension, human resources, facilities, and implementation mechanisms are generally adequate. The process dimension reveals partial compliance with established procedures, with challenges related to schedule adherence and unmet enrollment targets. In the product dimension, PPDB implementation reflects the principles of objectivity, transparency, accountability, and fairness, although enrollment outcomes remain suboptimal. These findings highlight the need for continuous evaluation, improved inter-school coordination, and context-sensitive implementation strategies to enhance the effectiveness of PPDB in rural elementary school settings.

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1. INTRODUCTION

The New Student Admission policy (*Penerimaan Peserta Didik Baru / PPDB*) constitutes a central mechanism through which the Indonesian government seeks to ensure equitable, transparent, and accountable access to basic education. As regulated by the Ministry of Education and Culture, PPDB is

designed to operationalize principles of fairness and non-discrimination by structuring student admission through several pathways, including zoning, affirmation, parental relocation, and achievement-based routes (Kementerian Pendidikan dan Kebudayaan [Kemendikbud], 2021). At the elementary level, PPDB plays a particularly critical role, as it represents children's first point of entry into formal schooling and directly influences patterns of school enrollment, resource utilization, and educational equity.

Since the nationwide adoption of the zoning-based admission system, PPDB has been expected to reduce disparities between schools, eliminate the long-standing stigma of "favorite" schools, and promote more balanced student distribution (Rahmawati, 2022). However, growing empirical evidence suggests that the outcomes of zoning policies are uneven across regions. In urban areas, zoning has reshaped competition and enrollment patterns, whereas in rural and semi-rural contexts, its effectiveness appears more constrained by local demographic conditions, parental preferences, and the availability of alternative schooling options (Winarti et al., 2023). These contextual differences indicate that PPDB implementation cannot be assessed solely at the policy-design level but must be evaluated within specific local environments.

In rural districts such as Sibabangun, Central Tapanuli Regency, several public elementary schools continue to experience persistently low student enrollment despite having adequate physical capacity and staffing. Preliminary observations and stakeholder accounts suggest that parental school choice is often influenced not only by proximity but also by perceived school quality and distinctive program offerings. In this context, Islamic-based private schools (Madrasah Ibtidaiyah Swasta/MIS), which frequently provide religious enrichment programs and free tuition, attract a substantial proportion of prospective students. As a result, zoning-based admission mechanisms may have limited influence on actual enrollment behavior, thereby weakening the intended equity effects of PPDB.

In addition to external competition, challenges related to policy implementation at the school level further complicate PPDB outcomes. Reports from school administrators indicate inconsistencies in enforcing admission schedules, with some parents registering their children after the official PPDB period and schools accommodating late enrollments. Moreover, PPDB committees at the school level often rely on internal coordination among teachers without systematic training or standardized operational procedures. These conditions raise concerns about implementation fidelity, transparency, and administrative effectiveness, particularly in settings with limited institutional support.

Despite the strategic importance of PPDB, existing studies have largely focused on policy outcomes in urban or district-wide contexts, with relatively limited attention to elementary-level implementation in remote or rural areas. While several evaluations have employed the Context, Input, Process, Product (CIPP) model to assess education programs and admission systems (Stufflebeam & Zhang, 2017; Widoyoko, 2015), few studies have systematically examined how contextual constraints, resource readiness, implementation processes, and outcomes interact within rural elementary schools. This gap is significant because policy effectiveness is inherently context-dependent; without locally grounded evaluation, policy refinements risk being generic and insufficiently responsive to on-the-ground realities.

Program evaluation offers a structured approach to addressing these concerns by identifying discrepancies between policy intentions and implementation practices. The CIPP evaluation model, developed by Stufflebeam, is particularly well suited for assessing complex education policies because it integrates both accountability and improvement-oriented perspectives (Stufflebeam, 2003). Through its four components—Context, Input, Process, and Product—the model enables evaluators to examine policy relevance, resource adequacy, implementation quality, and outcomes in a comprehensive manner. In the case of PPDB, the CIPP model provides an analytical framework for understanding not only whether the policy is implemented, but also how and under what conditions it produces desired or unintended effects.

Although PPDB is formally designed to promote equitable access to elementary education through zoning-based admissions, public elementary schools in rural areas such as Sibabangun District continue to face low enrollment, procedural inconsistencies, and implementation challenges. These conditions suggest a misalignment between policy design and local implementation capacity, compounded by contextual factors such as parental preferences and competition from private schools. However,

systematic evaluations that capture these dynamics at the elementary school level in rural settings remain limited, hindering evidence-based policy improvement.

In response to this gap, the present study evaluates the implementation of PPDB in three public elementary schools in Sibabangun District—SDN 154505 Sibabangun 2, SDN 156480 Sibabangun 4, and SDN 156307 Anggoli 2—using the CIPP evaluation model. By integrating quantitative and qualitative evidence from key implementers and institutional documentation, this study seeks to provide a nuanced understanding of PPDB implementation within its local context and to generate practical insights for policy refinement.

Accordingly, this study is guided by the following research questions:

1. How appropriate is the PPDB policy contextually for public elementary schools in Sibabangun District?
2. To what extent are inputs, including human resources, facilities, and implementation mechanisms, adequate to support PPDB implementation?
3. How is the PPDB process implemented in practice, particularly with regard to transparency, procedural compliance, and scheduling?
4. What outcomes result from PPDB implementation, and how well do these outcomes align with the policy's principles of objectivity, transparency, accountability, and fairness?

By addressing these questions, the study aims to contribute to the empirical literature on education policy evaluation and to support more context-sensitive implementation of PPDB in rural elementary education settings.

2. METHODS

This study employs a mixed methods approach with a sequential explanatory design. This design begins with the collection and analysis of quantitative data, followed by the collection and analysis of qualitative data. The purpose of this design is to obtain a more comprehensive understanding of the implementation of the New Student Admission (PPDB) policy at elementary schools in Sibabangun District, Central Tapanuli Regency. This approach was chosen because it combines the strengths of both methods, resulting in findings that are expected to be more valid, reliable, and in-depth (Creswell, 2015). The participants in this study included principals, teachers, the head of the PPDB committee, and PPDB committee members from three public elementary schools, namely SDN 154505 Sibabangun 2, SDN 156480 Sibabangun 4, and SDN 156307 Anggoli 2. Purposive sampling was used to select participants deliberately based on their roles and direct involvement in the PPDB process. This selection aimed to obtain relevant and in-depth data focused on the evaluation.

Data were collected using two techniques: questionnaires and interviews. Quantitative data were obtained through a closed-ended questionnaire using a four-point Likert scale, ranging from 1 (strongly disagree) to 4 (strongly agree). The questionnaire was developed based on indicators from each component of the CIPP model (Context, Input, Process, Product). An example item is: "The school has effectively socialized the PPDB to the surrounding community." Qualitative data were gathered through semi-structured interviews and documentation. Interviews were conducted with key informants, such as principals and PPDB committee members, guided by questions aligned with policy evaluation indicators. The documentation reviewed included technical guidelines for PPDB, implementation reports, and recapitulation lists of new students. The quantitative instruments underwent content validity testing by education policy experts and reliability testing using Cronbach's Alpha, with a reliability coefficient above 0.70 considered acceptable. The qualitative instrument, consisting of interview guides, was designed to explore in greater depth the quantitative findings, especially regarding challenges, implementation strategies, and the perceptions of PPDB implementers on zoning, affirmation, and achievement policies.

Quantitative data were analyzed using descriptive statistics, such as mean scores and percentages, with the assistance of SPSS software. These results were used to observe trends and the level of policy implementation. Qualitative data were analyzed through thematic analysis, involving transcription, open coding, categorization, and theme development (Braun & Clarke, 2006). The qualitative findings were

used to reinforce and clarify the quantitative results. Ethical considerations were observed throughout the study. Each participant was informed about the purpose and procedures of the research and was asked to provide informed consent. Participation was voluntary, and participant anonymity was maintained by excluding names or personal identities in the publication of the results. The collected data were used solely for academic purposes and kept confidential in accordance with research ethics guidelines.

3. FINDINGS AND DISCUSSION

The research was conducted at SDN 156480 Sibabangun 4, SDN 154505 Sibabangun 2, and SDN 156307 Anggoli 2, which aimed to evaluate the New Student Admissions Policy (PPDB) using the CIPP (Context, Input, Process, Product) Model at Elementary Schools in Sibabangun District, Central Tapanuli Regency. First, the researcher conducted a validity test. Sugiyono (2014) stated that the validity test is the main instrument used in the study, which is a list of questions distributed to respondents. The instrument was made before being distributed to respondents who were the research sample. In this study, the researcher took a sample of 28 people to conduct validity and reliability tests first. The validity measure will show the extent to which the measurement instrument is able to measure what is to be measured. The correlation technique used to test the validity of the statement items in this study is the Pearson Product-Moment correlation using SPSS. Suppose the correlation coefficient value of the statement item being tested is greater than the r-critical value of 0.374. It can therefore be concluded that the statement item is a valid construct. The results of the questionnaire validity test for the variables studied are presented in the following table:

Table 1. Validity Test Results

No	Information	No Item	Total
1	Valid Item	1, 2, 3,4,5,6,7,8,9,10,11,12,13,14,15,16,17,18,19,20,21,22,24,25,26,27,28,29,30	30
2	Invalid Item	0	0
Total			30

The results of the correlation analysis are presented in the Item-Total Statistics output, specifically in the Corrected Item-Total Correlation column (see attached). These values were compared to the critical value from the r table at a significance level of 0.05 with a sample size (n) of 28, yielding an r table value of 0.374. Based on the analysis in Table 1, all 30 items demonstrated correlation coefficients exceeding 0.374. Therefore, it can be concluded that all 30 items are valid and appropriate for use as measurement tools in this study.

Subsequently, a reliability test was conducted. Reliability testing serves to assess the consistency of a questionnaire, which acts as an indicator of a particular variable or construct. The reliability analysis was applied only to items previously classified as valid. The test was performed once and analyzed using the Cronbach's alpha method. A questionnaire is considered reliable if the respondents' answers remain consistent and stable over time. In this study, the reliability assessment employed the Cronbach's alpha coefficient, where a value greater than 0.6 indicates acceptable reliability. Conversely, a value below 0.6 suggests that the instrument lacks reliability. The results of the reliability analysis are presented below:

Table 2. Instrument Reliability Test Reliability Statistics

Cronbach's Alpha	N of Items
.902	30

Table 2 indicates that the questionnaire instrument for the variable "New Student Admission Evaluation (PPDB) Using the CIPP Model" is reliable, as evidenced by the Cronbach's Alpha coefficient of 0.902, which exceeds the acceptable threshold of 0.6.

To obtain an objective evaluation of the New Student Admission (PPDB) policy at SDN 156480 Sibabangun 4, the researcher employed the CIPP evaluation model, which includes four components: Context, Input, Process, and Product. Quantitative data were collected through questionnaires, and the data were analyzed using tests for validity, reliability, and Likert scale interpretation. The Likert scale categories used were: Strongly Agree (SS), Agree (S), Undecided (RR), Disagree (TS), and Strongly Disagree (STS). The instrument was administered to a total of 8 respondents, consisting of 1 principal and 7 teachers. The results are illustrated in the following table graph:

Table 3. Evaluation of PPDB Policy using the CIPP Model at SDN 156480 Sibabangun 4

No	SDN 156480	Indicator	Score	Remarks
1.	Context Evaluation	1. Suitability of PPDB policy 2. PPDB socialization 3. Clarity of PPDB objectives	129	Strongly agree
2.	Input Evaluation	1. Readiness of the PPDB committee 2. Feasibility of PPDB facilities and infrastructure 3. Readiness of PPDB implementation strategy	112	Agree
3.	Process Evaluation	1. Transparency of the PPDB selection process 2. PPDB implementation process 3. Obstacles to the PPDB implementation process	102	Undecided
4.	Product Evaluation	1. Impact of PPDB implementation 2. Results of the PPDB selection process 3. Solutions or follow-ups to the results of the PPDB selection process	117	Agree

Table 3 presents the evaluation results for the four components of the CIPP model. In the Context component, the highest score of 129 was achieved with the category Strongly Agree, indicating that the PPDB policy is considered very appropriate, well-socialized, and has clear objectives. The Input component scored 112 with the category Agree, reflecting the preparedness of the committee, the adequacy of facilities and infrastructure, and the implementation strategy. The Process component scored 102 with the category Doubtful, suggesting uncertainty or obstacles in the transparency and implementation of the selection process. Meanwhile, the Product component scored 117 with the category Agree, indicating that the implementation of PPDB has produced beneficial impacts and outcomes and that there are follow-up actions taken after the selection process.

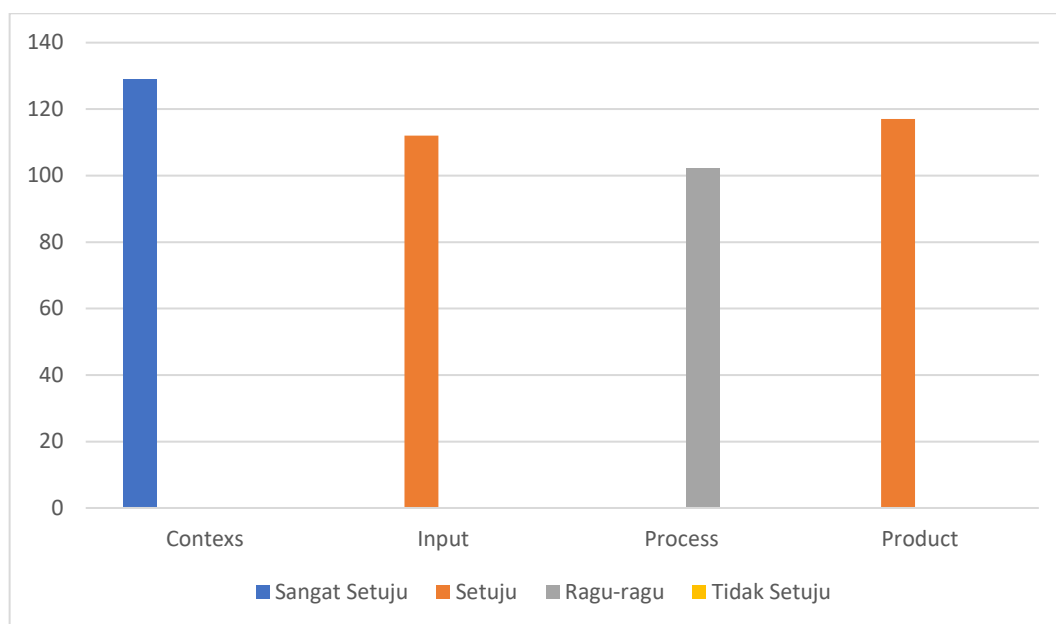


Figure 1. Evaluation of PPDB Policy using the CIPP Model at SDN 156480 Sibabangun 4

Figure 1 provides a visual representation of the data from the table in the form of a histogram. The blue color represents Strongly Agree (for Context), orange represents Agree (for Input and Product), and grey represents Doubtful (for Process). This graph emphasizes that the Context aspect is the strongest part of the PPDB implementation at the school, while the Process aspect needs further improvement.

Quantitative data were obtained from the results of questionnaires and data calculation techniques with validity, reliability, and Likert scale tests with value categories, namely Strongly Agree (SS), Agree (S), Undecided (RR), Disagree (TS) and Strongly Disagree (STS). With 1 principal and 7 teachers at SDN 154505 Sibabangun 2, which can be described in the following graph:

Table 4. Evaluation of PPDB Policy using the CIPP Model at SDN 154505 Sibabangun 2

No	SDN 154505	Indicator	Score	Remarks
1.	Context Evaluation	1. Suitability of PPDB policy 2. PPDB socialization 3. Clarity of PPDB objectives	132	Strongly agree
2.	Input Evaluation	1. Readiness of the PPDB committee 2. Feasibility of PPDB facilities and infrastructure 3. Readiness of PPDB implementation strategy	112	Agree
3.	Process Evaluation	1. Transparency of the PPDB selection process 2. PPDB implementation process 3. Obstacles to the PPDB implementation process	98	Undecided
4.	Product Evaluation	1. Impact of PPDB implementation 2. Results of the PPDB selection process 3. Solutions or follow-ups to the results of the PPDB selection process	108	Agree

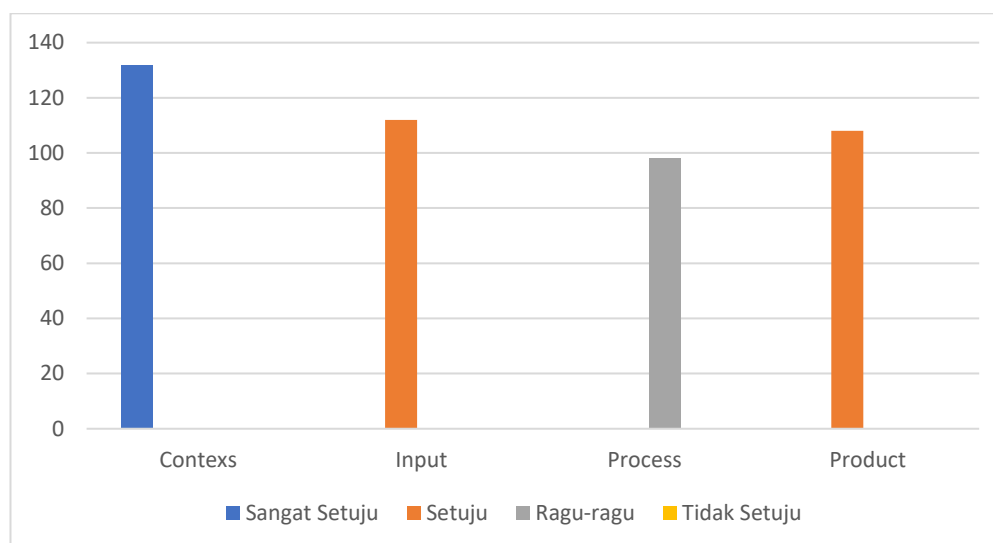


Figure 2. Evaluation of PPDB Policy using the CIPP Model at SDN 154505 Sibabangun 2

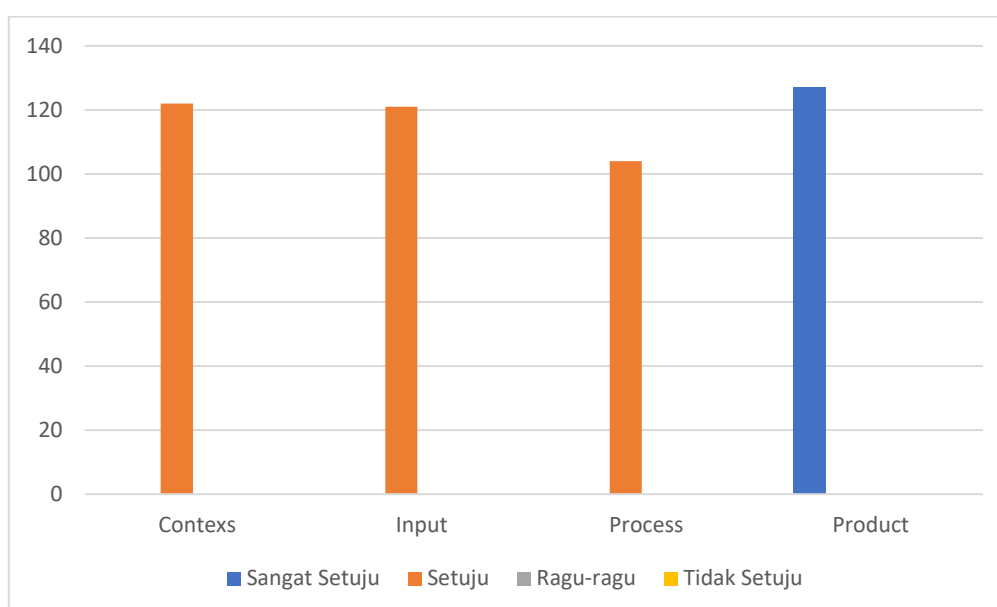
Based on the evaluation of the New Student Admission (PPDB) policy at SDN 154505 Sibabangun 2 using the CIPP model (Context, Input, Process, Product), a comprehensive overview of the program's implementation effectiveness was obtained. The context evaluation shows that the suitability of the policy, its socialization, and the clarity of PPDB objectives received a score of 132, categorized as Strongly Agree. This indicates that the planning aspects of the PPDB policy are well understood and highly accepted by the respondents.

In the input aspect, which includes the readiness of the committee, the feasibility of facilities and infrastructure, and the implementation strategy, a score of 112 was obtained with the category Agree. This suggests that the resources and implementation plans are generally adequate. Meanwhile, the process evaluation—which covers transparency of the selection, implementation procedures, and obstacles—received the lowest score of 98, categorized as Undecided. This result indicates uncertainty or hesitation regarding the transparency and smooth execution of the PPDB process. As for the product evaluation, which consists of the impact of implementation, the selection results, and the follow-up actions, it received a score of 108, also categorized as Agree. This suggests that the outcomes of the PPDB process are relatively satisfactory, although improvements are still needed. The supporting histogram confirms the table data, where the context component scored the highest (strongly agree), followed by input and product (agree), while the process remains the weakest aspect (undecided). These findings serve as an important basis for the school to enhance the transparency and effectiveness of the PPDB implementation process.

Quantitative data were obtained from the results of questionnaires and data calculation techniques with validity, reliability, and Likert scale tests with value categories, namely Strongly Agree (SS), Agree (S), Undecided (RR), Disagree (TS) and Strongly Disagree (STS). With 1 principal and 7 teachers at SDN 156307 Anggoli 2, which can be described in the following graph:

Table 5. Evaluation of PPDB Policy using the CIPP Model at SDN 156307 Anggoli 2

No	SDN 156307	Indicator	Score	Remarks
1.	Context Evaluation	1. Suitability of PPDB policy 2. PPDB socialization 3. Clarity of PPDB objectives	122	Agree
2.	Input Evaluation	1. Readiness of the PPDB committee 2. Feasibility of PPDB facilities and infrastructure 3. Readiness of PPDB implementation strategy	121	Agree
3.	Process Evaluation	1. Transparency of the PPDB selection process 2. PPDB implementation process 3. Obstacles to the PPDB implementation process	104	Agree
4.	Product Evaluation	1. Impact of PPDB implementation 2. Results of the PPDB selection process 3. Solutions or follow-ups to the results of the PPDB selection process	127	Strongly agree

**Figure 3.** Evaluation of PPDB Policy using the CIPP Model at SDN 156307 Anggoli 2

Based on the evaluation of the New Student Admission (PPDB) policy at SDN 156307 Anggoli 2 using the CIPP (Context, Input, Process, Product) evaluation model, the implementation quality of the policy can be observed from several aspects. In the Context Evaluation aspect, which includes the suitability of the policy, socialization, and clarity of the PPDB objectives, a score of 122 was obtained with the category Agree. This indicates that the policy planning is generally appropriate and well understood by stakeholders. The Input Evaluation aspect, which covers the readiness of the committee, the feasibility of facilities and infrastructure, as well as the implementation strategy, received a score of 121, also falling into the Agree category. This shows that the resources and preparation for implementing PPDB at the school are considered adequate.

Meanwhile, the Process Evaluation aspect, which includes the transparency of the selection process, the implementation process, and the encountered obstacles, obtained a score of 104 with the category Agree. Although this is the lowest score compared to other aspects, it still indicates that the PPDB process is running relatively well, although there may be some areas that require improvement. The Product Evaluation aspect, which assesses the impact of implementation, the results of the selection process, and the follow-up actions taken, achieved the highest score of 127, categorized as Strongly

Agree. This suggests that the final outcomes of the PPDB implementation are highly satisfactory according to respondents. The accompanying graph supports the data in the table. It shows that the product aspect received the highest rating (Strongly Agree), while the context, input, and process aspects are rated in the Agree category. These findings indicate that although there is room for improvement, particularly in the process aspect, the overall implementation of the PPDB policy at SDN 156307 Anggoli 2 is considered good and has had a positive impact.

Discussion

This study aimed to evaluate the New Student Admission (PPDB) policy at SD Kec. Sibabangun, Central Tapanuli Regency, by applying the CIPP (Context, Input, Process, Product) evaluation model. The model provides a comprehensive framework to analyze the implementation of educational policies in multiple dimensions, from initial contextual considerations to final outcomes.

The context evaluation focused on understanding the external and internal environment of the schools involved, including their vision and mission, needs, and the suitability of the PPDB policy to local conditions. Following Stufflebeam and Shinkfield's (as cited in Jamil, 2019) approach, this phase identified strengths and weaknesses through interviews with school stakeholders. The findings showed that the policy was largely aligned with the schools' goals to equalize educational opportunities and support local community needs. The preparation for PPDB involved collaborative efforts among principals and all teachers, given the small number of staff, which facilitated smooth communication and planning (Muyana, 2017). The socialization of the PPDB policy by the local education office to all principals was recognized as an important step in ensuring awareness and readiness.

In the input evaluation, attention was given to the resources and organizational readiness required for the policy's implementation. According to Pribadi (2014) and Widoyoko (2015), input evaluation involves assessing the available assets, plans, strategies, and personnel to support a program's success. The study found that each school had established a PPDB committee, with all teachers participating, to ensure that roles and responsibilities were clearly defined. Despite the absence of an online registration platform, the manual system was supported by sufficient infrastructure and human resources. The presence of dedicated facilitators, particularly the PPDB committees, was vital for managing the registration process and policy execution (Yahaya, 2001; Wirawan, 2011).

The process evaluation assessed the implementation phase to determine whether activities adhered to planned schedules and procedures, as emphasized by Widoyoko (2015) and Zhang et al. (2011). The PPDB process was generally transparent, with no academic tests required for new student admission. Registration involved submission of documentation and interviews, with a minimum age criterion strictly enforced. However, challenges were noted, including late registrants, incomplete documentation, and occasional distress among prospective students. Flexibility in accepting late registrants until the final deadline was a practical response to community realities but indicated gaps in scheduling compliance and communication (Arikunto, 2014).

The product evaluation examined the outcomes of the PPDB implementation, focusing on student acceptance rates and the overall success of the policy in achieving its objectives. According to Frida (in Widoyoko, 2015) and Stufflebeam (in Wirawan, 2011), this phase measures both planned and unplanned results, and their impacts on stakeholders. The study concluded that despite some obstacles during implementation, the program achieved its primary goals of facilitating student enrollment and maintaining educational equity. The success was attributed to thorough preparation and the collaborative efforts of school committees.

The results provide empirical support for the relevance and robustness of the CIPP model in evaluating educational policy implementation. This model's comprehensive approach helps to pinpoint specific strengths and weaknesses across different stages, which can be used to improve future iterations of the policy (Stufflebeam, 2003). Additionally, the findings resonate with previous

studies on PPDB and zonation systems, which stress the importance of aligning policy frameworks with local contexts and ensuring resource availability (Rahmawati, 2022; Prasetyo & Santoso, 2021). The identified challenges, such as schedule noncompliance, are consistent with prior research that highlights communication and coordination as frequent bottlenecks in policy implementation (Sari & Putra, 2023). These insights contribute to theoretical discussions by illustrating how contextual factors and resource inputs interact to influence procedural effectiveness and outcomes.

This study highlights several practical implications for stakeholders involved in PPDB policy. Early and comprehensive socialization of policies to principals, teachers, parents, and the community is critical to enhance understanding and compliance. The introduction of a digital registration system is recommended to streamline administrative tasks, reduce errors, and improve accessibility, thereby minimizing delays and manual processing burdens (Nurhadi, 2021). Moreover, enhanced coordination mechanisms between schools and education offices could foster better adherence to schedules and reduce ad hoc accommodations, thereby improving overall procedural efficiency. Training programs for PPDB committees may also be useful to better equip them in handling unforeseen challenges during registration.

The study's limitations include a relatively small sample size restricted to three elementary schools within a single district, which limits the generalizability of findings across broader contexts. Additionally, data were primarily collected from school principals, potentially overlooking perspectives from parents, students, and committee members. Future research should adopt mixed-method designs incorporating quantitative surveys and qualitative interviews with a wider range of stakeholders. Expanding the geographic scope and including various education levels could provide comparative insights into policy effectiveness. Furthermore, exploring the integration of information technology in PPDB processes could identify best practices and barriers in digitizing school admissions.

4. CONCLUSION

Based on the findings, the implementation of the New Student Admission (PPDB) policy at SDN 156480 Sibabangun 4, SDN 15450 Sibabangun 2, and SDN 156307 Anggoli 2 in Sibabangun District, Central Tapanuli Regency generally aligns with the core principles of the policy; however, inconsistencies in operational execution have limited its overall effectiveness. While the policy demonstrates strengths in input—such as the provision of facilitators and mechanisms—and meets key principles of objectivity, transparency, accountability, and non-discrimination in the product dimension, issues remain in the context and process components. These include insufficient collaboration with private schools in the zoning areas and scheduling deviations due to late registration, which prevented enrollment targets from being fully met. A key limitation of this study is its narrow geographic focus, which may limit the generalizability of the findings to other regions. Additionally, the study relied solely on quantitative data, without incorporating qualitative insights from stakeholders that could have enriched the analysis. Future research should consider broader regional comparisons and integrate qualitative methods to explore stakeholder perspectives, as well as examine strategies to enhance coordination, communication, and resource allocation—particularly in rural areas—to strengthen the effectiveness and equity of PPDB policy implementation.

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