

ANALYSIS OF THE IMPLEMENTATION OF THE CIPP EVALUATION MODEL IN THE LPDP AFFIRMATION SCHOLARSHIP PROGRAM

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ABSTRACT

This study evaluates the Affirmative Scholarship Program administered by the Indonesian Endowment Fund for Education Agency (LPDP) using the CIPP (Context, Input, Process, Product) evaluation model from a Good Governance perspective. It also identifies the supporting and inhibiting factors affecting program implementation and proposes recommendations for improvement. A qualitative case study approach was employed at the LPDP Office in Jakarta. Data were collected through semi-structured interviews and document analysis involving seven informants, including program administrators, active scholarship recipients, alumni, and a representative of the Indonesia Scholarship Center. Data credibility was ensured through source and technique triangulation and analyzed using the Miles and Huberman interactive model. The findings indicate that the program addresses relevant educational needs and is supported by a strong regulatory framework. The endowment fund financing scheme provides adequate resources; however, support interventions are concentrated after the selection process, while the major challenges faced by affirmative applicants occur during the pre-selection stage. Program implementation is generally systematic and accountable, although weaknesses remain in monitoring the geographical distribution of alumni returning to their target regions. The number of scholarship recipients increased from 1,530 in 2022 to 2,626 in 2024, generating multidimensional impacts beyond academic achievement. The study recommends strengthening pre-selection assistance, improving the geographical dimension of the alumni monitoring system, expanding cross-sector partnership-based outreach, broadening scholarship opportunities for vocational education, and enhancing support for scholarship recipients with disabilities.

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INTRODUCTION

An endowment fund is a permanent fund that preserves its principal and finances scholarships and long-term programs from its investment returns (Kolek et al., 2022). It has become a standard instrument for sustaining higher education financing worldwide, from Harvard University and Yale University in the United States to the Perbadanan Tabung Pendidikan Tinggi Nasional (PTPTN) in Malaysia (Bernama, 2025; Yale News, 2024).

In Indonesia, human capital development continues to face significant challenges. Indonesia's Human Capital Index (HCI) score was 0.53 in 2023, placing the country behind Vietnam and Malaysia and well below Singapore. Meanwhile, the Human Development Index (HDI) in Papua, East Nusa Tenggara, and Maluku ranged from 60 to 65, remaining below the national average of 74.39 (Santoso et al., 2024). These disparities highlight that human capital development in Indonesia is still uneven and remains concentrated in the islands of Java and Sumatra.

The Indonesian government established the Indonesia Endowment Fund for Education (LPDP) as an education endowment fund scheme to finance higher education, research, and national talent development. The education endowment fund managed by LPDP has grown substantially, from approximately IDR 1 trillion in 2012 to around IDR 159 trillion by the end of 2024, and has awarded more than 44,000 scholarships as of 2024 (Zulfikar, 2025). One of its strategic initiatives is the Affirmation Scholarship Program, which is designed to expand access to higher education for individuals from

disadvantaged, frontier, and outermost (3T) regions, persons with disabilities, Papuan students, and socioeconomically disadvantaged groups, as a response to the structural inequalities in access to higher education (*Beasiswa Daerah Afirmasi 2025*, 2025).

The implementation of the LPDP program has faced various public criticisms, particularly regarding the selection process, which has been perceived as complex and lacking transparency, the limited disclosure of scholarship recipient profile data, and unequal geographical access for applicants from disadvantaged, frontier, and outermost (3T) regions who face constraints in infrastructure, access to information, and selection standards that are equivalent to those applied to applicants from major urban areas (Nurhadi, 2025). Furthermore, the substantial scale of the funds managed by LPDP, amounting to hundreds of trillions of Indonesian rupiah, has attracted increased scrutiny from state oversight institutions, thereby demanding more comprehensive accountability for the effectiveness of the program's implementation (Mohammad, 2025).

A comprehensive understanding of the implementation of a public program can be achieved through an evaluation approach that assesses not only its outcomes but also the processes and resources involved. The CIPP (Context, Input, Process, Product) evaluation model, developed by (Stufflebeam, 2014) emphasizes the systematic evaluation of four key components: the alignment of program objectives with identified needs (context), the availability of resources and implementation strategies (input),

the program implementation process (process), and the program's outcomes and impacts (product) (Suryadin et al., 2022).

The CIPP model is adopted in this study for three interrelated reasons. First, unlike goal-attainment or outcome-only evaluation designs, CIPP is a decision-oriented framework whose stated purpose is not to prove but to improve (Stufflebeam, 2014), which corresponds to the mandate of LPDP as a public service agency that must continuously refine an ongoing, publicly funded program rather than merely certify its results. Second, the value of the Affirmation Scholarship Program cannot be judged from graduation figures alone; its legitimacy rests on whether the needs it addresses are real (context), whether public resources are proportionate to those needs (input), whether implementation is executed as mandated (process), and whether the intended redistribution of human capital actually occurs (product). CIPP treats these four questions as a single sequential system rather than as separate studies. Third, the public criticisms directed at LPDP concern transparency, fairness of access, and accountability for public funds, which are governance problems rather than pedagogical ones, and therefore require an evaluation framework that can be read in governance terms.

This last point explains why the CIPP model is deliberately paired with the principles of Good Governance in this study. Each CIPP component answers an evaluative question that has a direct governance counterpart in the LPDP context. Context evaluation asks whether the program rests on a legitimate legal basis and

on participatory need identification, which corresponds to the principles of rule of law and participation. Input evaluation asks whether the endowment fund, human resources, and digital infrastructure are allocated proportionately to the needs identified, which corresponds to effectiveness and efficiency. Process evaluation asks whether obligations, sanctions, and monitoring are applied consistently and whether the agency responds to emerging problems, which corresponds to accountability and responsiveness. Product evaluation asks whether outcomes are disclosed and whether the benefit actually reaches structurally disadvantaged groups, which corresponds to transparency and to equity and inclusiveness. Read in this way, CIPP supplies the evaluative architecture while Good Governance supplies the normative criteria against which each component is judged, so that the evaluation of the LPDP Affirmation Scholarship Program becomes an assessment of the quality of public governance and not only of program efficiency.

Previous studies evaluating scholarship programs, including those on LPDP, KIP Kuliah, and other regional scholarship schemes, have generally focused on only one or two evaluation components without examining the entire implementation cycle comprehensively (Hayati et al., 2025; Putra et al., 2024). Moreover, studies specifically applying the CIPP evaluation model to the LPDP Affirmation Scholarship Program remain very limited. Given that the Affirmation Scholarship Program has distinct characteristics, challenges, and target beneficiaries compared

with the regular scholarship scheme, it requires a more specific and comprehensive evaluation.

Beyond this empirical gap, a theoretical gap also remains. The CIPP model is procedurally strong but normatively thin: it prescribes what should be evaluated at each stage but does not specify the value standard by which each stage should be judged, so that its application often reduces to a descriptive inventory of program components. Studies applying CIPP to Indonesian scholarship programs (Asril et al., 2024; Bahtiar & Nugroho, 2025; Sariri & Prabawati, 2024) illustrate this limitation: they report what occurs in each component but stop short of explaining why a given result constitutes a governance failure or success. Conversely, the Good Governance literature offers explicit normative principles but no staged procedure for locating where in a program cycle a principle is compromised. This study therefore advances the literature by embedding the eight UNESCAP Good Governance principles into the four CIPP components as evaluative criteria, producing an integrated framework in which each component carries its own normative standard. The novelty of the study lies in this theoretical integration and in its application to an affirmative action scholarship scheme, where the evaluative question is not only whether a program is well managed but whether it redistributes opportunity to structurally disadvantaged groups, a question that neither framework can answer on its own.

Based on the foregoing discussion, this study addresses three research questions: (1) How can the LPDP

Affirmation Scholarship Program be evaluated based on the context, input, process, and product components of the CIPP evaluation model? (2) What are the supporting and inhibiting factors affecting the implementation of the program? and (3) What recommendations can be formulated to improve the quality of the program in the future? Accordingly, this study aims to analyze the LPDP Affirmation Scholarship Program using the CIPP evaluation model to provide a comprehensive understanding of its implementation, identify the factors that facilitate and hinder its implementation, and formulate recommendations for enhancing the program's quality in supporting human capital development in Indonesia.

Academically, this study is expected to enrich the literature on public policy evaluation in the field of education, particularly by integrating the CIPP evaluation model with the principles of Good Governance in the context of affirmative scholarship programs. Practically, the findings are expected to provide valuable insights for LPDP and other relevant stakeholders in improving the design and implementation of the Affirmation Scholarship Program, particularly in strengthening pre-selection mentoring, enhancing the alumni monitoring system, and improving outreach and dissemination strategies in the targeted regions.

LITERATURE REVIEW

Good Governance

Good Governance refers to the practice of governance that emphasizes positive and synergistic interactions among the government,

the private sector, and society. According to the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), Good Governance is founded on eight core principles: participation, the rule of law, transparency, responsiveness, consensus orientation, equity and inclusiveness, effectiveness and efficiency, and accountability (Danar, 2022). In the context of LPDP, these principles are reflected through open access to scholarship applications, formal regulations governing the rights and responsibilities of scholarship recipients, transparent information regarding eligibility requirements and selection procedures, and the Affirmation Scholarship pathway as a manifestation of equity and inclusiveness for disadvantaged and underrepresented groups.

Program Evaluation and the CIPP Model

Program evaluation is a continuous activity of collecting information on the implementation of a policy to support decision-making, whether to continue, improve, or discontinue a program. One of the most widely used evaluation models is the CIPP model developed by Daniel L. Stufflebeam, which consists of context evaluation (the alignment of program objectives with identified needs), input evaluation (the adequacy of resources and strategies), process evaluation (the conformity of implementation with the planned activities), and product evaluation (the achievement of program outcomes and impacts) (Stufflebeam, 2014; Zhang et al., 2025). The purpose of this model is not merely to assess program success, but also to provide a basis for continuous program improvement

and quality enhancement (Suryadin et al., 2022).

Concept of the Affirmation Scholarship

The Affirmation Scholarship is an affirmative action policy in the field of education that provides special provisions in the form of relaxed requirements, mentoring, and additional support for groups that are structurally disadvantaged in accessing higher education, such as communities in disadvantaged, frontier, and outermost (3T) regions, persons with disabilities, Papuan students, and socioeconomically disadvantaged groups. Such an affirmative policy is consistent with the principles of equity and inclusiveness within the Good Governance framework, as it aims to address structural inequalities rather than merely providing financial assistance.

Synthesis of Previous Studies and Research Gap

Several previous studies have evaluated affirmative scholarship programs using similar approaches. Putra, Rahman, dan Kasim (2024) found that the formulation of the LPDP scholarship program targets remains focused on outputs and activities, with a significant gap between the number of scholarship recipients and graduates who successfully completed their studies. Endra et al. (2025) highlighted the strategic role of LPDP in expanding equitable access to higher education through the Regular, Affirmation, and Targeted scholarship schemes, although disparities in access for disadvantaged, frontier, and outermost (3T) regions and persons with disabilities remain a challenge. Studies applying the CIPP model to

similar programs, such as the KIP Kuliah Program and the Ten Scholars per Village Scholarship Program, consistently identified strengths in the context and input components, but weaknesses in the socialization, verification, and impact monitoring aspects of the process and product components (Asril et al., 2024; Bahtiar & Nugroho, 2025; Dewi et al., 2023; Sariri & Prabawati, 2024). Based on this review, studies specifically applying the CIPP model to evaluate the entire implementation cycle of the LPDP Affirmation Scholarship Program remain limited, providing the research gap that forms the basis of this study.

Table 1 summarises these studies, setting out for each of them the object evaluated, the evaluation framework applied, the key finding reported, and the aspect that was left unexamined.

Table 1. Synthesis of Previous Studies

Study	Object and framework	Key finding and aspect not examined
Putra et al. (2024)	LPDP scholarship program; program evaluation with an output orientation	Targets are formulated at the level of outputs and activities; a substantial gap exists between the number of recipients and the number of graduates. The context and input conditions producing that gap are not examined.
Hayati et al. (2025)	LPDP scholarship as educational investment; accessibility, alumni contribution, and equity	Access and alumni contribution remain unevenly distributed across regions. The monitoring mechanisms through which contribution is verified are not examined.
Endra et al. (2025)	Role of LPDP in human resource quality across the Regular, Affirmation, and Targeted schemes; descriptive institutional analysis	LPDP expands equitable access, but 3T regions and persons with disabilities remain underserved. Implementation is not evaluated systematically.
Asril et al. (2024)	MBKM program; CIPP model	Context and input are adequate, whereas implementation monitoring is weak. No

Study	Object and framework	Key finding and aspect not examined
		governance criterion is applied to interpret the weakness.
Bahtiar & Nugroho (2025)	KIP Kuliah program at STIA Banten; CIPP model	Context and input are strong, whereas socialisation and verification are weak. Long-term impact is not assessed.
Sariri & Prabawati (2024)	KIP-K program at Universitas Negeri Surabaya; CIPP model	Recurrent problems in targeting accuracy and document verification. Beneficiary outcomes after graduation are not traced.
Dewi et al. (2023)	Beasiswa Santri Berprestasi of the Ministry of Religious Affairs; CIPP model	Context and input are adequate, whereas impact monitoring is weak. No normative standard is used to judge the components.

Source : Prepared by the author (2026)

Three similarities emerge from these studies. First, evaluations that adopt the CIPP model consistently report that the context and input components are the strongest, whereas the process and product components are the weakest (Asril et al., 2024; Bahtiar & Nugroho, 2025; Dewi et al., 2023; Sariri & Prabawati, 2024). Second, the recurring weakness is not the availability of resources but the distribution of information and the verification of targeting. Third, none of the studies traces the beneficiary beyond graduation, so that the redistributive purpose that justifies an affirmative scheme is never actually verified.

Two differences and one inconsistency are also visible. The studies differ in scope: LPDP-focused studies (Endra et al., 2025; Hayati et al., 2025; Putra et al., 2024) evaluate the institution and its schemes as a whole, whereas CIPP-based studies evaluate a single program at a single site, which makes their process findings detailed but their generalisability narrow. They also differ in the evaluative standard applied: LPDP-focused studies judge the program against

national human capital objectives, while CIPP-based studies judge it against internal program documents. The inconsistency concerns targeting accuracy. Sariri and Prabawati (2024) and Bahtiar and Nugroho (2025) report persistent mistargeting in the KIP Kuliah scheme, whereas Endra et al. (2025) report that the affirmative schemes managed by LPDP are broadly on target although access gaps persist. The two claims are not necessarily contradictory, since they may reflect the difference between a scheme that verifies eligibility through an integrated national database and one that relies on self-declared documents. No study, however, has tested this explanation, because the mechanism of verification has not been treated as an object of evaluation in its own right.

Taken together, these patterns indicate that the limitation of the existing literature is not the absence of evaluation but the absence of an evaluative standard. Applying the CIPP model without a normative reference produces descriptions of each component rather than judgements about them, which is why prior studies can report that a component is weak without being able to state which public value has been compromised. This study responds to that limitation by supplying the missing standard from the Good Governance framework, and by applying the resulting framework to a scholarship scheme whose justification is explicitly redistributive.

Conceptual Framework

The integration of the two frameworks is theoretically justified by their complementarity. CIPP is a procedural theory of evaluation: it

specifies when in the program cycle information should be gathered and for which decision that information is intended, but it is deliberately value-neutral and leaves the criterion of merit to be supplied by the evaluation context (Stufflebeam, 2014). Good Governance, by contrast, is a normative theory: the eight UNESCAP principles specify what a public institution ought to achieve but say nothing about the sequence in which those obligations are discharged (Danar, 2022). Placing them together therefore does not merge two competing evaluation models; it fills a gap in each. In an affirmative program financed from a public endowment fund this pairing is not optional, because the four CIPP questions cannot be answered without a public value standard once the justification of the program is redistributive rather than efficiency-based. Figure 1 presents the resulting conceptual framework.

This study uses the CIPP model as the primary analytical framework, integrated with the eight principles of Good Governance proposed by UNESCAP. Context evaluation is used to examine the alignment of the program background, objectives, and targets with the principles of the rule of law and participation; input evaluation is used to examine the adequacy of financial resources, human resources, infrastructure, and implementation strategies in relation to the principles of efficiency and effectiveness; process evaluation is used to examine the program implementation mechanisms and challenges in relation to the principles of accountability and responsiveness; and product evaluation is used to examine the program outcomes and impacts in relation to the principles of

transparency and equity and inclusiveness. The integration of the four CIPP components with the Good Governance principles serves as the basis for developing the interview instruments and conducting the data analysis in this study.

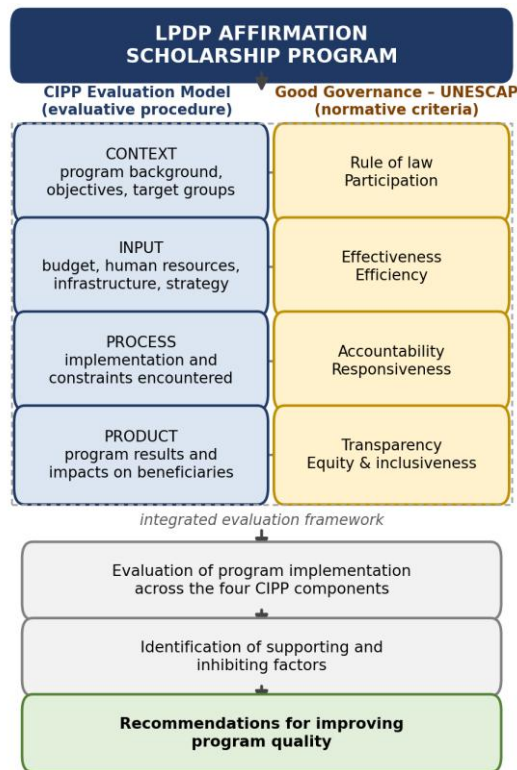


Figure 1. Conceptual Framework of the Study

Source : Prepared by the author (2026), adapted from Stufflebeam (2014) and Danar (2022)

RESEARCH METHODS

This study employed a qualitative approach using a case study design (Ilhami et al., 2024) on the Affirmation Scholarship Program managed by the Indonesia Endowment Fund for Education (LPDP) and conducted at LPDP. The CIPP (Context, Input, Process, Product) evaluation model was used as the analytical framework to systematically evaluate the program through four components: context

(the program background, objectives, and targets), input (financial resources, human resources, infrastructure, and implementation strategies), process (program implementation and the challenges encountered), and product (program outcomes and impacts).

Primary data were collected through semi-structured interviews with seven informants who were purposively selected based on their roles and involvement in the LPDP Affirmation Scholarship Program, as presented in Table 2. Semi-structured interviews were chosen because they allow informants to share their experiences and perspectives in greater depth while ensuring that the discussion remains focused on the four CIPP components that constitute the focus of this study.

The number of informants was determined by informational adequacy rather than by statistical representativeness. Three criteria guided the selection: direct authority over, or direct experience of, at least one CIPP component of the program; coverage of the complete program cycle, from recruitment and selection, partnership and funding, and service delivery during study, through to alumni management after graduation; and the inclusion of at least one perspective from outside the implementing agency, so that the account is not constructed solely from the administrator's point of view. The four divisional and subdivisional heads were selected because the organisational structure of LPDP assigns the entire affirmative program cycle to precisely these four units, so that no stage of implementation is left without an authoritative source. Two

beneficiaries, one currently enrolled and one alumna, were included in order to capture the program as it is experienced at the pre-selection, in-study, and post-study stages. The Chairman of the Indonesia Scholarship Center was included as an independent external observer of the national scholarship ecosystem.

Data collection continued until no new categories emerged. Saturation was assessed component by component rather than for the interview set as a whole: a component was treated as saturated when further interviews produced only corroboration or illustration of categories already established, without adding a new indicator, constraint, or explanation. The interviews conducted with the two beneficiaries and with the external observer generated no new categories for any of the four components; their accounts of the pre-selection language and academic barrier, of the clarity of fund disbursement, and of the post-study contribution obligation confirmed categories that had already been derived from the interviews with program administrators and from the documentary sources. Cross-checking against the LPDP annual reports and the Regulations of the President Director produced the same result, and data collection was therefore concluded with seven informants.

Table 2. Research Informants

No	Informant Position / Status	CIPP Components Covered
1	Head of the LPDP Scholarship Recruitment and Selection Division	Context, Input, Process, Product
2	Head of the LPDP Scholarship Partnership and	Context, Input, Process, Product

No	Informant Position / Status	CIPP Components Covered
	Development Division	
3	Head of the LPDP Scholarship Services Division	Context, Input, Process, Product
4	Head of the LPDP Alumni Development Subdivision	Context, Input, Process, Product
5	LPDP Affirmation Scholarship Recipient (Currently Enrolled)	Context, Input, Process, Product
6	LPDP Alumni	Context, Input, Process, Product
7	Chairman of the Indonesia Scholarship Center (ISC)	Context, Input, Product

Source : Prepared by the author (2026)

The semi-structured interview guide was developed in four steps. First, the four CIPP components were translated into evaluation dimensions, and each dimension was broken down into indicators and sub-indicators derived from Stufflebeam (2014) and Zhang et al. (2025) and adapted to the characteristics of an affirmative scholarship scheme. Second, each sub-indicator was paired with the Good Governance principle that serves as its evaluative standard, so that every question carries both an evaluative object and a normative reference. Third, open-ended questions were formulated from each sub-indicator and grouped into role-specific protocols, since an informant can speak authoritatively only about the part of the cycle that falls within their responsibility; the wording of the questions therefore differs across informants, but all questions are derived from the same indicator set, which preserves comparability across sources and makes source triangulation meaningful. Fourth, the draft guide was reviewed by the supervising academics for content relevance and clarity, and the

wording was refined before data collection began. Table 3 presents the resulting interview guide.

Table 3. Interview Guide of the Study

Component and governance criterion	Indicator / sub-indicator	Example of interview question
Context (rule of law, participation)	Program background: conditions underlying the establishment of the program	What was the background to the establishment of the affirmation scholarship program, and what need was it intended to meet?
	Program objectives: alignment of objectives with human resource development needs	How does LPDP ensure that the objectives of the program remain relevant to national human resource development needs?
	Program targets: accuracy of the target groups of the affirmation scholarship	On what basis are the affirmative segments determined, and how does LPDP ensure that the scholarship reaches the groups that genuinely need it?
Input (effectiveness, efficiency)	Budgetary resources: availability of scholarship funding	Are the amounts received by affirmation recipients identical for all recipients, or adjusted to individual circumstances?
	Human resources: competence and role of program administrators	What is the capacity of the personnel managing the program, and what periodic training has been conducted?
	Infrastructure: availability of supporting systems and facilities	Is the digital registration system already optimal for applicants from regions with limited internet access?
Process (accountability, responsiveness)	Implementation strategy: strategy used in delivering the affirmation scholarship	What relaxations of requirements are granted to affirmation recipients compared with the regular pathway?
	Program implementation: conformity of implementation with the applicable provisions	How is monitoring conducted during the study period, and which indicators are used to track academic progress?

Component and governance criterion	Indicator / sub-indicator	Example of interview question
	Constraints and obstacles: obstacles arising during implementation	What obstacles commonly arise in delivering the affirmation scholarship, and how are they addressed?
Product (transparency, equity and inclusiveness)	Program results: attainment of the objectives set for the program	In your experience, has the affirmation scholarship program achieved its objectives?
	Program impact: impact experienced by the recipients	What impact have you felt most strongly after receiving the affirmation scholarship, personally and academically?

Source : Prepared by the author (2026), adapted from Stufflebeam (2014) and Zhang et al. (2025)

Secondary data were obtained from official LPDP documents, annual reports, scholarship-related regulations and policies, and relevant scientific publications. The validity of the data was established through source triangulation by comparing data obtained from informants with different roles and perspectives, and through method triangulation by comparing interview data with official LPDP documentation.

Data were analyzed using the interactive model developed by Miles and Huberman, which consists of three stages. The first stage was data reduction, which involved transcribing the interview data, categorizing the informants' responses based on the four CIPP components, and selecting data relevant to the research questions. The second stage was data display, which involved preparing descriptive narrative accounts for each CIPP component, supported by summary tables of the interview findings and relevant documentary evidence. The

third stage was conclusion drawing and verification, which involved identifying response patterns that consistently emerged across the majority of informants and cross-checking them against official LPDP documents to ensure the trustworthiness of the findings before formulating the final conclusions.

The interactive model of Miles and Huberman was operationalised through a three-cycle coding procedure. In the first cycle, the interview transcripts were read in full and segmented into meaning units, each of which was assigned a descriptive code summarising its content in terms close to those used by the informant. In the second cycle, the descriptive codes were allocated to one of the four CIPP components using the indicator set in Table 3 as the coding frame, and were then assigned a governance code corresponding to the principle at issue; a segment describing the verification of eligibility through the database of the Ministry of Social Affairs, for example, was coded as input and targeting at the component level and as equity and inclusiveness at the governance level. Codes that did not fit the existing frame were retained as emergent codes, and the absence of pre-selection support and the absence of a geographical dimension in alumni monitoring were both derived in this way. In the third cycle, codes were compared across informants in order to identify patterns recurring across roles and to isolate statements made by a single source, and each pattern was cross-checked against LPDP documents before being carried forward into the findings. Coding was performed manually, and the coded segments

were displayed in a matrix organised by component and by informant so that convergence and divergence between sources remained visible during conclusion drawing. All interviews were conducted in Indonesian; the excerpts presented in the following section were translated into English by the authors, and the original wording was retained wherever a literal rendering was possible.

Ethical procedures were observed throughout the study. Research permits were obtained from LPDP, from the Mata Garuda alumni association, and from the Indonesia Scholarship Center before data collection began. Each informant was informed of the purpose of the study, of the academic use to which the data would be put, of the voluntary nature of participation, and of the right to decline to answer or to withdraw, and gave consent before the interview was recorded. After transcription, each informant received the transcript and the summary of their own interview for verification and correction and signed an interview validation sheet confirming that the recorded account corresponded to what they had conveyed; corrections requested at this stage were incorporated before analysis. In this article, informants who do not hold an institutional office are identified only by their role, and no personal identifiers, contact details, or institution-specific data that could disclose individual identity are reported. Interview recordings and transcripts are held by the authors and are used solely for the purposes of this study.

RESULTS AND DISCUSSION

Context Evaluation

The findings indicate that the establishment of the LPDP Affirmation Scholarship Program was driven by the substantial disparity in the availability of master's and doctoral degree holders between Java and the eastern regions of Indonesia, including disadvantaged, frontier, and outermost (3T) areas. This disparity is reflected in the Gross Enrollment Ratio in higher education in Papua and Highland Papua, which ranges from only 12–15%, well below the national average of 31.45% (Santoso et al., 2024). The program was not established as an immediate initiative but was preceded by an institutional assessment formalized through a Director's Regulation as its legal basis. Therefore, the program represents a data-driven policy intervention rather than merely a normative policy response.

“The background to the establishment of the affirmation scholarship is the need for the state to take sides with particular segments of society. The urgency lies in eastern Indonesia and in the 3T regions, which still lack human resources holding master's and doctoral qualifications compared with Java. Before the scholarship is opened, we examine the background, the benefits, the requirements, and the destination campuses of the program, and the result of that study is set out in a Regulation of the President Director as its regulatory basis.”

(Informant 2, Head of the LPDP Scholarship Partnership and Development Division)

The program aims to encourage scholarship recipients from the targeted affirmative regions to return to their home regions and apply the knowledge and skills they have

acquired to support regional development, while also improving the educational qualifications of human resources across provinces. This objective is consistently perceived by the beneficiaries as a motivation to contribute to their communities and break the cycle of poverty, indicating an alignment between the interests of the state, regional development, and individual scholarship recipients. In terms of target beneficiaries, the Affirmation Scholarship Program covers four groups: socioeconomically disadvantaged individuals, persons with disabilities, applicants from disadvantaged, frontier, and outermost (3T) regions, and Papuan students. Each group is subject to a distinct verification mechanism, such as the integration of the system with the Ministry of Social Affairs database for socioeconomically disadvantaged applicants and the use of a certificate of domicile for applicants from 3T regions. These mechanisms were established through consultations involving multiple stakeholders, including the LPDP Board of Trustees, relevant ministries, the National Commission on Disabilities, and the House of Representatives. These findings are consistent with the principles of the rule of law and accountability within the Good Governance framework (Danar, 2022; Hidayat & Irvanda, 2022), in which affirmative policies are based on formal regulations and decision-making processes involving multiple stakeholders.

“In determining which segments require affirmative treatment, we conduct a study first. One reference is Presidential Regulation Number 63 of 2020 on the Determination of

Disadvantaged Regions, which we use as the basis for defining affirmative regions. We also hold dialogue with the National Commission on Disabilities so that persons with disabilities who have the academic capability obtain the opportunity for further study at master's and doctoral level. The determination of these segments is not made by LPDP alone; we also receive direction from the Board of Trustees chaired by the Coordinating Minister for Human Development and Cultural Affairs, and LPDP holds periodic meetings with the House of Representatives.”
(Informant 2, Head of the LPDP Scholarship Partnership and Development Division)

“This affirmation program is highly relevant, because Indonesia still faces a significant gap in access to higher education. Communities in the 3T regions, persons with disabilities, and socio-economically disadvantaged groups are clear examples of groups that have been under-represented in higher education even though their human resource potential is no smaller. This program is not merely a form of financial assistance; it is a long-term investment in the equitable quality of Indonesia's human resources.”
(Informant 7, Chairman of the Indonesia Scholarship Center)

Input Evaluation

In terms of financial resources, the funding provided under the LPDP Affirmation Scholarship Program is considered comprehensive, covering nine Education Fund components and six Supporting Fund components that apply to all awardees, in addition to the Disability Assistance Fund and the Disability Support Fund, which are specifically provided for persons with disabilities. All funding standards are stipulated in the Regulation of the President Director of LPDP, and the amount of each funding component is adjusted according to the location of study, as summarized in Table 4.

Table 4. Summary of the Components and Amounts of the LPDP Scholarship Funds (2025)

Category	Component	Amount/Provision
Education Fund	Tuition Fees and Registration	Paid directly to the higher education institution based on the invoice
Education Fund	Book Allowance	IDR 10,000,000 per year
Education Fund	Thesis/Dissertation Research Grant	Domestic: IDR 20–50 million; Overseas: IDR 40–100 million
Education Fund	International Seminar and Publication	Maximum IDR 5–25 million, depending on the type and level
Education Fund	Family Allowance and Graduation Incentive	Specifically for doctoral/specialist students; incentive for graduation ≥6 months earlier
Supporting Fund	Transportation, Visa, and Insurance	At cost, based on actual expenses
Supporting Fund	Monthly Living Allowance	IDR 4.5–5 million (domestic); varies by country (overseas)
Supporting Fund	Emergency Fund	At cost for force majeure conditions
Disability Component	Companion Fund	25% of the Monthly Living Allowance, maximum for one companion
Disability Component	Disability Assistance Fund	At cost, Max IDR 10,000,000, one-time during the study period

Source : LPDP Scholarship Financial Disbursement Guidelines (2025)

In terms of human resources, the program is managed through a structured organizational arrangement involving the Alumni Management Division and the Monitoring and Evaluation Subdivision under the Scholarship Services Division. The program is supported by the E-Beasiswa system

and regular training for program administrators, including change management and performance management. According to the LPDP Annual Report 2024, the number of employees increased from 187 in 2022 to 239 in 2024, with a relatively stable composition of Civil Servants, Non-Civil Servants, and Professional Contract Employees, as presented in Table 5.

Table 5. Growth in the Number of LPDP Employees, 2022–2024

Employment Status	2022	2023	2024
Total Employees	187	218	239

Source: LPDP Annual Report

The growth in the number of employees is consistent with the increasing complexity of scholarship management as the number of scholarship recipients has grown over the years, indicating the institution's commitment to strengthening its organizational capacity in support of the principles of efficiency and effectiveness in program implementation. In terms of infrastructure, the integrated E-Beasiswa digital system covers the entire scholarship management cycle, from application and real-time fund disbursement to monitoring academic progress, as well as post-study alumni reporting and contribution verification through instruments such as tracer studies, employment sector cluster mapping, and the verification of return documents. The challenge of limited internet connectivity in the affirmative regions is addressed through collaboration with regional offices of the Ministry of Finance across various provinces and the provision of laptop lending facilities.

“For the socio-economically disadvantaged category, LPDP is

connected directly through an API to the database of the Ministry of Social Affairs, so that we can verify whether an applicant is a recipient of national social assistance. One service that distinguishes the affirmation pathway from the regular pathway is the language enrichment program: affirmation recipients are provided with English language courses for three, four, or six months to help them prepare for their destination campus.”

(Informant 1, Head of the LPDP Scholarship Recruitment and Selection Division)

“To overcome this, LPDP cooperates with the vertical offices of the Ministry of Finance, which are distributed across almost all provinces in Indonesia. Applicants from affirmative regions can come directly to the nearest vertical office in their provincial capital in order to sit the selection. LPDP also facilitates the lending of laptops for applicants who do not yet own one.”

(Informant 1, Head of the LPDP Scholarship Recruitment and Selection Division)

The program implementation strategy encompasses four dimensions: language enrichment through the provision of English language courses for 3–6 months; relaxed eligibility requirements, including more flexible language proficiency standards, minimum GPA requirements, and age limits compared with the regular scholarship scheme; partnerships with higher education institutions based on accreditation criteria and cost-sharing arrangements; and responsive and adaptive services tailored to the specific characteristics of each affirmative beneficiary group. Nevertheless, an important finding from the input evaluation is that all forms of support and flexibility are provided only after applicants have successfully passed the selection process, whereas the greatest challenges faced by the affirmative groups occur during the pre-selection stage, particularly in terms

of language proficiency and academic preparedness required to compete in the selection process itself.

"The journey to obtaining the LPDP scholarship was not an easy process. I prepared quite thoroughly, from improving my academic ability and preparing the essay to taking English language training and studying intensively at Kampung Inggris Pare. I also failed twice before finally succeeding."

(Informant 5, Affirmation Scholarship recipient currently enrolled)

"It was quite difficult. The information available was very limited. At that time I looked for information through social media. At first I did not know what the LPDP affirmation scholarship was, but after attending two webinars I was finally motivated to apply."

(Informant 6, LPDP alumna)

"In our view there needs to be pre-scholarship mentoring and capacity strengthening for affirmative groups, covering language, academic preparation, and wider access to information, particularly for those who have limited digital and educational access."

(Informant 7, Chairman of the Indonesia Scholarship Center)

Process Evaluation

The program is implemented in an orderly and accountable manner through clearly defined mechanisms, including the obligation for alumni to report their graduation and return to Indonesia within 90 days, with the option of an extension of up to two years for internship purposes, accompanied by a requirement to repay the scholarship funds in the event of non-compliance. During the study period, monitoring is conducted based on three main parameters: academic performance, the timeliness of study progress, and on-time graduation within the maximum funding period stipulated

in the Letter of Guarantee. The beneficiaries perceived the fund disbursement process as clear, transparent, and in accordance with the agreed schedule, demonstrating consistency between the program implementation and the commitments set forth in the scholarship agreement.

"Monitoring and evaluation during the study period are carried out on the basis of several main parameters. The first is academic attainment; every campus, whether at home or abroad, has a minimum requirement that the awardee must meet in order to proceed to the following semester. The second is timeliness; LPDP monitors the progress of the awardee against the timeline that has been set, including the progress of the thesis or dissertation. The third is on-time graduation, and this is the most important indicator, because LPDP funding has a duration that is fixed from the outset in the Letter of Guarantee."

(Informant 3, Head of the LPDP Scholarship Services Division)

"The disbursement of funds proceeded properly and in accordance with the schedule set out in the contract. The process is sufficiently clear and transparent, which makes it easier for recipients to plan the needs of their studies. Personally I did not encounter any significant obstacle during the disbursement process."

(Informant 5, Affirmation Scholarship recipient currently enrolled)

These implementation mechanisms reflect the application of the principle of accountability within the Good Governance framework, as the obligations and sanctions are explicitly stipulated, formally documented, and consistently applied to all awardees without exception. In addition, the study progress reporting mechanism integrated into the E-Beasiswa system reinforces the principle of responsiveness by enabling program

administrators to provide timely interventions when scholarship recipients encounter academic challenges.

Several challenges were identified during the implementation of the program, including academic adjustment among recipients entering a more competitive learning environment; the unmet need for companions for some awardees with disabilities, despite mitigation efforts through the digital labeling system in E-Beasiswa; limited employment opportunities in recipients' home regions, which pose challenges for alumni returning after graduation; the lengthy negotiation process for establishing partnerships with higher education institutions; and the uneven dissemination of program information across target communities, particularly in regions with limited access to digital information. A policy-relevant finding is that the LPDP alumni monitoring system does not specifically measure the geographical dimension of alumni returning to their affirmative home regions, resulting in a gap in assessing the extent to which the objective of human resource redistribution has been achieved. Addressing this gap is essential, given that the primary objective of the Affirmation Scholarship Program is not merely to ensure recipients' graduation but also to ensure their meaningful contribution to the development of their home regions.

“Although awardees with disabilities are required to have a companion when they depart for study, in practice some awardees travel without one, for reasons such as elderly parents, being an only child, or simply having nobody able to act as a companion. This constraint is often discovered only after the awardee has arrived at the place of

study, and it therefore requires additional handling by LPDP.”

(Informant 3, Head of the LPDP Scholarship Services Division)

“The main challenge faced by alumni from affirmative regions is the limited availability of employment in their region of origin. However, to date LPDP has never measured in detail what percentage of alumni do not return to their region of origin, nor how great the difficulties they face are. What is known so far is that alumni who do return to affirmative regions mostly take up opportunities as lecturers or civil servants.”

(Informant 4, Head of the LPDP Alumni Development Subdivision)

Product Evaluation

The program outcomes are reflected in the increasing trend in the number of Affirmation Scholarship recipients, as presented in Table 6.

Table 6. Growth in the Number of LPDP Affirmation Scholarship Recipients, 2022–2024

Year	Affirmation Scholarship Recipients	Total LPDP Scholarship Recipients	Percentage
2022	1.530	5.664	27,01%
2023	2.513	10.021	25,08%
2024	2.626	8.592	30,56%

Source: LPDP Annual Report

Based on Table 6, the number of Affirmation Scholarship recipients increased consistently from 1,530 in 2022 to 2,513 in 2023 and reached 2,626 in 2024. As a percentage of the total national scholarship quota, the proportion declined from 27.01% to 25.08% in 2023 due to the substantial increase in the Targeted scholarship quota following the COVID-19 pandemic. However, it rose again to 30.56% in 2024 following a budget-tightening policy that prioritized the allocation for the Affirmation Scholarship scheme. This indicates that the Affirmation

Scholarship has shifted from being merely a complementary program to becoming one of LPDP's primary strategic priorities despite overall budget constraints.

The program has generated multidimensional impacts. At the personal level, beneficiaries reported improvements in self-management, leadership, and problem-solving skills during their studies in a more competitive academic environment. At the academic level, recipients gained access to research opportunities, scientific publications, and conference participation that had previously been difficult to obtain. At the social level, the program has fostered more positive public perceptions of affirmative beneficiary groups and expanded access to the Mata Garuda alumni network, which can be utilized for career development and interregional collaboration. At the contribution level, alumni fulfill their service obligation based on the two-times-study-period-plus-one (2N+1) formula through educational activities, mentoring, or community empowerment programs in their home regions or other areas in need.

"There have of course been a great many changes. First, self-management, leadership, and time management. When you meet people in the LPDP environment they value time very highly, they are always punctual and never late, and I learned from that and have carried it with me. Second, relationships and networks. Third, the capacity for problem solving has become much more controlled: large problems are made small, and small problems are made to disappear."

(Informant 6, LPDP alumna)

"At LPDP the contribution can be made after completion, on the two-times-plus-one basis. It may take the form of community service, mentoring, or

education, such as becoming a lecturer; all of these are forms of contribution to the country. But contribution does not have to wait until study is finished. Even once you have become an awardee, the process already has to be under way."

(Informant 6, LPDP alumna)

"The sector that absorbs the largest share of alumni contribution is the public sector, such as lecturers, researchers, and civil servants, although contributions in the private sector also exist."

(Informant 4, Head of the LPDP Alumni Development Subdivision)

The achievement of the strategic objective of redistributing human resources to the affirmative regions cannot yet be verified optimally due to the limited geographical dimension of the current alumni monitoring system. Without adequate data on the geographical distribution of alumni contributions, it is difficult to determine whether the program's primary objective of reducing regional disparities in human resources has been achieved in a measurable manner, or whether its success is reflected solely in the increasing number of graduates.

"The segmentation of the LPDP affirmation categories is already fairly broad. Even so, it could be widened further, for example to cover vocational education, or professionals who at present enter the labour market directly but still need academic strengthening and development."

(Informant 7, Chairman of the Indonesia Scholarship Center)

Read against the existing literature, these findings both confirm and qualify earlier work. The pattern reported by CIPP-based evaluations of Indonesian scholarship programs, namely strength in the context and input components and weakness in process and product (Asril et al., 2024; Bahtiar & Nugroho, 2025; Dewi et al., 2023; Sariri & Prabawati,

2024), is reproduced here, but the weakness takes a different form. In the KIP Kuliah and Beasiswa Santri Berprestasi cases the process weakness is a failure of eligibility verification. In the LPDP Affirmation Scholarship Program verification is comparatively robust, being tied to the database of the Ministry of Social Affairs, to certification from government hospitals, and to sub-district domicile letters, and the weakness has migrated to the two ends of the cycle: to the pre-selection stage, at which no structured support exists, and to the post-graduation stage, at which the geographical dimension of contribution is not measured. The finding therefore extends the existing literature by showing that strengthening verification does not by itself resolve the targeting problem; it relocates it.

The findings also qualify Putra et al. (2024), who concluded that the targets of LPDP remain formulated at the level of outputs and activities and identified a gap between the number of recipients and the number of graduates. The present study supports that conclusion but identifies its governance source. The monitoring instruments in place, namely the study progress report in the E-Beasiswa system, the tracer study, the use of immigration data, and the verification of return documents, are all designed to establish that an obligation has been discharged rather than that a redistribution has occurred. This is confirmed directly by the informant responsible for alumni development, who stated that the proportion of alumni not returning to their region of origin has never been measured. What appears in earlier work as an output-oriented formulation of targets

is therefore better described as an accountability instrument operating without a corresponding transparency instrument.

Two findings run against the prevailing account. First, Endra et al. (2025) and Hayati et al. (2025) attribute the persistence of access gaps for 3T regions and for persons with disabilities primarily to inadequate provision. The evidence obtained here indicates that provision is in fact extensive, comprising nine education fund components and six supporting fund components, relaxed language, grade point average and age requirements, English language enrichment, laptop lending, and access to the vertical offices of the Ministry of Finance for online selection, but that all of it is activated only after selection, whereas the binding constraint reported by the beneficiaries and by the external observer occurs before it. The problem is therefore one of timing rather than of adequacy, a distinction that earlier studies have not drawn. Second, whereas prior applications of the CIPP model treat weak socialisation as a problem of information delivery, the evidence here indicates that it is a problem of partnership: the constraint reported is the structural absence of digital access in 3T regions, which cannot be resolved by increasing the volume of webinars and which requires institutional cooperation with regional governments and local communities.

Figure 2 synthesises the evaluation into an implementation framework for the LPDP Affirmation Scholarship Program. The framework maps each stage of the program cycle to the CIPP component and the

governance criterion by which it is judged, to the condition found, and to the corresponding corrective action, and it makes explicit the two points at which intervention is required: the pre-selection stage, which currently lies outside the support architecture of the program, and the post-graduation stage, at which contribution is recorded but not located.

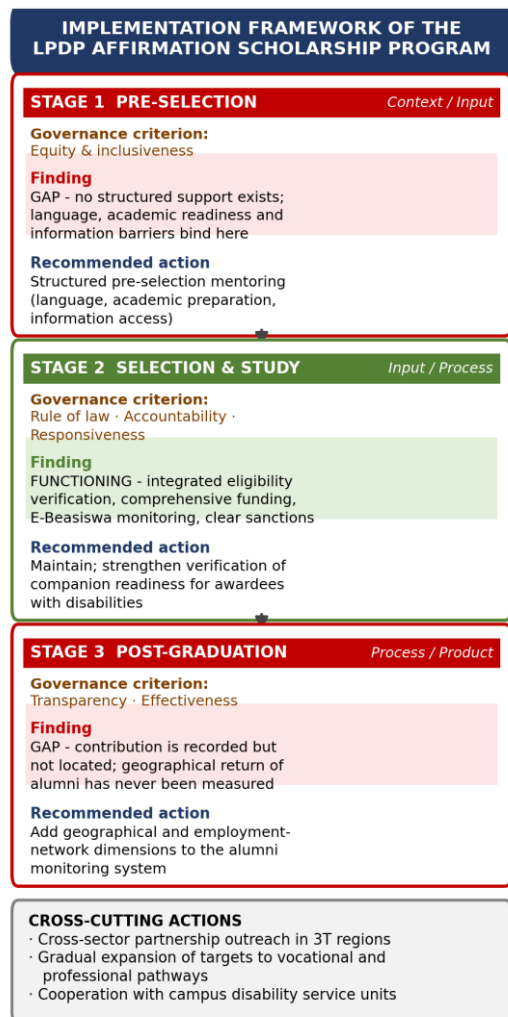


Figure 2. Implementation Framework of the LPDP Affirmation Scholarship Program

Source : Prepared by the author (2026)

These findings reinforce the relevance of applying the CIPP model integrated with the principles

of Good Governance. The principles of the rule of law and accountability are relevant for evaluating the context and process components; the principles of efficiency, effectiveness, and transparency are relevant for evaluating the input component; while the principles of equity and inclusiveness are relevant for evaluating all components from the perspective of support for affirmative beneficiary groups. The integration of these two frameworks provides a more comprehensive evaluation approach.

CONCLUSION

This study concludes that, in terms of the context component, the LPDP Affirmation Scholarship Program was established in response to the need to address disparities in the distribution of human resources, with its objectives and target beneficiaries determined through consultations involving multiple stakeholders. In terms of the input component, the program is supported by adequate resources through an endowment fund model, a well-structured human resource system, an integrated digital system, and affirmative policies. However, all support interventions are provided only after the selection process, whereas the primary challenges occur during the pre-selection stage. In terms of the process component, the program is implemented in accordance with established regulations and demonstrates accountability, although the alumni monitoring system does not specifically measure the geographical dimension of alumni returning to their home regions. In terms of the product component, the program has

demonstrated positive outcomes through the increasing number of scholarship recipients and its multidimensional impacts, although verification of the strategic objective of human resource redistribution remains limited.

The supporting factors for program implementation include a strong regulatory and institutional framework, the availability of adequate and sustainable resources, and a program design that prioritizes affirmative beneficiary groups. The inhibiting factors include external challenges, such as disparities in digital infrastructure, the limited academic preparedness of prospective applicants, and limited employment opportunities in their home regions, as well as internal challenges, including the absence of a structured pre-selection mentoring program, uneven dissemination of program information, and limited data on the geographical distribution of alumni.

Based on these findings, this study recommends: (1) developing a

structured pre-selection mentoring program for prospective applicants to the Affirmation Scholarship Program; (2) strengthening the alumni monitoring system by incorporating geographical and employment network dimensions to measure alumni contributions in their home regions; (3) enhancing program dissemination through collaboration with stakeholders in disadvantaged, frontier, and outermost (3T) regions; (4) gradually expanding the program's target beneficiaries to include vocational education students and professionals; and (5) strengthening support for awardees with disabilities through collaboration with disability service providers at partner higher education institutions. Future research is recommended to collect primary data directly from affirmative regions, conduct comparative studies with other affirmative scholarship programs, and employ quantitative or mixed-methods approaches to complement these qualitative findings with more measurable indicators of program effectiveness.

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