

Research Article

Evaluating Package C Equivalency Education Policy in a Non-Formal Education Unit: A CIPP-Based Case Study from Batudaa, Gorontalo, Indonesia

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Abstract: Package C equivalency education is a strategic non-formal education policy designed to provide senior secondary education access for citizens who are not served by the formal schooling system. This study evaluates the implementation of the Package C Equivalency Education Policy at the Non-Formal Education Unit Sanggar Kegiatan Belajar in Batudaa District, Gorontalo Regency, Indonesia. The study addresses the gap between the policy objective of expanding equitable access to secondary education and the practical constraints found in local implementation. Using a qualitative evaluative case study design, the research applies the Context, Input, Process, and Product evaluation model. Data were collected through in-depth interviews, observation, and document analysis involving program managers, tutors, learners, parents, alumni, and non-formal education supervisors. The findings show that the policy is contextually relevant to learners who face economic barriers, employment demands, age constraints, and limited access to formal schooling. However, input capacity remains insufficient due to limited tutor availability, inadequate andragogical competence, insufficient learning media, and learning modules that are not yet fully contextualized. The process dimension reveals inconsistent learning schedules, lecture-dominated instruction, weak adult-learning practices, and suboptimal monitoring. Product evaluation indicates positive outcomes in graduation, academic confidence, and access to administrative requirements for work or further study, but practical skills and socio-economic impacts remain limited. The study concludes that Package C policy implementation requires stronger socialization, tutor capacity development, contextual learning resources, flexible learning management, and local policy support to generate sustainable public value.

Keywords: Adult Learning; CIPP Model; Non-Formal Education; Policy Evaluation; Public Value.

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1. Introduction

Non-formal education has become a strategic policy instrument for widening access to learning for citizens who are excluded from, interrupted by, or insufficiently accommodated within formal schooling. This issue remains globally significant. UNESCO reports that, as of 2024, 273 million children and youth were out of school worldwide, including 130 million at upper secondary level (UNESCO, 2026). In Indonesia, the problem of out-of-school children and youth has encouraged greater policy attention to alternative learning pathways. The Ministry of Primary and Secondary Education and UNICEF (2025) emphasize that non-formal education must be strengthened in terms of access, inclusiveness, quality, and relevance so that it can serve as a viable pathway for learners who cannot complete formal education.

One important instrument in Indonesia's non-formal education system is equivalency education. Package C provides a structured pathway equivalent to senior secondary education and can be used by learners to continue education, meet employment requirements, and improve social participation (Direktorat SMA Kemendikdasmen, 2025). The regulatory relevance of equivalency education has also been reinforced by the Minister of Primary and Secondary Education Regulation Number 9 of 2025 concerning Academic Competency Tests, which defines learners as participants in formal, non-formal, and informal education at basic and secondary levels (Ministry of Primary and Secondary Education, 2025). From a broader lifelong learning perspective, UNESCO Institute for Lifelong Learning (2026) also stresses that recognition, validation, and accreditation of non-formal and informal learning are essential for connecting alternative learning outcomes with qualification frameworks, education systems, and the world of work.

Although Package C is legally equivalent to formal senior secondary education, its implementation at the local level is often uneven. Previous studies have shown that Package C responds to community needs but still faces challenges in learner activity, skills development, time management, and resource availability (Hartoyo et al., 2023; Hayyi et al., 2023). Kozan (2024) also argues that CIPP is relevant for evaluating education programs because it allows the evaluator to examine not only outputs but also contextual needs, resources, implementation processes, and outcomes. However, many previous studies have not sufficiently connected equivalency education evaluation with public value, social recognition, and the local governance capacity required to sustain non-formal education.

The object of this study is the Package C Equivalency Education Policy at the Non-Formal Education Unit Sanggar Kegiatan Belajar (SPNF SKB) in Batudaa District, Gorontalo Regency, Indonesia. Batudaa is a semi-rural context in which access to formal senior secondary education is affected by economic constraints, distance, employment demands, age, and community perception. The research report shows that Package C in Batudaa is highly relevant to the needs of learners who did not complete formal education, but the program still faces low public understanding of certificate legality, limited community support, tutor constraints, insufficient facilities, inconsistent learning schedules, weak use of andragogical methods, and limited socio-economic outcomes after graduation.

The central research problem is the gap between the normative objective of Package C as an inclusive secondary equivalency pathway and the practical constraints encountered in its implementation at SPNF SKB Batudaa. This problem is important because policy relevance alone does not guarantee policy effectiveness. A program may be socially necessary, but if inputs are inadequate, processes are weak, and products do not generate meaningful public value, then the policy remains only partially successful. In public administration terms, the policy must be evaluated not only by whether it provides access, but also by whether it produces educational, social, and economic benefits for learners and the community (Denhardt & Denhardt, 2020; Vedung, 2017).

To address this problem, this study proposes a qualitative evaluative case study using the Context, Input, Process, and Product (CIPP) model. The context dimension evaluates the alignment between Package C policy objectives and local educational needs. The input dimension assesses tutor capacity, learning facilities, modules, media, and institutional support. The process dimension examines scheduling, learning implementation, instructional methods, learner participation, and supervision. The product dimension evaluates graduation, academic confidence, opportunities for further education and employment, and socio-economic benefits. This approach is consistent with recent CIPP-based evaluations of Package C and non-formal education, which show that program effectiveness depends on the alignment between policy needs, resources, processes, and outcomes (Karlina, 2024; Yempormase et al., 2026).

This article makes four contributions. First, it provides empirical evidence on Package C implementation in Batudaa, a semi-rural area in Gorontalo that has received limited attention in equivalency education literature. Second, it extends CIPP-based evaluation by linking context, input, process, and product findings with public value, social recognition, and local policy accountability. Third, it updates the discussion of Package C by integrating recent literature on alternative learning pathways, recognition of non-formal learning, tutor capacity, flexible learning, and life skills education (Khusna & Yusuf, 2026; OECD, 2024; Septimulus et al., 2025). Fourth, it offers practical recommendations for strengthening socialization, tutor development, contextual learning resources, flexible learning management, monitoring systems, and post-graduation support.

The remainder of this paper is organized as follows. Section 2 presents the literature review on public policy evaluation, public value, non-formal and equivalency education, adult learning, tutor capacity, and the CIPP evaluation model. Section 3 describes the materials and method, including the research design, site, participants, data collection, evaluation indicators, and analysis procedure. Section 4 presents and discusses the findings based on the four CIPP dimensions. Section 5 compares the findings with previous state-of-the-art studies on Package C and local policy implementation. Section 6 concludes the paper by summarizing the findings, contributions, limitations, and directions for further research.

2. Literature Review

Public Policy Evaluation and Public Value

Policy evaluation is a systematic inquiry into whether a policy is relevant, properly implemented, and capable of generating intended results and broader public benefits. In contemporary public administration, evaluation is not merely a technical mechanism for measuring outputs; it also functions as an accountability instrument, a learning process, and a basis for improving future policy decisions (Fischer et al., 2022; Jacob, 2023; OECD, 2020). Bardach (2023) argues that public policy analysis must be problem-oriented and evidence-based, while Varone et al. (2023) emphasize that democratic policy evaluation should contribute to transparency and legitimacy. These principles are especially relevant for evaluating non-formal education because its beneficiaries are often citizens whose educational needs have not been fully met by formal systems.

The public value perspective provides an important lens for understanding the role of Package C. Denhardt and Denhardt (2020) argue that public administration should create value for citizens through responsive, inclusive, and empowering services. In a similar direction, Capano (2020) defines public policy as a collective process involving actors, institutions, interests, and resources. Therefore, the success of Package C cannot be assessed only through administrative compliance or graduation rates. It must also be examined through its contribution to access, learner confidence, employability, social participation, and community recognition. Vedung (2017) strengthens this view by distinguishing evaluation of process, results, and impacts, which allows researchers to understand not only whether a program works, but how and why it produces or fails to produce public benefits.

In the Indonesian local policy context, previous studies also show that policy implementation requires institutional coordination, resource support, and stakeholder participation. Kamuli (2014), in an evaluation of Minapolitan area development policy in North Gorontalo, showed that implementation outcomes were shaped by coordination among policy actors, infrastructure, access to economic support, and community capacity. Mozin et al. (2025) further emphasize that participatory democracy in public policy-making can increase legitimacy, openness, and accountability, but it faces challenges related to community capacity, knowledge gaps, and bureaucratic centralization. These insights are important for Package C because socialization, family support, village government involvement, and community trust shape learner participation and certificate recognition.

Non-Formal and Package C Equivalency Education

Non-formal education is an essential component of lifelong learning because it provides learning opportunities for individuals who cannot complete formal schooling. UNESCO Institute for Lifelong Learning (2026) explains that recognition, validation, and accreditation of non-formal and informal learning are central to lifelong learning systems because they allow learning outcomes to be recognized in education and labour market frameworks. In Indonesia, the Ministry of Primary and Secondary Education and UNICEF (2025) position non-formal education as an alternative learning pathway for out-of-school children, emphasizing the need to improve access, inclusiveness, quality, and relevance. This perspective shifts non-formal education from a marginal compensatory system into a strategic part of inclusive education policy.

Package C equivalency education is a key form of non-formal secondary education in Indonesia. It offers learners an opportunity to obtain an education equivalent to senior secondary level. Previous studies show that Package C can improve educational access for citizens who face formal schooling barriers (Rosidah et al., 2022; Rostini et al., 2023). Learner motivation is also important because learners with stronger motivation tend to show better learning outcomes (Fitri et al., 2023). However, Package C is not only an academic pathway.

It should also support life skills, digital flexibility, and practical readiness for further education and employment (Halimatuzafira et al., 2023; Rita & Handrianto, 2021).

Empirical studies on Package C reveal both its strategic value and implementation challenges. Hartoyo et al. (2023) found that the Package C program in SKB Musi Rawas was needed by the community but still faced problems in learner activity and skills education. Hayyi et al. (2023) found that Package C in PKBM Mumtaz was generally aligned with policy standards and supported by qualified educators, but it still encountered time and resource constraints. More recent studies indicate similar patterns. Yempormase et al. (2026) showed that Package C learning at SPNF SKB Ambon required improvement in facilities maintenance, teaching method variation, and student engagement, while Karlina (2024) emphasized the usefulness of CIPP for examining Package C implementation in SKB Serang. These studies show that Package C remains relevant, but its effectiveness depends on the quality of inputs and processes.

The literature also highlights the importance of life skills in Package C. Septimulus et al. (2025) argue that life skills program management in Package C must be planned flexibly and participatorily by considering learners' socio-economic conditions and local potential. The emphasis on skills is important because equivalency education should not stop at certification. It should prepare learners for work, entrepreneurship, and broader human resource development. This view is consistent with Tohopi's (2023) argument that local government policies for reducing unemployment require effective interventions and human resource development. Thus, Package C can be understood not only as an education policy but also as a local development instrument.

Adult Learning, Tutor Capacity, and Flexible Learning

Package C learners are commonly youth and adults with diverse backgrounds. Many are already working, have family obligations, or have interrupted educational histories. This condition requires an andragogical approach that recognizes adult learners' experience, autonomy, readiness to learn, and need for practical relevance (Knowles et al., 2015). Adult learners are more likely to remain engaged when instruction connects with their social realities, employment needs, and life goals. Therefore, Package C learning should be flexible, participatory, contextual, and oriented toward problem-solving.

Tutor capacity is crucial for implementing adult learning. OECD (2024) reports that teacher shortages have intensified across several OECD countries, and education systems must address not only teacher quantity but also skills needed to meet changing educational demands. Although the OECD context differs from Indonesian non-formal education, the principle applies directly: learning quality depends on the availability, preparedness, and professional competence of educators. In Package C, tutor limitations may appear in multiple subject assignments, lack of specific training, limited preparation time, weak use of technology, and insufficient mastery of andragogical methods.

Flexible learning has become increasingly important in non-formal education. Khusna and Yusuf (2026) found that blended learning in Package C at PKBM Tunas Mekar responded to adult learners' barriers related to time, distance, and employment. Their study shows that the combination of online and face-to-face learning can support flexibility, although it still faces problems in devices, internet access, and digital literacy. UNICEF's multiple and flexible pathways perspective also supports this argument by emphasizing that learners who cannot follow conventional schooling require alternative schedules, modes, and support systems (MoPSE & UNICEF, 2025).

The CIPP Evaluation Model and Research Gap

The Context, Input, Process, and Product model is widely used in educational evaluation because it enables comprehensive assessment of needs, resources, implementation, and outcomes. Stufflebeam and Coryn (2014) define CIPP as a decision-oriented evaluation model that provides information for program improvement and accountability. Stufflebeam and Zhang (2017) further explain that context evaluation examines needs and objectives, input evaluation examines strategies and resources, process evaluation examines implementation, and product evaluation examines results and impacts. Alkin and Vo (2024), Fitzpatrick et al. (2019), and Mertens and Wilson (2019) also emphasize that evaluation should be systematic, useful, and methodologically defensible.

CIPP is suitable for Package C because equivalency education is multidimensional. It involves policy objectives, local educational needs, tutor capacity, infrastructure, learning materials, learner participation, instructional methods, monitoring, graduation, and post-program outcomes. Recent CIPP-based studies in Package C and non-formal education show that the model can identify both program strengths and weaknesses (Karlina, 2024; Yempormase et al., 2026). In the present study, CIPP is used not only as a descriptive framework but also as an analytical tool to understand why Package C is relevant but not yet fully effective in producing sustainable public value.

The research gap addressed in this article lies in three areas. First, previous Package C studies rarely examine how legal equivalence interacts with social recognition at the community level. Second, many evaluations focus on program operation and graduation but pay less attention to socio-economic outcomes and public value. Third, semi-rural contexts in eastern Indonesia, including Gorontalo, remain underrepresented in the literature. This study addresses these gaps by evaluating Package C policy implementation at SPNF SKB Batudaa through a CIPP-based qualitative case study and by interpreting the findings in relation to public value, participatory policy, adult learning, and local development.

3. Materials and Method

Research Design and Site

This study used a qualitative evaluative case study design. A qualitative approach was selected because the study sought to understand the meaning, perception, and experience of actors involved in Package C implementation. This approach is appropriate for exploring policy implementation in a natural setting, where social context, institutional practice, and stakeholder interpretation are important (Creswell & Poth, 2018; Denzin & Lincoln, 2018). The case study strategy was used because the research focused on a specific policy implementation case in a real-life institutional context (Yin, 2018).

The research site was SPNF SKB Batudaa, located in Payunga Village, Batudaa District, Gorontalo Regency, Indonesia. The institution is a public non-formal education unit that provides Package A, Package B, and Package C equivalency programs. The site was selected because Batudaa still faces challenges in secondary education access, and SPNF SKB Batudaa has actively implemented Package C over several years. The site also provided access to relevant stakeholders, program documents, learning activities, and institutional data.

Participants and Data Sources

Participants were selected purposively based on their direct involvement in the implementation, supervision, participation, or experience of Package C. The informants included the head of SPNF SKB Batudaa, tutors, learners, parents, a non-formal education supervisor, and alumni. This participant composition enabled triangulation among managerial, instructional, learner, family, supervisory, and post-graduation perspectives.

Data Collection

Data were collected through in-depth interviews, observation, and document analysis. Interviews were conducted to explore stakeholder perceptions of policy relevance, resources, learning implementation, obstacles, outcomes, and recommendations. Observation was used to examine classroom interaction, tutor-learner communication, learning media, facilities, and the learning environment. Document analysis was used to review institutional profiles, program schedules, tutor assignments, attendance records, module availability, monitoring reports, graduation data, and relevant regulations. The use of multiple data sources is consistent with qualitative evaluation and case study principles because it improves credibility and allows the researcher to compare evidence across sources (Patton, 2015; Yin, 2018).

Evaluation Indicators and Data Analysis

The evaluation indicators were organized according to the CIPP model. Context evaluation focused on policy relevance, educational needs, dropout problems, community perception, and stakeholder support. Input evaluation focused on tutor availability and qualifications, facilities, learning media, modules, and institutional support. Process evaluation focused on learning schedules, instructional methods, learner participation, obstacles, and

monitoring. Product evaluation focused on graduation, academic confidence, practical skills, opportunities for further education and employment, and socio-economic benefits.

Data analysis followed an interactive qualitative model consisting of data condensation, data display, conclusion drawing, and verification (Miles et al., 2014). Interview transcripts, observation notes, and documents were coded thematically according to the four CIPP dimensions. Patterns were then interpreted in relation to public policy evaluation, public value, adult learning, and non-formal education literature. Trustworthiness was strengthened through source triangulation, technique triangulation, document verification, and repeated checking of consistency between field data and interpretive conclusions.

Table 1. Operationalization of the CIPP evaluation framework.

CIPP dimension	Evaluation focus	Data sources	Analytical concern
Context	Policy relevance, dropout issues, community needs, social recognition	Interviews, observation, documents	Alignment between policy objectives and local educational needs
Input	Tutors, facilities, media, modules, funding, institutional support	Interviews, observation, inventories, documents	Adequacy and quality of resources supporting implementation
Process	Learning schedules, methods, participation, obstacles, monitoring	Interviews, observation, attendance and monitoring reports	Consistency, flexibility, and andragogical quality of learning
Product	Graduation, academic confidence, skills, employment/further education opportunities	Interviews, alumni data, exam records, documents	Achievement, public value, and socio-economic outcomes

4. Results and Discussion

Context Evaluation: Policy Relevance and Social Recognition

The context evaluation shows that the Package C policy at SPNF SKB Batudaa is highly relevant to the educational needs of the community.

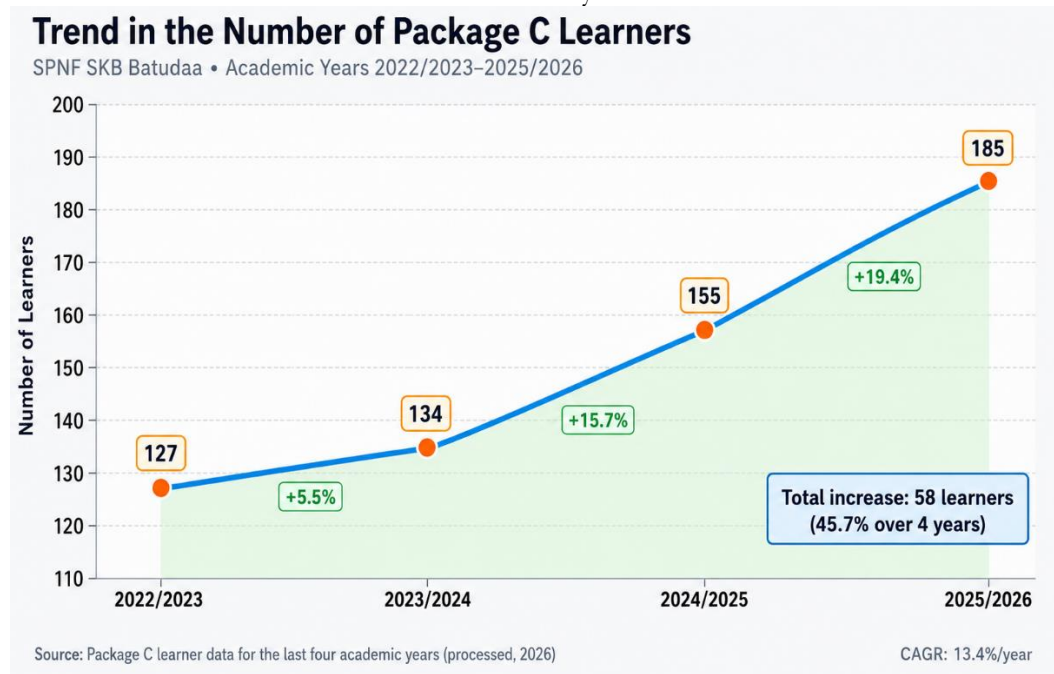


Figure 1. Trend in the Number of Package C Learners at SPNF SKB Batudaa, Academic Years 2022/2023–2025/2026.

The figure shows a consistent increase in the number of Package C learners at SPNF SKB Batudaa over the four-year observation period. The number of learners rose from 127 in the 2022/2023 academic year to 185 in 2025/2026, representing an increase of 58 learners or 45.7%. The year-to-year growth also accelerated, from 5.5% in 2023/2024 to 15.7% in

2024/2025 and 19.4% in 2025/2026. Overall, the trend indicates growing community participation in the Package C equivalency program, with a compound annual growth rate of 13.4% per year.

Learners and stakeholders stated that many residents did not complete formal senior secondary education because of economic barriers, work obligations, age, and distance to formal schools. Package C therefore functions as a second-chance education pathway that enables learners to obtain senior secondary equivalency while maintaining work and family responsibilities. This finding supports the national policy argument that non-formal education is needed as an alternative pathway for out-of-school children and youth in Indonesia (MoPSE & UNICEF, 2025).

Trends in the Socio-Economic Conditions of Learners at SPNF SKB Batudaa

Source: Latest learner data from SPNF SKB Batudaa • Analysis based on PIP/KIP/KPS indicators, parental income, parental occupation, and class groups



Note: The data represent a current cross-sectional snapshot; temporal trend analysis would require annual socio-economic data. Class group/grade level is used as the trend axis identifiable from the available data.

Figure 2. Socio-Economic Trend of Student at SPNF SKB Batudaa.

However, context relevance is weakened by limited public understanding and social recognition. Informants indicated that some community members still perceive Package C as less valuable than formal senior secondary education. This stigma affects learner motivation, family support, and community acceptance. The finding shows that formal legal equivalence does not automatically generate social legitimacy. UNESCO Institute for Lifelong Learning (2026) argues that recognition, validation, and accreditation of non-formal learning must be embedded in qualification systems and accepted by education and employment institutions. In Batudaa, therefore, socialization must go beyond administrative information; it must communicate the legal status, practical benefits, and success stories of Package C graduates.

The context findings also indicate that participatory governance is essential. The program cannot rely only on SKB managers and tutors; it requires involvement from parents, village governments, community leaders, employers, and local education authorities. This aligns with Mozin et al. (2025), who argue that participatory democracy in policy-making improves legitimacy, openness, and accountability but requires the strengthening of citizen capacity and institutional responsiveness. In the Package C context, participatory policy implementation means that families and communities should not be passive observers but active supporters of learner persistence and program legitimacy.

From a public value perspective, the context dimension is strong because the program responds to an actual educational problem. Yet its public value remains incomplete if social recognition is weak. The implication is that context evaluation should not only ask whether the program is needed, but also whether the community understands, accepts, and supports it. In Batudaa, Package C is policy-relevant, but its social foundation needs strengthening through continuous communication, local partnerships, and community-based advocacy.

Input Evaluation: Tutor Capacity, Facilities, and Learning Resources

The input evaluation reveals that program resources are administratively available but not yet sufficient in quality and quantity. The study found that tutors were available, but many had multiple teaching responsibilities and some did not have subject specialization fully aligned with the subjects taught. Training in adult learning and equivalency education was also limited. This condition created high tutor workload and reduced opportunities for preparing varied, participatory, and contextual learning. The finding is consistent with OECD (2024), which emphasizes that education quality depends not only on the number of educators but also on their capacity to respond to changing learning needs.



Educational Attainment of Teaching and Educational Support Staff SPNF SKB Batudaa

Summary based on personnel data

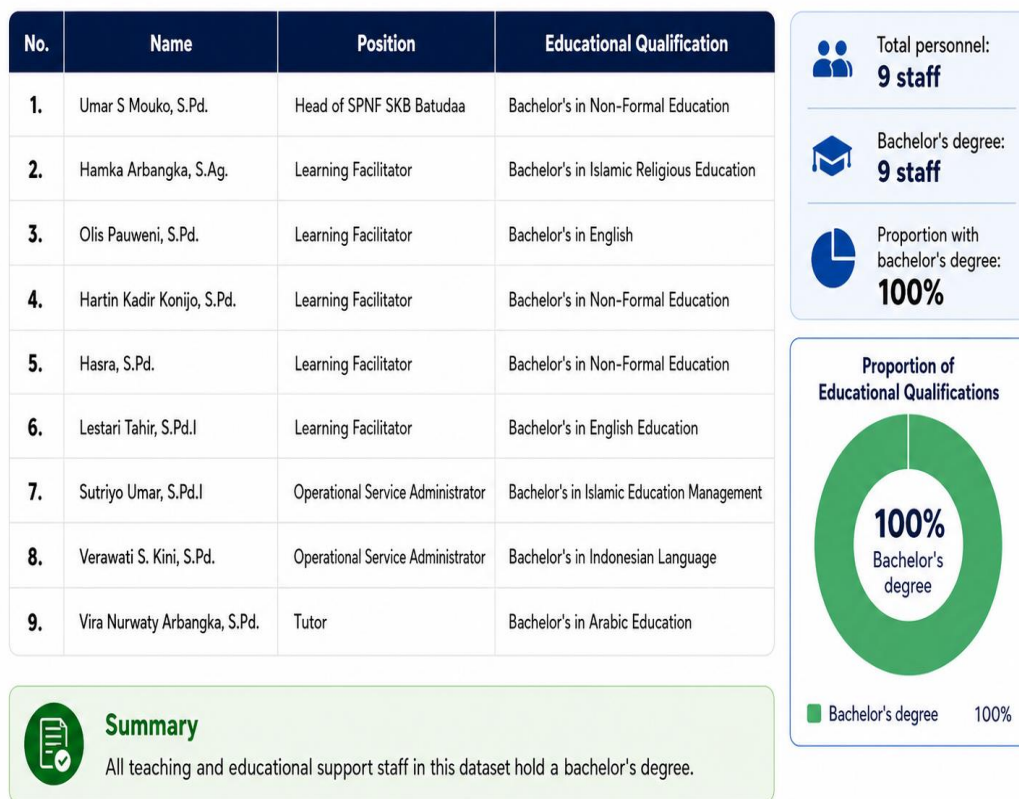


Figure 3. Educational Attainment of Teaching and Educational Support Staff at SPNF SKB Batudaa.

Facilities at SPNF SKB Batudaa were generally functional but still limited. Classrooms, sanitation facilities, electricity, and internet access were available, but some facilities required maintenance and improvement. The computer laboratory could support digital learning, but cable arrangement, cooling facilities, and equipment management still needed attention. Learning media remained limited, and instruction often relied on whiteboards and oral explanation. These input limitations affect the ability of tutors to implement active and contextual learning. Yempormase et al. (2026) similarly found that facilities, educator ability,

planning, implementation, and evaluation were important determinants of Package C learning quality at SPNF SKB Ambon.

The study also found that modules were available but not always accessible to all learners, and the content was still largely based on national materials rather than local socio-economic contexts. Tutors often contextualized the material orally rather than through structured local modules. This indicates that learning resources have not fully reflected the profile of adult learners in Batudaa, many of whom work in informal sectors and require practical learning connected with daily life and work. Septimulus et al. (2025) show that life skills programs in Package C should be planned flexibly and participatorily by considering learners' socio-economic conditions and local potential. This supports the need to integrate contextual modules and life skills into Package C learning.

Input constraints in Batudaa also reflect broader local policy implementation challenges. Kamuli (2014) found that local policy implementation in Gorontalo required coordination, resource support, infrastructure, and community-level adaptation. The Batudaa case shows a similar pattern: the policy is formally present, but implementation quality depends on whether local institutions have enough resources, trained personnel, and operational support. Therefore, strengthening input should include tutor recruitment, continuous professional development, learning media provision, module contextualization, and collaboration with local government and community organizations.

Process Evaluation: Learning Flexibility, Andragogy, and Monitoring

The process evaluation indicates that Package C learning has been implemented but not consistently according to the planned schedule. Tutors and learners reported that the schedule often changed because many learners worked, learner attendance fluctuated, and some tutors had duties in other institutions. In one observed learning cycle, the planned twelve meetings were realized as eleven meetings, and learner attendance fluctuated with an average attendance rate of about 45%. These findings indicate that flexibility is a necessary feature of Package C, but flexibility must be managed systematically so that it does not become inconsistency.

The learning process was also dominated by lectures. Observation data showed that lecture-based teaching represented the largest proportion of methods used, while discussion, question-and-answer, simulation, and group tasks were less frequent. This pattern suggests that andragogical principles have not been fully translated into classroom practice. Adult learners require learning that is relevant, participatory, experience-based, and problem-oriented (Knowles et al., 2015). When learning remains tutor-centred, learners may receive information but have limited opportunities to connect concepts with work, family life, entrepreneurship, or community participation.

The need for flexible and participatory learning is supported by recent research. Khusna and Yusuf (2026) found that blended learning in Package C can respond to adult learners' barriers related to time, distance, and employment, although technology access and digital literacy remain challenges. This finding is relevant to Batudaa because learners often work and cannot attend fixed schedules regularly. However, adopting blended or flexible learning in Batudaa must be realistic. It requires digital readiness, tutor support, simple platforms, and access to devices and internet. Without these inputs, digital flexibility may reproduce new inequalities.

Monitoring and supervision were present but not yet optimal. The monitoring process primarily focused on attendance and activity reports, while feedback for instructional improvement was still limited. This weakens the learning cycle because tutors do not receive systematic guidance on method variation, learner support, assessment, or module development. In public policy terms, the process dimension should be treated as a participatory learning system rather than a one-way service delivery mechanism. Mozin et al. (2025) emphasize that participatory policy requires citizens to be positioned as active actors. In Package C, this implies that learners, tutors, parents, and supervisors should be involved in reflection, feedback, and continuous improvement.

The process findings confirm that implementation quality is the critical bridge between policy relevance and policy outcomes. A relevant policy with inadequate learning processes will generate limited public value. Therefore, SPNF SKB Batudaa needs a learning management strategy that combines realistic scheduling, attendance tracking, tutorial support, andragogical methods, blended learning options, formative assessment, and structured supervision.

Product Evaluation: Graduation, Learner Confidence, and Socio-Economic Outcomes

The product evaluation shows that Package C has produced positive outcomes, particularly in graduation, academic confidence, and administrative access to further education or employment. Learners reported improved understanding of basic subjects and increased confidence in reading, writing, and expressing opinions. Alumni and learners also viewed the certificate as useful for meeting administrative requirements. These outcomes indicate that Package C contributes to educational inclusion and individual confidence.

Nevertheless, the outcomes remain uneven. Document analysis showed variation across subjects. For example, theoretical subjects such as mathematics showed lower achievement than more practical subjects such as entrepreneurship. The study also found that continuation to higher education remained limited, and only part of the graduates reported improved income or employment conditions related to the Package C certificate. This indicates that graduation alone is not sufficient as a measure of policy success. Product evaluation should also consider practical skills, social recognition, employment readiness, and post-graduation support.

The findings support UNESCO Institute for Lifelong Learning's (2026) argument that recognition of non-formal learning should enable access to further education and employment. However, recognition must be accompanied by skills and institutional support. Septimulus et al. (2025) emphasize that life skills management in Package C is important for improving human resource quality and preparing learners for the labour market. This is also consistent with Tohopi (2023), who argues that government policy for reducing unemployment should address human resource development through effective local interventions. In Batudaa, Package C has the potential to support employability, but this potential remains limited because practical skills and post-graduation assistance are not yet integrated systematically.

The product dimension also has a broader civic meaning. Hamim et al. (2025) show that education can strengthen participation, awareness, and nation-building among students. Although their study focuses on political education, its implication is relevant: education should not only produce academic achievement but also strengthen confidence, participation, and social responsibility. In Batudaa, Package C contributes to learner confidence and social roles, but this contribution can be expanded through community-based projects, life skills training, civic awareness, and alumni mentoring.

Overall, the product evaluation indicates partial success. Package C generates access, certification, confidence, and some educational opportunities. However, its broader public value remains constrained by weak practical skills, limited employment linkage, uneven social recognition, and insufficient post-graduation support. Therefore, future policy improvement should redefine product success from graduation-based achievement to sustainable learner transformation.

5. Comparison

Comparison with state-of-the-art studies shows that the Batudaa case confirms several recurring issues in Indonesian equivalency education while also offering a distinct contribution. Hartoyo et al. (2023) found that Package C in SKB Musi Rawas responded to community needs but faced problems in learner activity and skills development. Hayyi et al. (2023) found that Package C in PKBM Mumtaz was generally effective but encountered time and resource constraints. The Batudaa study confirms both findings, especially regarding program relevance, scheduling difficulty, tutor limitations, and the need for practical skills.

Compared with recent CIPP-based evaluations, this study strengthens the argument that Package C success depends on the alignment between context, input, process, and product. Karlina (2024) used CIPP to evaluate Package C at SPNF SKB Serang, while Yempormase et al. (2026) evaluated Package C learning at SPNF SKB Ambon and found that improvements were needed in facilities, teaching method variation, and student engagement. The Batudaa study is consistent with these findings but extends them by emphasizing social recognition and public value. It shows that even when a program is contextually relevant, its effects remain limited if the community does not fully recognize the certificate and if outcomes do not strongly improve skills and socio-economic mobility.

The Batudaa case also differs from studies on life skills and blended learning. Septimulus et al. (2025) show that Package C life skills programs can be managed through flexible and participatory planning, while Khusna and Yusuf (2026) show that blended learning can increase flexibility for adult learners. In Batudaa, however, life skills and blended learning are not yet systematically embedded. This comparison indicates that Batudaa has the institutional foundation to develop stronger learner-centred models, but it requires investment in tutor capacity, digital infrastructure, contextual modules, and partnerships with vocational or business actors.

Compared with local policy studies in Gorontalo, this study also reinforces the importance of coordination and stakeholder participation. Kamuli (2014) showed that local policy implementation requires synergy among actors and adequate resource support. Mozin et al. (2025) emphasized participatory democracy as a pathway to increase policy legitimacy. Tohopi (2023) highlighted the importance of government intervention in addressing unemployment, while Hamim et al. (2025) showed that education contributes to civic awareness and nation-building. The present study connects these insights by showing that Package C is not only an educational program but also a local public policy instrument for access, recognition, skills, employability, and social participation.

Table 2. Comparison with previous studies and state-of-the-art literature.

Study	Context and Method	Key Findings	Contribution of the Batudaa Study
Hartoyo et al. (2023)	Package C evaluation at SKB Musi Rawas	Program responded to community needs but learner activity and skills education remained limited.	Confirms relevance and adds stronger analysis of social recognition and local legitimacy.
Hayyi et al. (2023)	CIPP-based Package C evaluation at PKBM Mumtaz	Program was generally effective but constrained by time and resources.	Shows similar constraints in a semi-rural Gorontalo context.
Karlina (2024)	CIPP evaluation at SPNF SKB Serang	CIPP was useful for examining Package C context, input, process, and product.	Extends CIPP by linking findings with public value and social recognition.
Yempormase et al. (2026)	CIPP evaluation at SPNF SKB Ambon	Facilities, teaching method variation, and student engagement required improvement.	Confirms input-process constraints and adds post-graduation outcome analysis.
Septimulus et al. (2025)	Life skills management in Package C at SKB Samarinda	Life skills planning should be flexible, participatory, and labour-market relevant.	Shows that Batudaa needs stronger practical skills and employment linkage.
Khusna and Yusuf (2026)	Blended learning in Package C at PKBM Tunas Mekar	Blended learning supports flexibility but faces digital access challenges.	Suggests flexible learning is needed in Batudaa but must be supported by infrastructure.
Kamuli (2014), Mozin et al. (2025), Tohopi (2023), Hamim et al. (2025)	Local policy, participation, employment, and education studies in Gorontalo	Policy success depends on coordination, participation, human resource development, and civic capacity.	Positions Package C as a local public policy instrument beyond certification.

6. Conclusion

This study evaluated the Package C Equivalency Education Policy at SPNF SKB Batudaa using the CIPP model. The context evaluation shows that Package C is highly relevant to learners who face economic constraints, employment demands, age barriers, and limited access to formal senior secondary education. However, weak community understanding and limited social recognition of the certificate reduce the policy's legitimacy and participation potential. The input evaluation shows that tutors, facilities, learning media, modules, and operational support are available but not yet sufficient to support optimal

implementation. The process evaluation reveals inconsistent schedules, fluctuating attendance, lecture-dominated instruction, weak andragogical practice, and suboptimal monitoring. The product evaluation shows positive outcomes in graduation, academic confidence, and administrative access to work or further study, but practical skills and socio-economic impacts remain limited.

The study contributes to the literature by linking CIPP evaluation with public value, participatory policy, and social recognition in non-formal education. It shows that Package C should not be evaluated only as a certification program but as a public policy instrument for educational inclusion, human resource development, employability, and community empowerment. Policy improvement should prioritize stronger socialization, tutor professional development, contextual modules, flexible learning models, life skills integration, structured monitoring, and post-graduation support. The study is limited to one institutional case and uses qualitative data; therefore, future research should compare multiple SPNF SKB and PKBM contexts, include longitudinal tracking of graduates, and examine the relationship between Package C participation, employment outcomes, and community recognition.

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