CURRICULUM DEVELOPMENT IN INDONESIAN CONTEXT

The Historical Perspectives and the Implementation

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Abstract

This article aims at discussing the development of curriculum especially in Indonesian context. One of the important aspects relating to the implementation of education is the development of curriculum. Curriculum as a set of plans and systems about the goals/objectives, contents and materials and methods used to carry out teaching and learning process to achieve certain education goals plays an important role in national education. Curriculum as the component of education is dynamic, always changing over time. The changing is really important to keep up with the development of the society, the demand of the students' need, and the progress of science and technology. The development of education curriculum in a certain country, included Indonesia, can reflect the development of the country. In Indonesia, the national curriculum has been changed many times. However, the entire national curriculum is designed on the same basis, *Pancasila* and 1945 Constitution.

Key words: curriculum development, national education, Indonesian context

Abstrak

Artikel ini bertujuan untuk mendiskusikan pengembangan kurikulum di konteks Indonesia. Salah satu aspek penting yang berkaitan dengan pelaksanaan pendidikan adalah pengembangan kurikulum. Kurikulum sebagai perangkat perencanaan dan sistem tentang tujuan, isi, materi dan metode yang digunakan pada proses belajar dan mengajar untuk mencapai tujuan pendidikan mempunyai peran penting dalam pendidikan nasional. Kurikulum sebagai komponen pendidikan bersifat dinamis, selalu berubah seiring dengan waktu. Perubahan itu sangat penting seiring dengan perubahan masyarakat, kebutuhan siswa, dan perkembangan ilmu dan teknologi. Perkembangan kurikulum pendidikan pada suatu negara termasuk Indonesia dapat mencerminkan perkembangan negara tersebut. Di Indonesia, kurikulum nasional telah berubah berkali-kali. Namun, keseluruhan kurikulum nasional di desain dengan dasar yang sama, yaitu Pancasila dan UUD 1945.

Kata Kunci: pengembangan kurikulum, pendidikan nasional, konteks Indonesia

INTRODUCTION

The word "curriculum" generally refers to a series of courses that help learners achieve specific academic or occupational goals. A curriculum often consists of general learning objectives and a list of courses and resources. Some curricula are more like lesson plans, containing detailed information about how to teach a course, complete with discussion questions and specific activities for learners. Curriculum is a plan developed to facilitate the teaching and learning process under the direction and guidance of a school, college, or university and its staff members[1].

Then Muslich defines curriculum as a set of plans and systems about the contents and materials to be taught as well as methods used to carry out teaching and learning activities at school[2]. Similar to Muslich's definition, our government has defined curriculum as a set of plans and systems about the goals/objectives, contents and materials and methods used to carry out teaching and learning process to achieve certain education goals (The Act No. 20/2003, National education system).

Curriculum development includes a variety of activities around the creation of planned curriculum, pedagogy, instruction, and delivery methods for guiding student learning. It is the organized preparation of whatever is going to be taught in schools at a given time in a given year. They are made into official documents, as guides for teachers, and made obligatory by provincial and territorial departments. The curriculum change is a logical consequence of the change the political system, social, cultural, economic and science.

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[1] Komaria, O. 1998. *The History of English Teaching in Indonesia*. Unpublished Thesis. Jakarta: Universitas Katolik Indonesia Atmajaya, 37.
[2] Muslih, Masnu. 1994. *Dasar-Dasar Pemahaman Kurikulum*. Malang: Penerbit YA3, 2.

THE NOTION OF CURRICULUM DEVELOPMENT PROCESS

Curriculum, according to Nunan, is a set of principles and procedures for the planning, implementation, evaluation, and management of an educational program[3]. However, curriculum is open to a variety of definition, narrow and wide. In its narrowest sense, it is synonymous with the term syllabus, as in specification of the content and the ordering of *what* is to be taught. In the wider sense, it refers to all aspects of the planning, implementation, and evaluation of an educational program, the *why, how* and *how well* together with the *what of* teaching-learning process[4].

Curriculum planning or development is viewed as a series of activities that provide a support framework that helps teachers to design effective activities and learning situation to promote learning[5]. In general, the Curriculum Development process includes the design, development, implementation and evaluation of curricula[6]. The process becomes evident that each component may itself comprise several varied but inter-related activities. The Curriculum Development is charged with the responsibility to operationalize the Curriculum Development process. Accordingly, the work of the division may be more adequately described as designing, developing, implementing, monitoring, evaluating and reviewing curricula that are appropriate and relevant to the needs and interests of a developing nation. (See figure.1)

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[3] Nunan, D. 1988. *Syllabus Design*. Oxford: Oxford University Press., 158.
[4] Finney, D. 2002. The ELT Curriculum: A Flexible Model for a Changing World. In J.C. Richards and W.A. Renandya (Eds.). *Methodology in Language Teaching* (pp.69-79). Cambridge: Cambridge University Press.
[5] Brown, J.D. 1996. *Testing in Language Programs*. New Jersey: Prentice Hall Regent, 269.
[6] Richards, J. C. 2001. *Curriculum Development in Language Teaching*. New York: Cambridge University Press,
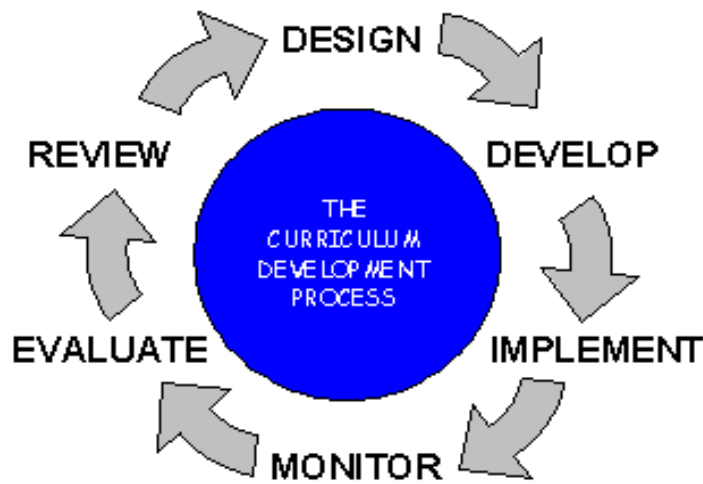
Figure 1. The Curriculum Development Process

In designing stage, it involves all the preliminary work that is carried out to ensure that the curriculum is relevant, appropriate and workable. At this stage, the curriculum is conceptualized and attention is paid to arrangement of the varied components. Considerations include the focus on the philosophical underpinnings, need assessment, goals, objectives, subject matter (materials), learning experiences and evaluation ; all established in consultation with stakeholders. At present, emphasis is being placed on the learner in curriculum development activities.

The next stage is development. In this stage, curriculum development involves planning, construction and the logical step-by-step procedures used to produce written documents, as well as print and non-print resource materials. These documents may include vision statements, goals, standards, performance benchmarks, learning activities and instructional strategies, interdisciplinary

connections, and other integration activities that guide curriculum implementation.

Then, in implementation stage, all stakeholders become part of the process by making their contribution to operationalize the curriculum as designed and developed. The process is managed by the officers of the Curriculum Development Division. It requires interaction between officers of the division, principals, teachers, parents, students and the general public, all key in the education of the child. Since implementation is a change activity, the Curriculum Development Division also engages in service teacher education through seminars and workshops to facilitate the required alteration of individuals' knowledge, skills and attitude.

Monitor can be seen as part of the implementation process. It is at this stage that officers visit schools to verify that classroom practice is consistent with the established goals and objectives of the national curriculum. Data is gathered to inform policy and decision making relative to the curriculum. The monitoring activities also capture best practices for generalization and develop the working relationship between officers of the Curriculum Division and school personnel, allowing for technical support at the school level to be provided where needed.

In evaluation stage, officers engage in analyzing data collected on the field to determine the effectiveness of the curriculum design and its implementation as they relate to the child. The process entails comprehensive study of the data with the view of identifying possible deficiencies and root causes that can lead to corrective action. It is the findings from this exercise that directly influence the final stage of review.

The last stage is reviewing in which the information gained from data analysis is used to guide appropriate adjustments to the curriculum documents. Such adjustments incorporate the strengths and address any apparent weakness of the implemented curriculum. Because of technological developments and the resulting ease with which new information can be shared, continuously evolving curriculum is now possible. Updates, links to resource material and successful teaching and learning experiences can be easily incorporated in curricula. These considerations are all geared towards curriculum improvement and improved student performance in meeting national, developmental and educational goals.

THE HISTORY OF CURRICULUM DEVELOMENT IN INDONESIA

The historical development of education in Indonesia is indicated by the development of the curriculum. As stated previously that curriculum change is a logical consequence of the change the political system, social, cultural, economic and science. The national educational curriculum has experienced changes in the year 1947, 1952, 1968, 1975, 1984, 1994, 2004, 2006, and latest is 2013. The entire national curriculum is designed on the same basis, the *Pancasila* and 1945 Constitution; the different emphasis on basic education goals and implementation approach.

Curriculum 1968 and Before

The first curriculum in Indonesia after independent day is the curriculum 1947 (a Subject Plan 1947/ *Rencana Pelajaran 1947*). As quoted by Hien, the curriculum was outlined into three columns: class, Contact-hour per week, and

teaching materials. The curriculum was organized to replace Netherlands educational system, and developed to establish the Indonesian people character[7].

In 1952, there was improvement of curriculum in Indonesia which is known as unravel Subject Plans 1952 (*Rencana Pembelajaran Terurai 1952)*. The 1953 curriculum leads to the curriculum of national education system in which every lesson plan must consider the content of the subjects connected to everyday life. It was outlined in five columns: Class, Number of Contact Hours per week, Topic, Lesson and remark[8]

In 1964, Indonesia government improved the national educational system. The name was the Education Plan 1964, and the learning program focused on *Pancawardhana*. Concerning *Pancawardhana*, Tilaar stated that it is an educational policy which contains principles of the development of patriotism based on national, international, and religious orientation. It is implemented for the development of intelligence, emotion handcraft, and physical[9].

The next curriculum development was in the year 1968 (curriculum 1968). The curriculum change was colored by the political change from the Old Order to the New Order. Basic views and concepts relating to the educational foundation, objectives and contents were reformulated. The education foundation was *Pancasila*, the objective was to form Indonesian people who applied the spirit of *Pancasila*, and the contents of education were to solidify the students' morality, mentality and faithfully, to enhance the student's intelligence and skills as well as to develop the students physique.

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[7] Hien, 1962:18 also cited in Komaria, 1998. *The History of English ....*,40.
[8] *Rentjana Peladjaran SMP,* 1958:21 in Komaria, *The History of English ....*,41.
[9] Tilaar, H.A.R. 1995. *50 Tahun Pembangunan Pendidikan Nasional 1945-1995*. Jakarta: Gramedia, 256. See also Hamalik, Oemar. 2004. *Pengembangan Kurikulum Lembaga Pendidikan dan Pelatihan*. Bandung: Trigenda Karya.

Curriculum 1975, 1984, and 1994

The Ministry of Education and Culture established the curriculum 1975 to substitute the curriculum1968 under the Ministerial Decree No.008d/U/1975 and 008e/U1975 dated on January 15, 1975. This curriculum generally aimed at enhancing the quality of the Indonesian national education, and specifically this curriculum was objective-oriented in the sense that the teacher needed to know the students' objective in learning a certain item of knowledge, science or skill (goal/objective oriented). Integrated approach was adapted, and structuralism philosophy was as foundation of the curriculum. It was influenced by behavior psychology that emphasizes the stimulus to response and training (drill).

In 1984, the curriculum 1984 was established to rectify the curriculum 1975. The previous curriculum was considered no longer compatible with the needs of community and the demands of science and technology. The structural approach applied in the curriculum 1975 had not been successful yet, especially viewed from the students' need to have communicative competence. The curriculum 1984 oriented to instructional goals, and learning in the classroom must be functional and effective. The teaching approach was student-centered through students' active learning system (Cara Belajar Siswa Aktif—CBSA) to improve students' communicative competence.

By the year 1994, the curriculum 1984 was considered that it needed to be revised. The learning process in the previous curriculum emphasizes the theory of learning and less attention to the content of lesson. The curriculum 1994 was established as the completion of the curriculum 1984 with the Education Law

[10]No.2 in 1989 about National Educational System. This curriculum applied a meaningful-based approach, communicative approach, and the system of learning time was changed from the semester to the quarter system. However, during the implementation of the curriculum, there were some problems because of too many approach should be oriented, the number of subjects and too much substance of each of the subject.

Competence-Based Curriculum (CBC, The Curriculum 2004)

As a response to the structural change in the government from centralistic to decentralist, the curriculum 1994 needed to be refined. It was a logical consequence the implementation of The Act No. 22 and 25 in 1999 about Regional Autonomy. The curriculum developed at the time was called Competence-Based Curriculum which focused on developing ability to do (competence) duties in accordance with certain performance standards that had been set. Based on Decree of the Minister of Education No. 045/U/2002 about Core Curriculum, Competence is a set of intelligent action, so a competence person has full responsibility as a condition to be considered capable by the society in carrying out tasks in a particular field of work.

Competency-based education emphasizes the ability to be possessed by graduates of an education. Competence is often called a standard of competence is the ability of graduates in general must be mastered. Competence (ability) is the main capital of graduates to compete on a global level, because competition is happening is the ability of human resources. Therefore, the application of

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[10] Komaria, O. 1998. *The History of English......*, 71.

competency-based education is expected to produce graduates who can compete at a global level. The implications of competency-based education are the development of the syllabus and competency-based assessment system. A competence-based education program should contain three main elements, namely, (1) the selection of appropriate competencies, (2) specification of evaluation indicators to determine the success of the achievement of the competence, and (3) the development of learning system.

The curriculum-based competence used semester of learning time system, and emphasized on students' competency both individual and group (classical), process assessment, results-oriented learning (learning outcomes) and diversity. The activities in the classroom, students are no longer objects, but the subject, and the teacher's role is only as facilitators. Based on Decree of the Minister of National Education No. 232/U/2000, the curriculum structure is based on learning objectives--(1) Learning to know, (2) learning to do, (3) learning to live together, and (4) learning to be.

For the format of the curriculum 2004, based on PP No. 25/2000, the Ministry of Education developed national standards for all subjects, which is included the four components: (1) competence standards, (2) basic competence, (3) subject matter, and (4) indicators of achievement. Competence standard is defined as the roundness of knowledge, skills, attitudes, and achieved at the expected level of mastery in learning a subject, in which consists of content standard and performance standard. Basic competence is the minimum standard of knowledge, skills and attitudes that must be mastered and can be modeled by students in each competency standard. Subject matter or instructional material is

the subject of a study of materials which can be a field of teaching, content, process, skill, and scientific context of a subject. Then, the indicators of achievement are the specific abilities that can be used as a measurement to assess the completeness of learning.

Technically, the CBC developed Puskur (2001) grouped into three levels of competence, namely (1) competence of graduates (KL—Kompetensi Lulusan), namely the competencies that should be owned by students after they complete a certain level of education (SD / MI, SMP / MTs, SMU / MA), (2) general competencies (KU—Kompetensi Umum), namely the competencies that should be owned by students after they followed certain subjects at certain educational levels, and (3) basic competence (KD—Kompetensi Dasar), which is essential competencies that should be owned students when they follow a particular subject at a particular time unit. In practice, the three levels of competence has become the reference in carrying out instructional duties in schools.

School-Based Curriculum (KTSP, The Curriculum 2006)

KTSP (Education Unit Level Curriculum) or School-Based Curriculum is the curriculum developed by the operational and implemented in each educational unit (school). This curriculum is implemented based on some regulations, namely:

1. The Act (UU) No.20 in 2003 about National Education System.

2. The Act (UU) No. 32 in 2004 about Regional Autonomy, included in Education.

3. The Government Regulation (PP) No. 19 in 2005 about National Education Standard.

4. Ministerial Decree (MD) No. 22 in 2006 about Content Standard (SI)

5. Ministerial Decree (MD) No 23 in 2006 about Graduate Competence Standard (SKL)

6. Ministerial Decree (MD) No. 24 in 2006 about Thye Implementation of SI and SKL.

The essential difference between the Competence-Based Curriculum (CBC) and School-Based Curriculum (SBC/KTSP) actually did not exist. Both had a set plan of competencies oriented and learning outcomes of students. The difference is just on the technical implementation (see Appendix 1). If the CBC is prepared by the central government, in this case the Ministry of Education (Puskur cq), then KTSP is prepared by the educational level of each unit; in this case the school is concerned, though still referring to the national guidelines. The Guidelines for Developing Curriculum is prepared by the independent agency so-called the National Education Standards Agency (BSNP).

Development Education Unit Level Curriculum (KTSP) refers to the various national education standards to ensure the achievement of national education goals. The government regulation is landing on the need to provide structured and carried out eight national education standards: (1) content standard, (2) process standard, (3) graduate competence standard, (4) educational personnel standard, (5) facilities and infrastructure standard, (6) management standard, (7) financial standard, and (8) educational assessment standard. Two of the eight national education standards, namely the Content Standards (SI—Standar Isi) and the Graduates Competency Standards (SKL—Standar Kompetensi Lulusan) are the main reference for the education unit in developing the curriculum.

The principles of Development Education Unit Level Curriculum (KTSP) are as follows:

1. Centered on the potential, progress, needs, and self ¬ interests of learners and their environment;

2. Diverse and integrated;

3. Responsive to the development of science, technology and art;

4. Relevant to the needs of life;

5. Comprehensive and sustainable;

6. Lifelong learning;

And the components of Education Unit Level Curriculum (KTSP) consist of (1) Purpose of Education School, (2) Structure and Curriculum Content, (3) Education Calendar, (4) Syllabus, and (5) Learning Implementation Plan (RPP).

The Curriculum 2013

The newest curriculum applied in Indonesia education is the curriculum 2013. The implementation of the curriculum 2013 is started on July, 2013; however, it is still for certain schools and levels of education. The goal of the curriculum 2013 is to produce Indonesian people who are productive, creative, innovative, and affective through empowerment of integrated attitude, skill, and knowledge[11].

The difference between the curriculum 2006 and curriculum 2013 is in the learning plan. In the curriculum 2006, the syllabus development is under

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[11] Sutrisno. 2013. *Upaya Mewujudkan Generasi Emas melalui Kurikulum 2013. Paper* presented in National Semina*r: Bedah Kurikulum 2013 : Repositioning Pendidikan Agama Islam (PAI) untuk Mewujudkan Generasi Emas.* On Saturday, June 15, 2013. Kediri: Program Pascasarjana STAIN Kediri.

education unit's (school) authority; however, in the curriculum 2013, the development is the central government's authority, except for special subject which is developed by certain school (see Appendix 2). Even though the syllabus is from the central government, the teachers still have authority to design lesson plan and develop the materials given for operationalizing in learning[12] (Ahid, 2013).

CONCLUSION

Curriculum as a set of plans and systems about the contents and materials to be taught as well as methods used to carry out teaching and learning activities at school becomes guidance to achieve the education goals (at school, district, province, and state level). Curriculum development is the organized preparation of whatever is going to be taught in schools at a given time in a given year. They are made into official documents, as guides for teachers, and made obligatory by provincial and territorial departments. The change of curriculum in Indonesia education is in line with the meaning of the current reform of education and learning which are always carried out from time to time and never stopped. The changes mean for the purpose of improving quality of their education and learning. However, it is not deniable that the changses of a curriculum is affected by the political atmosphere at the time.

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[12] Ahid, N. 2013. *Peran Guru dalam Implementasi Kurikulum 2013 untuk Mempersiapkan Generasi Emas*. Paper presented in National Seminar: Bedah Kurikulum 2013 : Repositioning Pendidikan Agama Islam (PAI) untuk Mewujudkan Generasi Emas. On Saturday, June 15, 2013.Kediri: Program Pascasarjana STAIN Kediri.

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Appendix 1.

The Difference between SBC and CBC
(Based on PP. No. 19/2005)

The Essential Different	Curriculum 2004	Curriculum 2006
Name	Competence-Based Curriculum (CBC/KBK)	School-Based Curriculum (SBC/KTSP)
Management	Try out, modeling and MBS are done by Directorate and *Balitbang*	BSNP arranges SI (frame and curriculum structure), and school develop the curriculum based on their condition and needs
Frame and Structure of Curriculum	Content: - Competence standard - Competence based - Indicator - Material	Content: - Group of subjects - Curriculum structures each grade. - Standard competence and competence based
Administering	Given model (syllabi, learning, and assessment as basis	School develop curriculum and syllabi is based on frame of structure and competence standard under supervisor (district/ town) for SD-SMP and Paket A&B, and under province for SMA, SMK and paket C

Appendix 2.

The Difference between the Curriculum 2006 and the Curriculum 2013

Element	Items of Different	The Curriculum 2006	The Curriculum 2013
Guru	Authority	Close to absolute	Limited
	Competency	Must be high	Should be high. For the lowers are still helped by the existing book.
	Responsibility	heavy	Light
	Time affectivity to do learning activities	Low (too much time for preparation/ planning)	High
Book	Publisher's role	Big	Small
	Material and process variation	High	Low
	Price variation	High	Low
Students	Learning outcomes	Depend on teacher as a whole	Not only depend on teacher as a whole, but also the books provided by the government.
Monitor	Deviation point	Many	Little
	Deviation number	High	Low
	Monitoring	Difficult, close to impossible	Essay
Process of syllabus design	The teachers' role	Close to absolute (only limited by SK-KD)	Develop the syllabus provided by the government
	The government's role	Only on SK-KD	Absolute
	The district government's role	Designing supervisor	Implementation supervisor
Book provision	Publisher	Strong	Weak
	Teacher	Close to absolute	Small, just for enrichment book.
	Government	Small, for proper usage in school	Absolute for text books.
Lesson plan design	The teachers' role	Close to absolute	Small, to develop the existing plan on the text book
	The district	Supervisor of the	Supervisor of the

	government's role	designing and monitoring	implementation and monitoring
Learning implement-tation	The teachers' role	Absolute	Close to absolute
	The district government's role	Monitor the appropriateness with the plan (variation)	Monitor the appropriateness with the text books (in control)
Quality guarantee	Government	Difficult, since too many variations	Easy, since direct to same basis