

Indonesian Curriculum 2013: Instructional Management, Obstacles Faced by Teachers in Implementation and the Way Forward

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Abstract: This research aims to determine: (1) the processes of instructional management based on Curriculum 2013; (2) the constraints faced; and (3) the efforts of its solution in Elementary School in Malang City, Indonesia. This research used a qualitative approach. The research instrument is the researcher himself. Data collected by means interview, observation, and documentation. Informants in this research are supervisors, principals, and teachers. The findings of the research indicate: (1) the process of instructional management applied is from lesson activities plan, the implementation of learning activities, and learning evaluation; (2) the constraints faced by the teachers lesson plans are still not referring to the Curriculum 2013; application of learning the scientific approach by teachers less than optimal; teachers are less than optimal in applying the learning model; and teachers are not optimal assess student learning outcomes that cover three domains of learning that is the attitude, knowledge, and skills; and (3) an alternative solution of the problems faced is the need to organize assistance activities to teachers on the implementation of Curriculum 2013, which discusses the lesson plan, teaching models, scientific approach, and assessment of student learning outcomes.

Keywords: curriculum 2013, instructional management

I. INTRODUCTION

Good learning is, learning that is able to increase the competence of learners, in accordance with the formulation of learning outcomes that have been formulated previously. When implementing the learning activities, the teacher should focus on the harmony of the learning materials, media, and learning methods which are going to be in the classroom [19]. Learning is the main core educational services provided by schools to students [19]. Learning activities undertaken by teachers should be based on certain rules. Before teacher implement instructional activities, they prepare everything needed at the time of teaching in the classroom, so that learning activities can be conducted properly and achieve the desired learning objectives. Teacher must prepare the programs of learning, if they are to be implemented in class [7]. Teachers need of the lesson plan and teaching materials which integrated with education [59]. Teachers have to consider what kind of good learning for their students ([49], [19]).

Instructional materials which developed by the teacher will assist the learning process and can be used as the examination tool for student learning in classrooms [44]. It is important for the teacher to practice instructional management while conducting a class [19]. The learning activities will be meaningful when prepared properly by the teacher. The teacher should also be considering the prevailing Curriculum 2013, when developing learning activities. There are still pros and cons found in implementing the Curriculum 2013 particularly in the academic community [3]. The objective of Curriculum 2013 is creating productive, creative, innovative, through strengthening affective attitudes, skills, and integrated knowledge for Indonesians [48]. Nevertheless, despite the complexity of the Curriculum 2013, there are also some opportunities which can positively influence the teaching and learning practice [43].

Curriculum 2013 is proposed to produce Indonesians citizen with religious tolerance and mental health; it is based on the fact that recently, a lot of

young generation citizens lack such character, no more tolerance and empathy for others [41]. Curriculum 2013 emphasize greatly in building students' characters, developing relevant skills based on students' interests and needs, and developing a thematic approach that benefits students' cognitive abilities ([45], [14], [15]). One of the verses said in Curriculum 2013 is to accomplish the curriculum, the learning method are based on cultures value of the province, so that the competitiveness and character are build [27]. The development characteristic of Curriculum 2013 emphasize on the equality of spiritual, social, curiosity, creativity, and knowledge and psychomotor collaboration [37].

Instructional management is the process of wielding all the resources that can be used by teachers during instruction to achieve learning objectives [19]. The curriculum is designed to provide guidance in managing the school curriculum and the learning to be undertaken by the school [19]. Schools must implement curriculum management, because the curriculum is a reference to the learning process. Curriculum development requires the management to produce a curriculum that meets the societal needs [46]. The teacher should be ready in implementing the Curriculum 2013 in teaching and learning activities, because it has greater influence in supporting the process of the curriculum when implemented [2]. The implementation of Curriculum 2013 will run well with the support of teachers/teaching staff ([29], [19]).

The curriculum is a set of plans and arrangements concerning the purpose, content and learning materials and how to use as a guide for learning activities to achieve specific educational goals [42]. The lessons will not be properly taught if there is no curriculum. Therefore, instructional management must be applied by the teachers when designing learning activities. Teachers would face obstacles in implementing instructional management. Curriculum 2013 in implementation cannot be separated from the problem [8]. These constraints are affected by the implementation of the current curriculum, such as the

readiness and teachers' understanding of the curriculum. The research questions of this study, is: (1) how the process of instructional management based Curriculum 2013? (2) What is the constraints that encountered by the teacher? and (3) What is the attempt to resolve these challenges?

II. METHODS

This research used a qualitative approach. The design of qualitative research was mainly located within constructivism paradigm, which was also used interchangeably with interpretivism ([9], [5], [35]). The presence of researchers as a key instrument research and also in search of information to obtain valid data, so that the data obtained is compiled into a report that can be accounted for ([19], [34]). This research was conducted in seven Elementary School in Malang City, East Java Province, Indonesia. The research instrument is the researcher himself. Data was collected through interviews, observation, and documentation. Informants in this research were teachers, principals, and supervisors. When referring to its nature, the data source is divided into two, namely human and nonhuman. The human data sources contain words or actions through interviews and observations, while nonhuman data sources were written source in the form of documents, archives, photographs, and information that support the data from the research informants. The documents analyzed included schools annual program, the semester program, syllabus, lesson plans, and assessment instruments.

The analysis of data was performed with the data collected from the research subject, using purposive sampling technique. Data analysis was performed through three steps as proposed by Miles

and Huberman [36], are: (1) data reduction; (2) data display; and (3) conclusion. Qualitative data analysis carried out simultaneously with the process of data collection, meaning that these activities held during and after data collection [16]. Observation, documentation, and interview triangulated to ensure the same data. Researcher engaged in a domain analysis [53] of the file documentation, interview transcripts, and the field notes. First, researcher read through the entire data set, and then organized our data set around three topics based on specific research questions.

III. RESULTS

The curriculum used by the four schools as a subject of this study is Curriculum 2013 and put forth by the Government at 2013 according to Permendikbud Number 81A Year 2013 about Curriculum Implementation [38]. The first findings, the process the management in the learning is lesson activities plan, the implementation of learning activities, and learning evaluation (Figure 1). Teachers in the lesson plan consider the characteristics of Curriculum 2013, especially in elementary school. The characteristics of Curriculum 2013 is: (1) competence is expressed in the form of core competencies (*kompetensi inti*) that are detailed further in the subject's basic competencies (*kompetensi dasar*); (2) the balance of spiritual and social attitudes, knowledge, and skills, and to apply them during various situations in schools and communities; (3) the life-based learning; (4) scientific approach; (5) learners produce work (products) through project-based learning; (6) mastery learning; (7) a student-centered learning; (8) authentic assessment; and (9) the teacher as a facilitator.

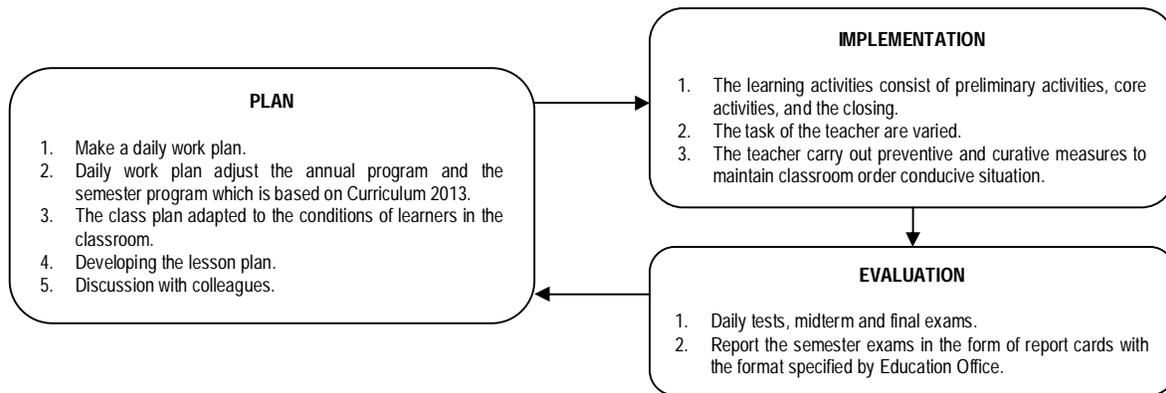


Figure 1
Instructional Management Based Curriculum 2013

In addition, there are also teachers who make little notes about the condition of the class they teach. The records used as an opinion in preparing lesson plans in the future. The notes are set forth in the daily work plan. The following conversation between the researcher and the teacher are:

Researcher : How the teacher view about the characteristic of Curriculum 2013?

Teacher : Curriculum 2013 is a development from Curriculum 2006 (*Kurikulum Tingkat Satuan*

Pendidikan, KTSP). Curriculum 2013 in the implementation has a charateristic: giving priority to spiritual and affective values of the students, dan the learning process implement scientific methods.

Researcher : What processes implemented by the teacher in Curriculum 2013?

Teacher : Beside using scientific methods, curriculum ask the students to be active in learning processes. The teacher can not directly give the learning material, but has to give the students

opportunity to seek the material on their own. Teacher are just a fasilitator and confirm the the students about what they have learnt, it mean confirm that are the concept they learn are the correct one.

Researcher : What are the strategies develop by the teacher to makes the students active in the class?

Teacher : Students ask to do some project, for example, in the science class, they are asked to recycle the garbage in a group. The project done by the students in recycling are reported in writing report. Such learning activities are the core of life based learning.

In preparing lesson plan, the teacher form small groups according to subject area that they teach. In every group, teacher give each other suggestions and constructive criticism to the design of the instruction that will be applied by a teacher in one semester. In addition, there are also some discussions among the teachers about the effectiveness of certain methods and media in learning activities. Suggestions, criticisms, and also a teacher's question is about the development of materials, media, and the method performed by a teacher. Without teacher lesson plan, the creative and meaningful learning activities do not run properly. Teachers need to know about what is contained in the teaching Curriculum 2013 when preparing learning activities. The following is the part of interview trancribe beetween the researcher and the teacher about the processes of developing the learning media for Curriculum 2013.

Researcher : How the teacher arrange the instrument for learning (perangkat pembelajaran) in Curriculum 2013?

Teacher : We develop the sillabus has been arrange by the Ministry of Education and Cultures, because the teacher are free to develop or arrange by itself their instrument for learning. Through the "Kelompok Kerja Guru" (Teacher Forum in Elementary School), the teacher from the same subject arrange the instrument for learning. Start from the annual program, semester program, syllabus, lesson plan, until the test instrument.

Researcher : Are there a discussion forum between the teacher, about how to implement an effective learning?

Teacher : Yes, the teacher give an advice each other how to implement an effective learning. How to choose a learning strategy for the learning processes are also the disscusion topic for the teachers.

The second result obtained was the constraints faced by teachers in the implementation of Curriculum 2013 which are: (1) lesson plan are still not referring to the Curriculum 2013; (2) the teacher is less than optimal in applying the learning model; (3) the application of learning the scientific approach by the teacher is not optimal; and (4) the teacher is not optimal in assessing student learning outcomes that cover three domains of learning, i.e., attitudes, knowledge, and skills. The lesson plan is not fully referring to the Curriculum 2013, because its content and format are still referring to the Curriculum 2006.

Core competences (*kompentensi inti*) were not covered in the lesson plan. Teachers are still not referring to the taxonomy of learning such as Bloom's Taxonomy in describing the basic competence (*kompentensi dasar*).

The following are the interview transcribe between the teacher and the researcher about the obstacle encountered in implementing Curriculum 2013.

Researcher : What are the obstacle encountered by the teacher in implementing Curriculum 2013?

Teacher : We have many obstacle. Sometimes are difficult for us to arange the leson plan because we have some difficulties in describe the core competense and based competence become the indicators, which have to be parrallel with the revised Bloom Taxonomy. Our lesson also not fully scientific.

Researcher : What do you mean?

Teacher : Some times we are confuse when formulating the learning indicator. In the lesson processes, sometimes we not implementing the scientific approach for it cost many time allocation. Eventhough we design the time allocation in our lesson plan, it not enough when we implement it in class.

Application of learning the scientific approach by the teacher is less than optimal, because teachers do not fully understand the scientific learning process, which is commonly abbreviated with the acronym 5M such as: *mengamati* (observe), *mengumpulkan informasi* (gather information), *menanya* (ask), *mengkomunikasikan* (communicate), and *mengasosiasi* (associate). Teachers believe that the scientific approach can only be implemented on the subjects of natural sciences, while other subjects are less precise. The assumption of such teachers is due, to name the approach as 'scientific approach'. Another cause is the teacher has uncorrect view about one step of scientific processes, espescially in observing step. Teachers assume that the observation can be done only through eye sight. Therefore, although the teacher has designed learning, but they tend to use conventional teaching methods that use a lot of lectures. This was the cause of learning that added to the non-orientation of the learner to follow Curriculum 2013.

Teachers also less than optimal in applying the learning model. This is due to the teachers who do not know the creative and innovative model and learning methods. Teachers still tend to apply the lecture method. Teachers are still unfamiliar with the model of learning, such as cooperative learning model. Cooperative learning model is commonly used only by students who are doing Practice Teaching Experience. While the teachers are still not optimal, there are only few teachers at all times implement cooperative learning model. However, the teachers are still less than optimal in time management. So sometimes when the lesson gets over in spite of the unfinished learning, the allocation of subject teachers next time reduced.

Teachers did not assess the student learning outcomes in an optimum manner that cover three domains of learning, i.e., attitudes, knowledge, and skills. Teachers, in their assessments of learning to students, still tend to prioritize the realm of mere

knowledge. It can be seen from the evaluation techniques and evaluation instruments used by teachers to measure student learning outcomes. The teachers use test instruments to evaluate the students through few questions during exams. However, there are teachers who pay attention to the attitude of the students as well. This is consistent with the school culture, which prioritizes religious values. Schools designing learning characterized by religion, which is planting a good attitude to the students. The following are interview transcribe between the principal and the researcher about the obstacles face by the teachers in implementing Curriculum 2013.

Principal : The teacher are still dominant in assessing cognitive domain when evaluate their students,

not fully touch the affective domain as expected by the Curriculum 2013.

Researcher : Why is that happen?

Principal : The obstacle face by the teachers in arrange the assessment rubric are the can not formulate the assesment indicator for affective domain. Beside that, the teacher are still oriented in the material aspect. Lesson plan are important issues to discuss for the teacher before it implemented.

Figure 2 and Figure 3 is an illustration instructional management (the first finding) and the constraints faced by teachers in the implementation of Curriculum 2013 (the second finding).

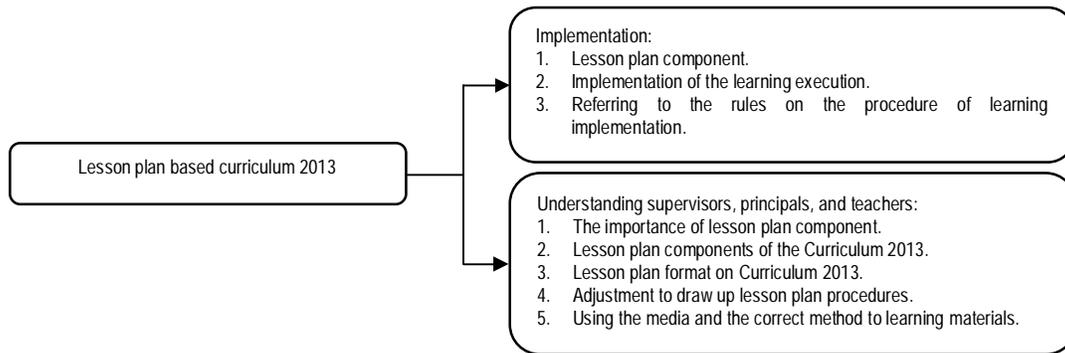


Figure 2
The Findings Framework of Lesson Plan

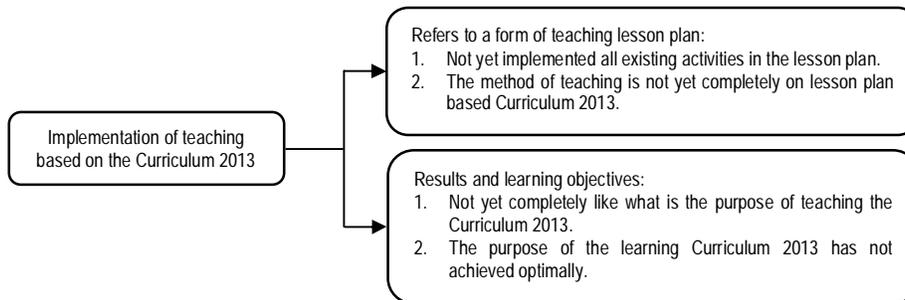


Figure 3
The Findings Framework of Learning Implementation

Based on Figure 2, it can be seen that supervisors, principals, and teachers have the same perception-based learning Curriculum 2013 should be prepared by preparing a lesson plan that takes into components of the lesson plan; the format of lesson plan; procedures used to lesson plan; and using media and methods appropriate to the learning materials.

Based on Figure 3, it can be seen that the implementation of learning must be based on the lesson plan, but not yet implemented all activities optimally. The optimal learning results are not achieved i.e. touching the three domains of learning, such as attitudes, knowledge, and skills. The need for comprehensive and integrated effort among supervisors, principals, teachers, and to implement Curriculum 2013 with an optimal.

In harmony with the findings of the first and the second, the solution implemented by the school to resolve the constraints in the implementation of Curriculum 2013 is to mentor teachers, particularly related to the development of devices-based learning of Curriculum 2013, the scientific approach, models of learning, and assessment of student learning outcomes. The third finding is still sporadically implemented by schools, the assistance given from supervisors and the school teachers in designing learning. However this is still less than optimal, because the intensity of the superintendent or the principal to meet with the teacher and the teacher discusses the learning device is also lacking. Supervisors, principals, and teachers are busy with administrative tasks, so the time to do the work of educational (teaching) to be reduced.

The following are interview transcribe between the supervisor, principal, and teacher about the solution to accomplish the obstacles when implemented Curriculum 2013.

- Teacher : Eventhough we face many obstacles, we will commit to implement Curriculum 2013. We attend the trainings, for example the training conducted by Universitas Negeri Malang, which is a lesson study training. The result of the training are implemented in school.
- Researcher : How about the obstacles faces by the teacher for implementing the scientific approach which is the characteristic of Curriculum 2013?
- Principal : The teacher from the same subject made a small group, discuss how the effective ways to implement scientific learning. Lesson study is the first alternative, because it made the teacher learn from the teacher of model, how to implement scientific methods.
- Teacher : Through lesson study, we revisited our lesson plan.
- Supervisor : We fully support our school program which priorities the effort of the school to raise the learning qualities. We will try to help the teacher by implementing clinical supervision.
- Teacher : The supervision did by the supervisor are really help us, especially in how we manage our learning, arrange the interaction of the students, and implement the effective learning models.

In addition, based on interviews with teachers, in order to resolve problems in the implementation of Curriculum 2013, there are some teachers who took initiatives to form a lesson study club at school. Teachers with lesson study activities can study along with other teachers, such as learning how to plan, manage classes, organize student interaction, the application of learning methods, and set the time allocation. Teachers in lesson study activities can brainstorm how you can do that in accordance with the essence of the learning Curriculum 2013.

IV. DISCUSSION

Instructional management is the process of cooperation in order to achieve the learning objectives effectively and efficiently. Applied instructional management process is of instructional plan, the implementation of learning, and learning evaluation [19]. Based on these findings, it can be concluded that the management of applied learning is good, because it refers to the management process. Learning should be prepared in advance, because it's unlikely that this will affect student achievement ([50], [25]).

Implementation of learning should be prepared well to improve learning effectiveness in achieving the learning objectives ([19], [31]). The process in question is: (1) before the learning, the stage reached before the start of the learning process; (2) the learning phase, the phase of the provision of learning materials that can be identified with some of the activities; and (3) the evaluation phase or follow-up phase of learning [55]. Instructional management in order to develop the multiple intelligences of learners includes the planning, implementation, and evaluation [47]. The integrative topics in some subjects in learning process as one of

the main point in new Curriculum 2013 [51]. In the implementation of Curriculum 2013, there are three related dimensions, they cannot be separated, they are planning, teaching learning process, and learning evaluation [29].

The frequency or duration of principals' classroom walkthroughs relates to the instructional climate of the school or student achievement [28]. The Curriculum 2013 is supposedly meant to minimize the school based curriculum drawbacks by: (1) refining it with relevant competency; (2) organizing it with essential learning materials; (3) implementing students' active learning; (4) providing contextual learning paradigm; (5) designing textbooks which contain content and process of learning; and (6) administering authentic assessment to learning process and outcome [57].

Instructional management is the heart of activities in the school [19]. The learning activities that are managed properly will have a positive impact on the mastery of competencies learners. So it takes a instructional leadership of the principal. Instructional leadership is a factor that affects the performance of teachers to teach. Performance will influence the teacher's teaching on the development of competence of learners. Instructional leaders also influence the quality of school outcomes through the alignment of school structures (academic standards, time allocation, and curriculum) and culture with the school mission ([22], [54]). A different view of instructional leadership emphasizes organizational management for instructional improvement rather than day-to-day teaching and learning [32].

Constraints faced by teachers in the implementation of Curriculum 2013 were: too many administrations that must be completed by the teacher; the development of the lesson plan should include three approaches; one lesson plan used for one meeting or one subject; learning are not always completed in one meeting, but one subject must be completed in one day; teachers find it difficult to split time between the implementation of learning and administration; and the difficulty in assessing teacher because enough votes ([40], [19]).

Constraints faced by teachers in the implementation of Curriculum 2013 were: (1) lesson plan are still not referring to the Curriculum 2013; (2) the application of learning the scientific approach by the teacher is not optimal; (3) the teacher is less than optimal in applying the learning models; and (4) the teacher is not optimal assess student learning outcomes that cover three domains of learning, ie, attitudes, knowledge, and skills [19].

The school principal has an important role to help teachers resolve the constraints faced in the implementation of Curriculum 2013 [19]. The applied instructional leadership by principals becomes important. Instructional leadership is a model of school leadership that prioritizes learning in leadership [19]. The school principal has a duty to help teachers understand, choose, and formulating educational goals to be achieved ([17], [19]). Problems of teachers in the implementation of Curriculum 2013 in achieving

content standards, process standards, competency standards and assessment standards [33]. For the newly implemented curriculum, Curriculum 2013 is perceived by the teachers in six broad perspectives, namely: (1) the view of practicality; (2) the students' acceptance; (3) learning activities; (4) learning materials; (5) scientific approach; and (6) authentic assessment [1].

The principal's role becomes very important in the implementation of Curriculum 2013. The principal is the key person in the management of curriculum and learning. Instructional leadership becomes an alternative model of leadership that is applied by the principal. Instructional leadership is a leadership that focuses on efforts to influence the school head teachers in developing effective and efficient learning [19].

The underlying conceptualization assumed that school would improve if principals were able to create clear academic goals, motivate teachers, and students to work towards those goals, monitor progress, and align teaching and learning activities to achieve the desired academic outcomes [23]. Instructional leaders both lead through building a mission and manage through activities that increase alignment of activities with those purposes [21]. Instructional leaders require knowledge and frameworks to guide their schools in the use of accountability data and structures that result in systematic improvements in student learning ([24], [13], [19]).

When referring to the turn of the curriculum are accompanied by the emergence of problems, such as lack of understanding of the teacher as the spearhead of implementing the curriculum, the need for mentoring activities for teachers related to the implementation of Curriculum 2013 in schools or educational units [30]. The right solution applied in resolving the constraints mainly faced by teachers in the implementation of Curriculum 2013 is to mentor teachers (mainly related to the development of devices based learning Curriculum 2013, the scientific approach, the models of learning, and assessment of student learning outcomes); and implementation of lesson study. The third finding is still sporadic implemented by schools, the assistance given from supervisors and the school teachers in designing learning. The aim of lesson study is the development of instructional quality in the class ([39], [19]).

The one of aspect in the implementation of Curriculum 2013 is the development of learning tools that refers to the policy of Curriculum 2013 [19]. The development of devices based learning of Curriculum 2013 is often the complaints and problems faced by teachers in the field. Mentoring the development of devices based learning of Curriculum 2013 became urgent matters are implemented [19].

Learning device that made teachers will affect the successful implementation of the curriculum at the level of the class. Learning tools is an attempt to determine the activities to be done in achieving the expected competencies and should be owned by learners ([19], [20]; [10]). Lesson study is the teachers coaching models for the developing instruction. The implementation of lesson study in the school is very relevance with the implementation of Curriculum

2013. Whereas most studies of lesson study in teacher education seem to report on success stories [4].

Lesson study is defined as a model of professional development for educators by studying teaching and learning collaboratively and continually, based on the principles of collegiality and mutual learning to develop a learning community among educators [26]. Lesson study has gained momentum with the government's commitment to increase teacher competencies and professional careers [26] and to develop the capacity and synergy of all stakeholders involved [8] through collaboration between teachers and school members in improving teaching practices.

It indicates the beginning of a learning community among educators, where they learn from each other and obtain additional value in professional development ([56], [12], [19]). Lesson study is a staff development program, as the implementation leaves a significant impact on the quality of teachers and teaching, this concept has been adopted by other countries and has become a model to improve the quality of education and teaching ([6], [11], [19]).

The aim of lesson study is the development of instruction. Lesson study activities are: (1) identifying a lesson study goal to focus on; (2) conducting a small number of "study lessons" that explore this goal; and (3) reflecting about the process, including producing written reports ([58], [39], [19]). Lesson study cycle can be done through a series of activities: Plan-Do-See [52]. Plan, teachers think about their students and identify important gaps between the aspirations they have for them and the results that they are actually achieving with these students ([58], [39], [19]).

The implementation stage (do) lesson study aims to implement the learning design. The implementation stage (do), the model teacher in charge to deliver the material in accordance with the lesson plan, while teachers observer observing to learning. See, the group comes together to discuss the instruction witnessed and what it taught them about the goal they set out to explore ([58], [39], [19]).

V. CONCLUSION

Based on the results of this research we concluded that: *the first*, the management process applied learning is the learning of planning activities, implementation of learning activities, and evaluation of learning activities.

The second, the constraints faced by the teachers' lesson plans are still not referring to the Curriculum 2013; application of learning with a scientific approach by the teacher is not optimal; teachers less than optimal in applying the learning model; and teachers are not optimal assess student learning outcomes that cover three domains of learning, namely the attitude, knowledge and skills.

And *the third*, alternative solutions to resolve the problems faced is the need to make mentoring to teachers on the implementation of Curriculum 2013 (which deals with lesson plans, scientific approach, models of learning, and assessment of student learning outcomes) and conducting lesson study club.

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