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Beyond Quantitative Outputs: A CIPP Evaluation of Quality-Driven Remuneration Policies and Balanced Tri Dharma Performance in Indonesian Islamic Universities

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ABSTRACT

This study evaluates the effectiveness of remuneration policies in enhancing lecturer performance across the Tri Dharma (education, research, and community service) in State Islamic Universities using the CIPP (Context, Input, Process, Product) evaluation framework. Employing a qualitative methodology, data were collected through document analysis and semi-structured interviews with 31 key informants from two State Islamic Universities with Public Service Agency status. Findings reveal that while remuneration policies possess robust legal foundations and ensure timely disbursement, implementation effectiveness is constrained by technological gaps in performance verification systems, suboptimal staffing capacity, and fiscal sustainability challenges dependent on variable tuition revenues. Most critically, despite successfully motivating educational performance (averaging 24.49 credits or 63.8% of total lecturer effort), the remuneration system has inadvertently created significant imbalance in Tri Dharma contributions, with research averaging 8.02 credits (20.9%) and community service merely 1.95 credits (5.1%). The CIPP analysis demonstrates that strong process integrity and leadership commitment are insufficient to overcome fundamental design flaws that create perverse incentives favoring teaching volume over research quality and community engagement. Addressing this imbalance requires comprehensive policy redesign incorporating balanced performance metrics, dedicated research and service budgets, and integrated structural support across all Tri Dharma pillars. This evaluation provides critical insights for institutional leaders and policymakers on advancing quality-driven remuneration systems that optimize institutional performance and accountability in Indonesian Islamic higher education contexts.

Keywords: Remuneration policy; Tri Dharma performance; CIPP evaluation; Higher education; Lecturer performance; Institutional effectiveness; Policy evaluation; Public service agency

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1. INTRODUCTION

Contemporary higher education institutions face multifaceted challenges and complex demands requiring structural reforms and innovative management approaches (Ramaditya et al., 2022). Globalization has significantly influenced the higher education landscape, necessitating universities to adopt management paradigms similar to those used in the business sector (Drucker, 1969; Hakiman et al., 2019). The evolving patterns of university-society interaction, coupled with financial imperatives, societal expectations, and technological advancements, compel institutions to undergo continuous transformation to remain competitive and responsive (Muleya et al., 2016; Nazaruddin et al., 2024). To navigate these dynamic conditions, universities require institutional autonomy, academic freedom, operational independence, and managerial flexibility (Ngo et al., 2023; Wardani et al., 2024).

Historically, state higher education institutions in Indonesia operated under centralized government policies that positioned them as bureaucratic extensions with minimal institutional autonomy. Decision-making was highly centralized, with limited discretion afforded to institutional leaders, reflecting traditional public administration models (Sulila, 2021; Angga Nugraha et al., 2019). However, significant shifts have occurred in recent decades, marked by movements toward greater managerial autonomy and performance orientation, embodied in the principles of New Public Management (NPM) (Choi, 2016; Pratama, 2020).

Formally, this restructuring was institutionalized through Government Regulation Number 23 of 2005 on the Financial Management of Public Service Agencies (*Badan Layanan Umum*, BLU), granting operational and financial flexibility to public institutions (Ministry of Finance, 2005). State Islamic Universities under the Ministry of Religious Affairs, numbering 23 institutions by 2021, have adopted remuneration systems as a core component of institutional governance. A remuneration system often used interchangeably with reward or compensation system is a strategic tool aimed at improving, sustaining, and motivating employee performance (Kustini & Purwanto, 2020; Rohida et al., 2024).

Despite this regulatory framework, implementation of remuneration policies in State Islamic Universities remains fraught with challenges, including funding limitations, inadequate policy communication, and gaps between policy expectations and institutional outcomes (Ibrahim et al., 2020). Lecturer performance is essential for institutional effectiveness and constitutes the foundation for achieving university missions through the Tri Dharma (Three Pillars): education, research, and community service (Abboh et al., 2024). Factors influencing lecturer performance include personal dimensions, leadership quality, team dynamics, and organizational systems, particularly reward and compensation structures (Affandi et al., 2023).

Research in Asian higher education contexts demonstrates that quality-oriented remuneration policies can drive improved teaching and research outcomes (Wong et al., 2024). However, challenges persist in balancing performance across the three Tri Dharma pillars simultaneously, a condition essential for sustained academic excellence (Siburian, 2025). Current literature reveals limited systematic evaluation of remuneration policy effectiveness within Indonesian Islamic university contexts, particularly regarding impacts on balanced Tri Dharma performance.

This study addresses this research gap by applying the CIPP evaluation model—a comprehensive framework encompassing Context, Input, Process, and Product dimensions—to assess remuneration policy effectiveness in State Islamic Universities. The CIPP model provides structured analysis of how policies operate across multiple organizational levels and stakeholder perspectives (Vedhathiri et al., 2024). Through qualitative analysis of document evidence and stakeholder interviews, this research examines how quality-driven remuneration policies can enhance balanced lecturer performance across all Tri Dharma dimensions. Findings are intended to provide institutional leaders and policymakers with actionable insights for advancing more effective, equitable, and quality-oriented remuneration systems in Islamic higher education.

2. METHOD

Research Design and Sampling

This study employs an evaluation research design utilizing the CIPP (Context, Input, Process, Product) model to comprehensively assess remuneration policy effectiveness across four critical dimensions (Zhang et al., 2025). A qualitative approach was adopted, utilizing document analysis and semi-structured interviews as primary data collection methods (Neupane, 2026). Document analysis examined institutional policies, strategic plans, operational reports, and performance documentation to understand policy frameworks and implementation trajectories. Semi-structured interviews were conducted with 31 key informants selected through purposive sampling, a deliberate non-probability technique selecting information-rich participants capable of providing in-depth insights (Dahal, 2024). Informants were strategically selected from institutional leaders, management units, and lecturers across two State Islamic Universities (UIN Sunan Gunung Djati Bandung and UIN Sunan Ampel Surabaya) that have implemented Public Service Agency status. This multi-site selection enables cross-institutional comparison and enhances findings' transferability (Subedi, 2021).

Data Analysis and Trustworthiness

Data analysis was conducted through concurrent data reduction, display, and verification processes using the Miles-Huberman approach, combined with thematic analysis to identify patterns aligned with CIPP framework dimensions (Kushnir, 2025). Codes were developed inductively and systematically mapped against the four CIPP components, enabling structured examination of policy operations across institutional levels (Naeem, 2023). To ensure trustworthiness, multiple strategies were implemented: credibility was enhanced through prolonged engagement, persistent observation, and member checking (McKim, 2023); transferability was achieved through detailed contextual description; dependability was established through documentation of audit trails and research procedures (Noble, 2025); and confirmability was ensured through reflexivity and peer debriefing (Stahl & King, 2020). The study complies with ethical guidelines requiring informed consent, informant confidentiality, and voluntary participation.

Table 1. Focus of Remuneration Policy Evaluation

No.	CIPP Component	Evaluation Dimensions	Data Collection Methods	Information Sources
1	**Context**	Legal basis, policy regulations, organizational needs, environmental factors	Document analysis, interviews	Remuneration policy documents, Internal Supervisory Unit (ISU), Planning & Finance Bureau
2	**Input**	Funding sources, human resources, IT facilities, leadership support, SOPs	Document analysis, observation, interviews	Budget reports, Finance Bureau, Personnel Bureau, Quality Assurance Agency
3	**Process**	SOP implementation, leadership support, commitment, inter-unit coordination, policy dissemination	Document analysis, interviews, observation	Activity reports, ISU, implementing units, Rectorate
4	**Product**	Lecturer performance (Tri Dharma), university outcomes, budget efficiency, quality improvements	Document analysis, interviews	Performance reports, Quality Assurance Agency, ISU, faculty heads, lecturers

Table 2. Research Informants

No.	Informant Category	Institution 1 (UIN SGD Bandung)	Institution 2 (UIN Sunan Ampel)	Total
1	Internal Supervisory Unit (ISU) Team	2	3	5
2	Deans	5	5	10
3	Head of Finance Bureau	1	1	2
4	Head of Quality Assurance Agency	1	1	2
5	Staff of Quality Assurance Agency	2	2	4
6	Staff of Personnel Bureau	1	1	2
7	Finance Officers	1	1	2
8	Lecturers	2	2	4
	TOTAL	**15**	**16**	**31**

3. FINDINGS AND DISCUSSION

FINDINGS

3.1 Evaluation of Remuneration Policy – Context Aspect

The contextual evaluation reveals that remuneration policies are grounded in robust legal mandates at both national and institutional levels. The policy is supported by Minister of Finance Regulation No. 176/PMK.05/2017 and institution-specific ministerial decrees, operationalized through Rector's decrees (Asy'ari et al., 2025). This legal foundation ensures compliance with BLU regulations and provides policy continuity. However, substantial autonomy granted to each university in determining remuneration amounts, distribution patterns, and payment mechanisms has resulted in significant variation across institutions, largely determined by institutional fiscal capacity (Herlina & Isnowati, 2023).

Although the regulatory framework supports policy sustainability, balancing mechanisms such as standardized technical guidelines or cross-institutional compensation schemes remain necessary to mitigate implementation disparities. Informant feedback indicates concerns regarding perceived unfairness, limited transparency, inadequate socialization, and minimal faculty involvement in policy formulation factors critical for policy effectiveness in higher education contexts (Ibrahim et al., 2020).

Table 3. Evaluation of Remuneration Policy – Context Aspect

Component	Findings	Interpretation
Legal Basis	Minister of Finance Regulation No. 176/PMK.05/2017; Ministry Decrees (596/2017 UIN SGD Bandung; 1153/2015 UIN Sunan Ampel); Rector's Decrees establishing operational frameworks	Policy is grounded in strong legal mandates at ministerial and institutional levels, ensuring compliance with national BLU regulations
Policy Mandate	Remuneration provision is a statutory requirement for all PSA institutions under the Ministry of Religious Affairs	Ensures remuneration is a non-negotiable governance component for PSA-status universities
Implementation Autonomy	Each university has autonomy in setting remuneration amounts, distribution patterns, and payment mechanisms, strongly influenced by institutional financial capacity	While autonomy allows flexibility and contextual adaptation, disparities in financial capacity create significant variation in remuneration practices
Overall Assessment	Remuneration policy framework is legally robust; however, implementation effectiveness is uneven due to institutional resource disparities	Legal structure supports sustainability, but fiscal inequality poses challenges for uniform application and consistent lecturer satisfaction

3.2 Evaluation of Remuneration Policy – Input Aspect

The input aspect encompasses three critical components. First, Information Technology Support: UIN Sunan Ampel Surabaya has implemented a fully digitalized e-performance application enabling lecturers to input monthly activities through an integrated system. In contrast, UIN Sunan Gunung Djati Bandung relies heavily on Microsoft Excel for data collection, requiring lecturers to manually enter monthly activities with faculty staff assistance. Although the Internal Supervisory Unit has developed an electronic application, it remains in socialization phases and has not been deployed across all faculties, creating administrative inefficiencies (Affandi et al., 2023).

Second, Remuneration Management Team Readiness: UIN Sunan Gunung Djati Bandung's team comprises 5–7 members; the ISU Head estimates 12 members would be optimal for efficient workload management. UIN Sunan Ampel Surabaya's 7-member team is organized into functional divisions (Finance, Human Resources, Procurement), with all tasks executing effectively without disbursement delays (Slamet et al., 2023). Both universities recognize organizational restructuring needs to include additional divisions and internal auditors to strengthen accuracy and accountability.

Third, Remuneration Budget Allocation: Remuneration financing derives primarily from Single Tuition Fee (UKT) revenues and university business ventures. UIN Sunan Ampel Surabaya reports annual income of approximately 140 billion rupiah, with remuneration expenditure of 70 billion annually (50% of income). UIN Sunan Gunung Djati Bandung relies nearly entirely on UKT revenues, with annual remuneration expenditure averaging 56 billion rupiah (47–50% of total income). Business unit contributions remain minimal (200 million to 800 million annually), creating dependence on variable tuition revenues (Rohida et al., 2024). Overall, the input aspect demonstrates foundational capacity for implementation, yet significant challenges persist: incomplete IT system integration, suboptimal staffing levels, and heavy dependence on variable budget sources constrain operational efficiency and financial sustainability.

3.3 Evaluation of Remuneration Policy – Process Aspect

Process evaluation covers Standard Operating Procedures implementation, inter-unit coordination, leadership support, and disbursement mechanisms. Both universities have developed comprehensive SOPs. At UIN Sunan Gunung Djati Bandung, the ISU has documented a 17-step verification process requiring approximately 11 working days before lecturers receive monthly remuneration, distributed in three phases: Pay for Position (P1), Pay for Performance (P2), and Pay for People (P3) (Tuu et al., 2024).

Cross-unit coordination is intensive at both institutions, involving Planning and Finance Bureau, Personnel Bureau, Internal Supervisory Unit, Rectorate, and Deans. The tight coordination ensures accurate implementation and timely problem resolution. Leadership commitment is notably strong; university rectors actively support remuneration management and intervene when necessary to resolve technical difficulties, providing essential motivation to management teams (Siburian, 2025).

A significant finding is that remuneration disbursement has never been delayed, provided budgets are available. This punctuality is highly valued by lecturers, fostering trust in the remuneration system and enhancing overall job satisfaction. The timeliness of disbursement demonstrates organizational competence and reinforces institutional reliability (Al-Refaei et al., 2024).

3.4 Evaluation of Remuneration Policy – Product Aspect

Three key findings emerge. First, Remuneration Disbursement: Internal Supervisory Unit heads at both universities confirm consistent, on-schedule disbursement without delays, directly impacting lecturer satisfaction and institutional credibility (Civera et al., 2023). Second, Budget Efficiency versus Performance Accountability: While performance portals effectively control remuneration expenditures, they may disadvantage high-performing lecturers whose performance exceeds predetermined criteria and thus do not receive full remuneration for extra work. Alternative schemes such as overperformance allowances would ensure fairness and encourage excellence (Abboh et al., 2024).

Third, Lecturer Performance in Tri Dharma Pillars: The data reveal significant imbalance across higher education's three pillars. Average lecturer performance achieves 38.32 credits, with education averaging 24.49 credits (63.8% of total effort). Research averages 8.02 credits (20.9%), while community service averages only 1.95 credits (5.1%) (Wong et al., 2024). This distribution indicates the remuneration policy has successfully motivated teaching excellence but has created marked imbalance, where research and community service equally critical for institutional accreditation and societal impact remain chronically underfunded and underperforming (Omori et al., 2025).

DISCUSSION

3.5 Evaluation of Remuneration Policy on Context Aspect

Remuneration application must be grounded in solid legal provisions to guarantee policy certainty and continuity (Stufflebeam, 2015). Both universities operate under Minister of Finance Regulation No. 176/2017, establishing fundamental principles: proportionality, equality, propriety, and performance-based assessment. The regulatory framework encompasses salary, honorarium, fixed allowances, incentives, achievement bonuses, severance pay, and pensions (Herry Supardan, 2024).

Remuneration accompanying BLU status represents significant institutional progress, reflecting governmental commitment to advancing higher education through New Public Management principles (Pratama, 2020). Each university's autonomous decision-making in remuneration design demonstrates trust in institutional governance capacity. However, substantial informant feedback indicates concerns regarding perceived unfairness, limited transparency, inadequate socialization, and minimal faculty-level involvement in policy formulation (Ibrahim et al., 2020). These observations align with broader literature suggesting that stakeholder engagement and participatory decision-making are critical for policy effectiveness in higher education contexts (Ngo et al., 2023).

Context evaluation—intended to identify institutional needs, assets, opportunities, and plans to address organizational problems—is fundamental to effective policy implementation (Stake, 1983). The contextual analysis reveals that while legal foundations are robust, policy effectiveness depends heavily on institutional capacity, transparent communication, and inclusive governance processes. Universities must enhance stakeholder involvement, particularly ensuring that deans and lecturers participate in policy refinement to maximize acceptance and implementation quality.

3.6 Evaluation of State Islamic University Remuneration Policy on Input Aspects

The non-implementation of digital remuneration applications at UIN Sunan Gunung Djati Bandung creates substantial operational challenges, extending validation timelines and increasing administrative workload for lecturers and the ISU team (Kustini & Purwanto, 2020). In contrast, UIN Sunan Ampel Surabaya's integrated e-performance system demonstrates that technology adoption enhances efficiency, reduces data entry errors, and accelerates verification processes (Mujiburrahman et al., 2022). Information technology infrastructure is essential for supporting institutional decision-making and operational effectiveness in higher education management (Nazaruddin et al., 2024).

Both universities acknowledge that current staffing levels are suboptimal. ISU organizational structures require expansion to include specialized divisions and auditors, reflecting the complexity of managing remuneration across large institutional hierarchies. The critical vulnerability in input capacity is budgetary sustainability. Over-reliance on Single Tuition Fee revenues (47–50% of total institutional income) creates fiscal precarity, particularly during enrollment fluctuations or system disruptions (Angga Nugraha et al., 2019). Universities must prioritize business unit development to diversify funding sources and stabilize remuneration financing, aligning with international best practices in institutional financial management (Fatmawati, 2024).

Input evaluation helps identify and assess competing program strategies and procedural designs to meet recipients' assessed needs (Stufflebeam & Coryn, 2014). Effective input evaluation requires examining alternative approaches, assessing procedural plans, staffing provisions, and budgets for feasibility and cost-effectiveness.

3.7 Evaluation of State Islamic University Remuneration Policy on Process Aspect

The well-documented SOPs, intensive inter-unit coordination, and strong leadership support constitute significant strengths in remuneration policy implementation. The 11-day verification cycle, while lengthy, demonstrates systematic approach to ensuring administrative accuracy and accountability (Warju, 2016). Leadership involvement in problem resolution directly addresses implementation barriers and signals organizational commitment to policy success.

Process efficiency is notably enhanced by the three-phase disbursement schedule (P1, P2, P3), which distributes workload across the month and provides predictable cash flow for lecturers. The consistent, timely disbursement of remuneration is exceptional among Indonesian public sector institutions and merits recognition as a key institutional achievement (Sulila, 2021). However, manual data entry systems introduce unnecessary delays and potential errors. Accelerating technology adoption across universities would substantially improve process efficiency, reduce administrative burden, and enable sophisticated performance analytics for continuous improvement (Jabid et al., 2022).

Process evaluation intended to collect data during program implementation regarding policy execution, obstacles, responses to barriers, and efforts to ensure effectiveness is critical to identifying implementation strengths and opportunities for refinement (Stufflebeam & Coryn, 2014).

3.8 Evaluation of State Islamic University Remuneration Policy on Product Aspect

The most significant finding is the marked imbalance in lecturer performance across Tri Dharma pillars, with education receiving disproportionate effort while research and community service remain critically underdeveloped. This outcome, while demonstrating the motivational power of remuneration incentives for educational activities, reveals a fundamental policy design flaw: the incentive structure does not adequately reflect the importance of balanced performance across all three higher education pillars.

International research confirms that performance-based compensation systems can inadvertently create perverse incentives when metrics emphasize certain dimensions while neglecting others (Ramaditya et al., 2022). In this context, the remuneration policy, by design emphasis, has incentivized teaching quantity over research quality and community engagement. The data showing that many lecturers struggle to meet 150% performance targets while others exceed them suggests uneven workload distribution and insufficient structural support for research and community service activities (Sulaeman et al., 2025).

To address this imbalance, universities should: (1) redefine performance metrics to equally weight the three Tri Dharma dimensions; (2) establish dedicated budgets for research grants and community service projects; (3) formally assign research and service responsibilities rather than treating them as voluntary additions to teaching loads; and (4) integrate research and community service into teaching activities where pedagogically feasible (Islam & Purnamasari, 2019). Such reorientation would transform remuneration from a mechanism for paying teaching volume into a comprehensive instrument for advancing institutional quality across all dimensions of academic excellence (Zhang et al., 2025).

Product evaluation intended to ensure policy performance as an output of implementation and assess the ability of the academic community to realize and maintain optimal performance is the main indicator of policy effectiveness (Terttiaavini et al., 2023).

4. CONCLUSION

This CIPP evaluation of remuneration policies in Indonesian State Islamic Universities reveals a critical paradox: while institutional capacity for policy implementation is strong in terms of legal foundations, leadership support, and commitment to timely disbursement, the actual outcomes demonstrate significant misalignment with institutional quality aspirations. The remuneration system succeeds in motivating teaching performance but inadvertently creates a system where research and community service pillars equally critical for institutional accreditation and societal impact remain chronically underfunded and underperforming.

The evaluation demonstrates that remuneration policies, despite robust legal frameworks and adequate process controls, cannot achieve transformative impact on institutional quality without addressing three interconnected challenges: (1) technological infrastructure gaps that limit real-time performance monitoring and sophisticated analytics; (2) fiscal sustainability concerns rooted in excessive dependence on tuition revenues, which limits system resilience to market disruptions; and (3) fundamental misalignment between incentive structures and institutional quality priorities, where teaching quantity is implicitly prioritized over research excellence and community engagement.

For institutional leaders and policymakers, implications are clear: remuneration systems must be reimagined as comprehensive quality management instruments rather than simple salary mechanisms. Future policy iterations should incorporate balanced performance metrics that genuinely reflect Tri Dharma priorities, establish dedicated funding streams for research and community service, and integrate these dimensions into formal job descriptions rather than treating them as supplementary expectations. Additionally, universities must accelerate digital transformation of performance management systems to reduce administrative burden, improve data quality, and enable evidence-based decision-making.

Beyond institutional contexts, this research contributes to broader international discourse on performance-based compensation in higher education by demonstrating that financial incentives alone are insufficient drivers of balanced institutional performance. Rather, comprehensive approaches combining regulatory reform, technological advancement, budget restructuring, and fundamental reconceptualization of academic work are essential for achieving quality-driven outcomes in contemporary higher education systems.

Future research should examine: (1) longitudinal effects of policy implementation and adjustment; (2) comparative analysis across Islamic and secular institution contexts; (3) the role of academic culture in mediating remuneration-performance relationships; and (4) qualitative dimensions of teaching and research quality beyond quantitative performance metrics. Such investigations would provide deeper understanding of mechanisms through which compensation systems influence institutional outcomes and inform more nuanced policy development.

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