

Phenomenon: Problems of Elementary School Teachers in the Formulating of School Operational Curriculum



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ABSTRACT: In the academic year 2022/2023, elementary schools that choose and determine as independent schools to learn, move independently, and independently share, implement an independent curriculum or the 2022 curriculum. The purpose of the study is to describe the problems of elementary school teachers in formulating the school operational curriculum (KOS). The research method is descriptive qualitative with a phenomenological approach. Data collection was carried out by means of interviews, questionnaires, and observations. The results of the study indicate that the problems that arise in formulating school operational curricula can be inventoried, namely: 80% of teachers do not understand the development theory of formulating lesson hours (JP), analyzing books from the Ministry of Education and Culture, and how to teach them; 70% do not yet have an understanding of the definition of concepts in the curriculum, such as: distinguishing the definition of goals and targets, understanding learning outcomes and phases, and defining models with approaches; 90% have not been able to understand the meaning of knowledge and science and also distinguish project based learning as a project to strengthen the Pancasila Student Profile with projects that are attached to subjects. The conclusion of the research is that elementary school teachers, at least 70%, have problems in interpreting the understanding of concepts in the curriculum and formulating concepts into the KOS document chart. Keywords: Problematics, Formulation, Curriculum

INTRODUCTION

The 2022 curriculum in the 2022/2023 school year is implemented in stages at the driving schools at the levels of Early Childhood Education (PAUD), Elementary Schools (SD), Junior High Schools (SMP), and High and Vocational High Schools (SMA/K). The implementation of the 2022 curriculum or the independent curriculum is also carried out in schools that have chosen and determined to become independent learning schools, independent change and independent sharing. This policy refers to the directive which states that the 2022 curriculum is implemented to support the recovery of learning by implementing Project Based Learning. In addition to this, there is a strategic consideration, namely that the implementation of an independent curriculum nationally will be reviewed in 2024. So that schools that have chosen and determined independently in the implementation of an independent curriculum are expected to be able to better understand the structure and how it will be implemented.

With this directive, teachers in elementary schools (SD) are asked to actively ask questions and learn independently through mass media, school supervisors, and study together with driving teachers or teachers in driving schools. The active movement to find out about the form of an independent curriculum in the last two months, namely May and June 2022, can be seen from the number of meetings and activities, such as: teacher working group (KKG) meetings in SD units and workshops discussing the independent curriculum. The purpose of this activity is to assist grade 1 and 4 teachers in interpreting the independent curriculum. This independent interpretation of the curriculum is the basis for the preparation of standard content documents, process standards, and assessment standards.

The independent curriculum contained in the Decree of the Minister of Education and Culture No. 162/M/2021 concerning driving schools, provides leeway for each school to develop forms of learning and Pancasila values that need to be raised in Indonesian students. This flexibility in developing the curriculum according to the school's ability is what actually creates problems for teachers and policy makers in schools. The theory of development that has not been mastered optimally and is not accustomed to developing the school operational curriculum (KOS) makes it difficult to formulate an independent curriculum independently. The determination of intracurricular lesson hours (JP) and the implementation of projectbased learning activities (Project Based Learning) require a separate focus for schools in analyzing and determining KOS.

KOS as a form of implication of an independent curriculum in schools textually provides several differences with the 2013 curriculum. These differences, namely: JP is based on the calculation of the year not weekly, the emergence of Project Based Learning (PBL) activities that require a meeting time of 20% to 30% of the total JP, the replacement of core competencies (KI) and basic competencies (KD) into learning outcomes (CP), and the dimensions of the Pancasila Student Profile (P3) as another form of

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character values. This difference is one of the reasons why teachers in each education unit devote extra to the realization of KOS in the 2022/2023 learning year.

If you pay attention to the differences between the independent curriculum and the 2013 curriculum for grades 1 and 4, it will bring up a phenomenon in the environment of elementary school teachers who have designated as implementing schools for the 2022 curriculum. These are grouped into three categories, namely: material categories, including: learning development theory, formulating lesson hours (JP), analyzing books from the Ministry of Education and Culture, and how to teach them; categories of understanding concepts or identities in the curriculum, such as: definition of goals and targets, understanding of learning outcomes and phases, and understanding of models with learning approaches; and implementation categories, such as: understanding of knowledge and science, as well as the application of project based learning.

Theoretical review

Understanding problematic in this research phenomenon is the emergence of many problems from the implementation of an independent curriculum. A collection of problems is often referred to as problematic (problematic). Echols and Shadily (2017: 440) state that problematic comes from the word problem which can be interpreted as a problem or problem. Mathematically, the problem is the difference between what is expected and the reality on the ground. This is in line with the Language Center of the Ministry of National Education (2015:896) in the Big Indonesian Dictionary, which states that the word problematic means problems still arise or activities that still raise some problems and there is no immediate solution. So, problematic is a collection of activities that have problems and do not yet have a solution for optimal implementation.

The problem in this research focuses on the phenomenon of the independent curriculum. The definition of curriculum according to Murray Print (Dede Rosyada, 2014:26) states that curriculum as all planned learning spaces is provided to students by educational institutions and experiences enjoyed by students when the curriculum is applied. Understanding the curriculum in this explains there are two sides, namely the curriculum is a planned learning space and the experience that will be gained by students after the curriculum is implemented. This understanding is emphasized by Wina Sanjaya (2015: 2) who states that the curriculum has three domains or concepts that need to be understood, namely the curriculum as: a number of subjects, learning experiences, and learning programs. Taking into account the definition of the curriculum above, it can be interpreted that the curriculum is a set of planned learning programs to realize learning outcomes in accordance with the targets and objectives of the institution or country.

To catch up with its formal education program, due to the Covid-19 Pandemic, the Unitary State of the Republic of Indonesia (NKRI) created an independent curriculum or 2022 curriculum. The definition of an independent curriculum in the Decree of the Minister of Education and Technology Number 162/M/2021 concerning driving schools is explained in the pocket book, Independent curriculum is a curriculum with diverse intracurricular learning where the content will be more optimal so that students have enough time to explore concepts and strengthen competencies. This understanding contains three domains of understanding, namely: 1) thematic learning turns into subject-oriented learning 2) the cultivation of character values based on Pancasila values is given separate and separate time from the learning hours of each subject, and 3) has measurement time or phase of learning outcomes.

The three domains in the independent curriculum provide three understandings that elementary school teachers need to have in formulating the school's operational curriculum, namely: understanding knowledge and science, Project Based Learning (PBL), and Pancasila Student Profile (P3). Reporting from the Australian Academy of Science, science is a collection of knowledge as a follow-up to the results of the Five Senses through the scientific method so that it is proven true. While knowledge is information received because of the results of the activities of the Five Senses and has not been verified. To turn all knowledge into science that has a scientific method, the independent curriculum accommodates a project-based learning model (Project Based Learning) to realize the target and describe the learning achievements of each phase.

The definition of Project Based Learning is explained by Mulyasa (2014: 145) who states that it is a learning model whose focus is to realize the goals on complex problems needed by students in understanding the subject matter through investigation. This is also emphasized by Fathurrohman (2016: 119) which states that project-based learning is a learning model that utilizes projects/activities as learning media for the achievement of integrated attitudes, knowledge and skills competencies. Taking into account this understanding, the project-based learning model has learning steps. Widiarso (2016: 184) states that the steps of project-based learning are: Learning begins with essential questions, designing project plans by involving teachers and students, arranging activity schedules, teachers monitoring student activities, testing results, and reflecting on learning.

Project Based Learning in the independent curriculum becomes a learning model to bring up character values based on Pancasila or the values of the Pancasila Student Profile (P3). Considering that PBL is a learning model, PBL gets 20 to 30% of the total lesson hours of the subject. This is intended so that the P3 dimension can be fully internalized in students. The six dimensions of P3 values are: Faith, fear of God Almighty, and noble character; Global diversity; Worked together; Independent; Critical reasoning; and Creative. To distinguish PBL that is accommodated in subjects from those that stand alone, PBL activities to bring up the six dimensions of P3 are called the Pancasila Student Profile Strengthening Project (P5).

Furthermore, based on the three domains of the definition of an independent curriculum above, elementary schools are given the freedom to develop a school operational curriculum or an educational unit operational curriculum according to the potential of the school. In this development the understanding that needs to be possessed are: understanding of learning development,

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formulation of lesson hours, analysis of Kemdikbud's books and how to teach. Understanding learning development in general is a conscious effort in order to improve technical, theoretical, conceptual, and moral abilities in accordance with the targets and objectives that have been set through education and training. Abdul Majid (2016: 24) states that development is an activity to design learning programs that are logical, and structured to choose and determine what will be carried out in the process of learning activities by empowering the potential and competencies of students. This is emphasized by Hamdani Hamid (2013: 125) which states that learning development is a conscious effort to improve the quality of the learning interaction process in terms of material, method and substance.

Lesson hours are the time required for teaching and learning interactions. For elementary schools, the lesson hours are 35 minutes per teaching-learning interaction. In the independent curriculum the setting of lesson hours for each subject is calculated not based on weeks but based on one school year. This condition cannot be calculated partially but also needs to be seen from the side of the subject matter contained in the textbook from the Ministry of Education and Culture. Bakon (Tarigan, 2016: 11) states that textbooks are books that are prepared for use in the classroom, carefully compiled and prepared by expert writers in their fields and the content is equipped with appropriate and harmonious teaching facilities and models. In other words, textbooks are books that are prepared for reference in determining learning materials designed by experts in their fields. As for what is analyzed in the textbook is the subject matter. Kesuma (2016: 15) states that subject matter analysis (AMP) is material analysis to determine compatibility which ultimately guarantees a basic competence (KD) to be achieved by students in relation to prerequisite material and material.

After understanding the meaning of problematics and curriculum, elementary school teachers then focus on formulating the school's operational curriculum. According to the Big Indonesian Dictionary (KBBI), the meaning of the word formulation is the process, the act of formulating. Other definition of formulation is a concise and precise statement. Activities to formulate school operational curricula, things that need to be understood are to distinguish the meaning of goals and targets, understanding learning outcomes and phases, and understanding models with learning approaches. The definition of a goal or goal is a statement that is abstract but includes the company's overall targets. The definition of a target or objective is a statement that is more specific and measurable. Meanwhile, the understanding of learning achievement is explained in Dikti (2015: 1), namely a description of educational goals, which is a statement about what is expected to be known, understood, and can be done by students after completing a learning period (phase).

The results of research from Siti Nurrohmah in 2018 regarding curriculum development in improving character education in elementary schools. This research focuses on developing character values that are included and accommodated in subjects. The results of this study were declared successful because they received support from internal school parties, but would be hampered by influences outside the school environment. This can be emphasized that theoretically students are able to understand the results of curriculum development, but in its application in the community, students have not been able to implement it optimally. Based on this research, conceptually, this research differs in the problem section of formulating PBL activities. This study focuses on the problem of PBL being a Project for strengthening the Pancasila Student Profile (P5) and separate from Intracurricular subjects. P5 in the 2022 curriculum is given JP 20% to 30% of all lesson hours for one year.

Meanwhile, research from Agustinus Tanggu Daga in 2020 on curriculum development policies in elementary schools (An Overview of the 2006 curriculum to the policy of independent learning). The focus of his research is on a description of the history of the form of elementary school curriculum development designed in the KBK, KTSP and 2013 curriculum, and independent learning. The characteristics of the elementary school curriculum in the KTSP are separated curriculum for grades IV-VI and thematic curriculum for grades I-III. The characteristics of the elementary school curriculum in the 2013 curriculum are cross curriculum or integrated curriculum for all classes with a scientific approach and authentic assessment. In the independent learning curriculum, it is necessary to emphasize the simplification of the curriculum, the administration of national exams, the simplification of lesson plans, and the teaching profession. While this study focuses on the problems experienced by teachers when formulating an independent curriculum into KOS.

RESEARCH METHODS

This type of research is qualitative with a phenomenological approach. The data sources in this study were 50 teachers from 10 elementary schools. Data collection techniques through observation, questionnaires, interviews, and documentation. Data validation with Triangulation Techniques and sources. Validation technique using observation and interview techniques. Meanwhile, triangulation of sources through document matching. The data analysis technique used refers to the interactive data analysis technique of Miles and Huberman. Data collection starts from April to July 2022.

The focus of the research is grouped into three categories, namely: material category, including: learning development theory, formulating lesson hours (JP), analyzing books from the Ministry of Education and Culture, and how to teach them; categories of understanding concepts or identities in the curriculum, such as: definition of goals and targets, understanding of learning outcomes and phases, and understanding of models with learning approaches; and implementation categories, such as: understanding of knowledge and science, as well as the application of project based learning.

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RESEARCH RESULT

The results of observations and interviews with 50 research subjects were carried out before the training was held. The data obtained are as follows:

a. Doubts about using an independent curriculum

The mindset that emerged from the research subjects was that 47 teachers stated that the curriculum change was due to a change in the Minister of Education or a change in leadership. This statement means that the research subjects feel that education is used as political advice for policy makers, does not pay attention to the difficulties of teachers in schools, and that changing the curriculum is a project. Meanwhile, 3 research subjects agreed to make curriculum changes because the socio-cultural changes of society are very dynamic and technological developments are very fast. For example: technology in mobile phones that are so fast that it provides easy facilities for social media.

43 subjects stated that they felt comfortable with the implementation of the 2013 curriculum and were only able to understand the systematics of implementing the 2013 curriculum. This statement implies that the research subjects feel that the systematic mastery of the 2013 curriculum can only be understood even though it is not optimal, then they are asked to understand the 2022 curriculum by studying independently. This condition provides an understanding that to master curriculum systematics requires intensive assistance, patience in implementation, and there are instructions that are not 100% always using computer facilities (this is for research subjects who teach in grade 1 and are over 45 years old). Meanwhile, 7 research subjects felt that curriculum changes needed to be immediately carried out and implemented by utilizing computer and internet assistance to expand the material and support changes in the latest learning models.

b. Do not understand the material being taught

44 Research subjects feel that they have not seen and read the material that will be taught in grades 1 and 4. This condition is because the school has not provided textbooks that are in accordance with the 2022 curriculum and there has been no intensive socialization and focus on the independent curriculum. Research subjects know that there are books from the Ministry of Education and Culture from information from colleagues and not from resource persons for developing the 2022 curriculum. The book link address can be obtained, namely Buku.kemdikbud.go.id but it is not optimal for follow up. Meanwhile, 6 research subjects already know the textbooks from the Ministry of Education and Culture and the materials because they are able to master information technology.

c. Do not understand the change from Core Competencies (KI) and Basic Competencies (KD) to Learning Outcomes (CP)

45 Research subjects did not understand the meaning of Learning Outcomes and what their functions were. The mindset of the research subject is still focused on thematic learning and KI-KD, as well as the establishment of minimum completeness criteria (KKM) in the assessment. This condition raises the problem that KI-KD will appear new with new material, so understand it as learning with new material. Meanwhile, 5 research subjects had understood the Learning Outcomes and the material in the textbook from the Ministry of Education and Culture, but did not understand how to formulate learning objectives (TP), the flow of learning objectives (ATP), and understanding the understanding of phases.

d. Don't understand how to teach

47 research subjects stated that the textbook from the Ministry of Education and Culture contained pictures without any instructions for students. Subjects also read textbooks for teachers, but could not understand how to teach these textbooks in class. This is also confirmed by the statement from the research subject that they do not understand the meaning of the learning model and the learning approach. The results of textbook analysis are only limited to the material to be taught, but the determination of concept maps, cooperative learning models, and learning stages that follow Bruner's theory cannot be understood properly. Furthermore, the fourth grade teacher also gave a statement that they did not understand how to teach Natural and Social Sciences (IPAS) which became one subject. So that it can be concluded, the research subjects still feel comfortable with the classical form of learning and are held in the classroom. Meanwhile, 3 research subjects have analyzed student and teacher textbooks, but do not understand the existence of textbooks that have concept maps and do not have concept maps. Besides that,

e. Pancasila Student Profile Strengthening Project

The decline in learning motivation and low mastery of the concept of knowledge due to the Covid-19 pandemic, 45 research subjects stated that the character values for the Pancasila Student Profile were manifested in learning that was accommodated in subjects. The emergence of the word learning project is interpreted as a form of assignments from subjects that are done at home and there must be results in the form of products. The value of the product of the learning project is realized in the form of numbers (quantitative) whose processing is integrated with the value of the subjects.

The learning project to realize the values of the Pancasila Student Profile which is understood as the task of the subjects shows the lack of understanding between the notion of knowledge and science. So that the stages of the scientific method do not yet have an idea and are able to apply it in compiling the stages of learning from one of the set themes. The consequences of not understanding this stage of the scientific method, research subjects still think the value of the project is oriented towards results, not on the project implementation process.

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Schools are not ready to determine and determine the theme of Project Based Learning to build the values of the Pancasila Student Profile. This is due to the lack of understanding of the form of the teaching material, the implementation of learning that applies the cooperative learning model and the project team of teachers, and the assessment system that formulates the six dimensions of the Pancasila Student Profile value. Meanwhile, 5 research subjects stated that they understood the theme of Project Based Learning and the value of the Pancasila Student Profile, but the implementation was still understood to be integrated with the subjects.

The results of observations and interviews were then continued with a questionnaire on understanding the independent curriculum material which was carried out before the opening of the training implementation. The results of the questionnaire, which focused on the formulation of an independent curriculum into a school operational curriculum, are arranged in the table below.

Table 1. Understanding the Scope of the Independent Curriculum

No.	Category	Indicator	Predicate		
			Not	Enough	Good
1.	Theory	Learning development theory	45	5	0
		Formulate lesson hours	35	0	15
		Analyzing textbooks and how to teach them	40	10	0
Total Subject			120	15	15
Percentage			80%	10%	10%
2.	Understanding the concept/Identity of curriculum	Definition of goals and targets	25	20	5
		Understanding learning outcomes and phases	40	5	5
		Understanding models and approaches	40	5	5
Total Subject			105	30	15
Percentage			70%	20%	10%
3.	Implementation	Definition of knowledge and science	45	5	0
		Application of Project Based learning	45	5	0
	Total Subject		90	10	0
Percentage		90%	10%	0%	

Based on the table above, the material category explains that the research subject has a weakness in basic knowledge material, which is 80% with less predicate. The material in this study is defined as a number of knowledge or competencies that become the basic capital of research subjects in developing curriculum content from the Central Government into school operational curriculum. Knowledge of learning development theory, for example the learning development theory of Dick and Carey, has not been fully understood. Thus, it has an impact on the weak way of calculating lesson hours for intracurricular material with Project Based Learning to develop the Pancasila Student Profile. While the competency material for analyzing textbooks is also not well owned, so the research subjects have not been able to understand and define learning models, such as cooperative models; have not been able to choose and determine learning facilities and media; and have not been able to develop and carry out diagnostic assessments and assessments.

The category of understanding the concept or identity of the curriculum is defined as the level of competence in understanding the knowledge of each identity that refers to the components or terms in the independent curriculum. This category is mandatory for research subjects to be able to understand the meaning of components or terms regarding goals, targets, learning outcomes, phases, learning models, and learning approaches. This category received a predicate of less than 70%. It can be described that the concept or identity of the curriculum is not well understood. The consequence of the weakness of this category is to formulate goals in content standards in the form of descriptions that are abstract or cannot be measured. For example, students are able to realize equitable learning. The next consequence is that the research subjects have not been able to understand the relationship between learning achievement and the learning phase, and break it down into learning objectives and the flow of learning objectives.

The implementation category in this study is defined as the ability of the research subject to analyze curriculum material into learning stages in accordance with the flow of the scientific method and the cognitive development of students. This category received a predicate of less than 90%. This predicate can describe that the research subject has weaknesses regarding the notion of knowledge and science. This condition affects the weakness in describing Project Based Learning activities as a developer of the

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Pancasila Student Profile. The consequence of the weakness of this category is that the research subjects have the mindset that learning project activities are the tasks of the subjects and must produce products. If this condition continues, it is certain that the learning project will not be able to develop the six dimensions of the Pancasila Student Profile, or in other words, the learning project will not be able to realize the appearance of the Pancasila Student Profile Strengthening Project.

DISCUSSION

Based on the results of the study obtained data that the research subjects have weaknesses in the competence of understanding the concept or identity of the curriculum and materials. This condition affects research subjects in analyzing and formulating an independent curriculum from the Central Government into a school operational curriculum. The low understanding of the different understanding of goals and targets, learning outcomes and learning phases, models with learning approaches contributed to the low level of developing learning forms. The low understanding of how to develop learning will impact on the low analysis of textbooks and lesson hours. Theoretically, if the research subject understands the concept or identity of the components in the curriculum and has the ability to design learning developments, they will be able to calculate lesson hours and determine learning models and their facilities. If this is owned, then the development of an independent curriculum from the Central Government will be translated into an operational curriculum. The description above clearly shows that there is a difference between the desired state and the facts on the ground. It can be said that there has been a problem.

The low category of competence in understanding the concept or identity of the curriculum and materials has led to a low understanding of the notion of knowledge and science. The low understanding of the stages of the scientific method to seek the truth means that the operational school curriculum that is formed is not able to provide a planned learning space and experience as a result of learning. If the research subject has the ability to understand the concept category or curriculum and material identity, the school operational curriculum that is formed will provide a planned learning space and experience side to students. This shows that there is a difference between a curriculum that provides space for learning and experience and one that does not. Thus, the weakness of the two categories has led to problems or problems occur.

The category of competence in understanding the concept or identity of the curriculum as well as the low material has caused the weakness in analyzing Project Based Learning activities in building the values of the Pancasila Student Profile. This is evidenced by the inclusion of Project Based Learning in the form of assignments from subjects. Supposedly, Project Based Learning activities are activities outside the subject, carried out in the form of groups whose focus is on the process, not the result. If the research subject has the ability from the two categories above, then Project Based Learning learning syntax is like Learning begins with essential questions, designing project plans by involving teachers and students, arranging activity schedules, teachers monitoring student activities, testing results, and reflecting on learning will be well structured in the school operational curriculum. Based on the description above, there is a difference between what is expected and the facts on the ground. This can be said to have given rise to problems.

The emergence of several problems in the phenomenon of the independent curriculum is a common concern and thought. Through the analysis of weaknesses in the category of material, competence in understanding the concept or identity of the curriculum, as well as implementation, several problems have emerged. This collection of problems can be regarded as the problems of elementary school teachers in formulating school operational curricula. It is said to be problematic because it is in accordance with the Language Center of the Ministry of National Education, which states that the word problematic means that the problem of an independent curriculum still arises or that the formulation of the school's operational curriculum still raises some problems.

CONCLUSION

The weak category of competence in understanding concepts or identities in curriculum components, basic materials, and designing implementation has created problems. For example, the weak competence in developing learning creates problems in the design of the implementation of Project Based Learning activities in building the values of the Pancasila Student Profile. The emergence of several problems in the independent curriculum phenomenon can be referred to as the problems of elementary school teachers in formulating school operational curricula.

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