

**Policy Analysis of Arabic Language Learning Outcomes in
Madrasahs under the Directorate General of Islamic Education
Decree No. 9941 of 2025: Impact, Effectiveness, and
Implementation Implications**

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Abstract

This study aims to analyze the substance, implementation, impacts, effectiveness, and future implications of the Arabic Language Learning Outcomes (Capaian Pembelajaran/CP) policy stipulated in the Decree of the Director General of Islamic Education No. 9941 of 2025 for madrasahs in Indonesia. This study employs a qualitative approach with a library research design. Data were collected through systematic documentation and literature review of the decree as the primary source and relevant scholarly literature as secondary sources. Data were analyzed using qualitative content and thematic analysis, supported by source triangulation and George C. Edwards III's policy implementation framework, which encompasses communication, resources, disposition, and bureaucratic structure. The findings indicate that the policy provides a structured and standardized framework for Arabic language learning across educational levels while promoting competency development, process skills, contextual learning, and the integration of Islamic values. However, its implementation is constrained by variations in teacher readiness, policy understanding, learning resources, infrastructure, teaching materials, assessment practices, and institutional capacity, particularly in disadvantaged, frontier, and outermost regions. The study further reveals that MGMP plays a strategic role in policy dissemination, professional collaboration, and coordination. Overall, effective implementation requires synergy among communication, resources, implementer disposition, and adaptive bureaucratic structures. The study concludes that strengthening teacher training, MGMP, contextual teaching materials, authentic

assessment, digital resources, and differentiated institutional support is essential to ensure equitable and sustainable implementation of Arabic language CP in madrasahs.

Keywords: *learning outcomes, Arabic Language, madrasah, policy implementation, Merdeka Curriculum.*

Introduction

Curriculum is a fundamental component of the educational system that serves as the primary reference for the implementation of learning processes, assessment, and the development of students' competencies (Thummaphan et al., 2022). Through the curriculum, the direction and objectives of education are systematically designed to produce graduates who possess a balance of knowledge, skills, and attitudes in accordance with national education goals (Kumar & Rewari, 2022). In the context of madrasah education in Indonesia, the curriculum functions not only to enhance students' academic competence but also as an instrument for internalizing Islamic values, which constitute a distinctive characteristic of Islamic education. Therefore, curriculum policy in madrasahs needs to accommodate both the demands of contemporary education and the religious values that underpin the institutional identity of madrasah education (Djuaini, 2025).

The development of 21st-century educational paradigms has driven significant changes in curriculum policy and learning practices (Listianto et al., 2025). Global demands for critical thinking, creativity, collaboration, communication, and adaptability require continuous adjustments in curriculum formulation and implementation (Fatmawati et al., 2025). In response to these developments, the Indonesian government, particularly through the Ministry of Religious Affairs, has continued to reform educational policies by developing learning outcomes that are more flexible, contextual, competency-oriented, and responsive to students' needs (Rahayu et al., 2025). Learning outcomes have become an essential element of curriculum policy because they function not only as indicators of expected achievement but also as a foundation for designing learning objectives, learning activities, assessment processes, and instructional strategies that are relevant to students' developmental characteristics (Muhadi et al., 2025).

As part of the broader effort to improve the quality of madrasah education, the Ministry of Religious Affairs has introduced various curriculum reforms aimed at strengthening students' competencies and ensuring greater alignment between educational objectives and classroom practices (Asmuri et al., 2025). One of the strategic components of these reforms is the formulation of learning outcomes, which provide guidelines for planning, implementing, and evaluating learning at different levels of madrasah education (Murni & Saputra, 2023). Learning outcomes are expected to ensure the gradual development of competencies in accordance with students' characteristics, educational levels, and learning needs (Siqiang et al., 2024). Consequently, clearly structured and measurable learning outcomes should enable learning to move beyond the transmission of subject matter toward the integrated development of knowledge, skills, attitudes, and character (Siqiang et al., 2024).

Theoretically, the implementation of well-designed learning outcomes can strengthen the coherence of the education system by establishing a clear relationship between curriculum objectives, instructional practices, assessment, and expected student achievement. In the context of madrasah education, this alignment is particularly important because learning is expected to integrate academic competencies with Islamic values and character development (Safaruddin et al., 2024). Learning outcomes policies therefore have the potential to provide teachers with clearer guidance in designing meaningful, adaptive, and student-centered learning experiences (Kong & Wang, 2024). They may also serve as an instrument for ensuring consistency between policy objectives and classroom practices, thereby supporting the development of a more effective, high-quality, and responsive madrasah education system. However, the effectiveness of such policies ultimately depends not only on the quality of the policy document itself but also on the extent to which it can be understood, supported, and implemented by educational institutions and teachers (Elihami et al., 2024).

Within this policy context, the Decree of the Director General of Islamic Education No. 9941 of 2025 concerning Learning Outcomes for Islamic Religious Education and Arabic Language Subjects in Madrasahs represents an important development in the regulation of learning in Indonesian madrasahs. The decree provides an official reference for planning, implementing, and evaluating learning across various levels of madrasah education, including Raudhatul Athfal (RA), Madrasah Ibtidaiyah (MI), Madrasah Tsanawiyah (MTs), and Madrasah Aliyah (MA). The policy emphasizes that learning should not be limited to cognitive mastery but should also contribute to the development of religious character through the integration of Islamic values into the educational process. As a relatively recent policy framework, its implementation requires careful examination to determine whether its normative objectives are adequately translated into actual educational practices (Madrasah, 2025).

The issue is particularly significant in Arabic language education. Arabic occupies a distinctive position in madrasah education because it functions simultaneously as a language of communication, an academic subject, and an essential instrument for accessing primary Islamic sources, particularly the Qur'an and Hadith (Mubarak & Hadziq, 2025). Consequently, Arabic language learning outcomes need to be formulated and implemented systematically to develop students' linguistic competence while also supporting their ability to understand Islamic texts and religious concepts (Muzakki et al., 2025) (Muzaffar, 2025). The policy framework established through the Decree of the Director General of Islamic Education No. 9941 of 2025 therefore has important implications for the direction, content, and implementation of Arabic language learning in madrasahs.

Nevertheless, the formulation of a policy does not automatically guarantee successful implementation. Previous studies on curriculum and learning policy implementation have identified several recurring challenges, including teachers' limited understanding of curriculum regulations, insufficient professional development, inadequate facilities and learning resources, institutional readiness, and inconsistencies between policy expectations and classroom realities (Yunita et al., 2024) (Farid & Hatami, 2022). These challenges suggest that the implementation

of curriculum policies is influenced by a complex interaction between policy communication, human and material resources, implementers' attitudes and readiness, and institutional or bureaucratic structures. Consequently, there may be a gap between the normative expectations established in policy documents and the empirical realities of their implementation in madrasahs (Putri et al., 2025).

Empirical findings from previous research further demonstrate that the challenges surrounding learning outcomes and curriculum implementation are not merely theoretical. Rizal Maulana, for example, found that learning outcomes at the elementary level remain largely dominated by lower-order thinking skills, indicating that the formulation of expected competencies does not always translate into the development of higher-order thinking abilities in practice (Maulana, 2022). Similarly, (Yunita et al., 2024) reported that the implementation of the Merdeka Curriculum continues to encounter obstacles related to educational facilities and teachers' understanding of curriculum principles. Research by (Rafi et al., 2025) also showed that although lesson planning may meet established standards, its classroom implementation still faces challenges related to instructional methods and assessment practices. Furthermore, (Farid & Hatami, 2022) identified limited teacher training and insufficient understanding of curriculum substance as important factors affecting curriculum implementation. Taken together, these empirical findings indicate that the success of curriculum reform depends not only on the formulation of policy but also on the capacity of schools and teachers to interpret and operationalize policy requirements in actual learning contexts.

Although these studies provide valuable insights into curriculum implementation and Arabic language learning, the existing literature remains fragmented in several respects. First, previous studies have predominantly examined general curriculum implementation, the Merdeka Curriculum, lesson planning, teacher competence, or technical aspects of classroom learning. Second, relatively few studies have specifically investigated the implementation of Arabic language learning outcomes as a policy instrument that connects curriculum objectives, learning processes, assessment, and student competencies. Third, there is a notable lack of empirical research examining the implementation of the most recent regulatory framework, namely the Decree of the Director General of Islamic Education No. 9941 of 2025, particularly from the perspective of policy implementation theory. Thus, an unresolved gap exists between studies that discuss curriculum and Arabic language learning in general and the need to understand how the newly established Arabic language learning outcomes policy is communicated, supported by resources, received by implementers, and operationalized through institutional structures in madrasahs.

This gap indicates the need for a more comprehensive analytical approach that examines the policy not only at the level of its normative substance but also at the level of its implementation and empirical consequences. One potential solution is to analyze the policy through a policy implementation framework that can systematically identify the factors facilitating or constraining its implementation. In this study, George C. Edwards III's policy implementation theory is employed as the principal analytical framework. The theory identifies four interrelated factors that influence policy implementation: communication, resources, disposition, and

bureaucratic structure. Communication concerns the extent to which policy objectives and requirements are clearly conveyed and understood by implementers; resources include human resources, facilities, information, authority, and other forms of support; disposition refers to the commitment, attitudes, and willingness of policy implementers; while bureaucratic structure concerns the organizational mechanisms and procedures that facilitate policy implementation environment (Sumarno et al., 2026). Applying these four dimensions provides a systematic means of identifying the factors that shape the implementation of Arabic language learning outcomes and of explaining potential discrepancies between policy objectives and actual practices in madrasahs.

Accordingly, the present study proposes an integrated analysis of Arabic language learning outcomes policy by examining four interconnected dimensions: the substance of the policy, its implementation process, its empirical impacts on the Arabic language learning system, and its implications for the future development of Arabic language education in madrasahs. This approach is expected to provide a more comprehensive understanding of how the policy is translated from a formal regulatory document into educational practice. The analysis is also expected to generate evidence-based recommendations for strengthening policy communication, improving teacher capacity and institutional resources, enhancing implementers' commitment and readiness, and strengthening institutional structures that support policy implementation. In this way, the study seeks not only to identify existing problems but also to offer practical directions for narrowing the gap between policy expectations and implementation realities.

Based on the identified research gap and the need for empirical analysis of the latest policy framework, the present study offers novelty by providing an in-depth examination of Arabic language learning outcomes policy under the Decree of the Director General of Islamic Education No. 9941 of 2025. Unlike previous studies that primarily focus on general curriculum implementation, technical learning practices, or teacher-related challenges, this study integrates policy substance, implementation factors, empirical impacts, and implications for Arabic language learning within a single analytical framework. The study is expected to contribute theoretically to the development of research on Islamic education and educational policy implementation, particularly in the field of Arabic language education. Practically, the findings are expected to provide evidence-based recommendations for policymakers, madrasah leaders, and Arabic language teachers in improving the implementation of learning outcomes and strengthening the quality and relevance of Arabic language education.

Accordingly, the objectives of this study are: (1) to analyze the substance of the Arabic language learning outcomes policy stipulated in the Decree of the Director General of Islamic Education No. 9941 of 2025; (2) to examine the impact of the policy on the Arabic language learning system in madrasahs; (3) to evaluate the effectiveness of its implementation based on the dimensions of communication, resources, disposition, and bureaucratic structure; and (4) to identify the implications of the policy for the future development of Arabic language learning in Islamic educational institutions.

Method

This study employs a qualitative approach with a library research design, focusing on the conceptual examination and policy analysis of Arabic Language Learning Outcomes in madrasahs as stipulated in the Decree of the Director General of Islamic Education No. 9941 of 2025. The data sources consist of primary and secondary sources. Primary data were obtained from official policy documents, particularly the Decree of the Director General of Islamic Education No. 9941 of 2025, while secondary data were derived from peer-reviewed scientific journal articles, academic books, previous research findings, and relevant educational regulations concerning curriculum development, policy implementation, learning outcomes, and Arabic language education in madrasahs (Sugiyono, 2017). Data were collected through systematic documentation and literature review by identifying, screening, selecting, and extracting relevant information from authoritative documents and scholarly literature. Source triangulation was also applied by comparing policy documents with findings from previous studies to strengthen the credibility of the analysis.

The collected data were analyzed using qualitative content analysis and thematic analysis through the stages of data reduction, data organization and presentation, interpretation, and conclusion drawing (Miles et al., 2014). Relevant information was coded and categorized into themes concerning policy substance, implementation processes, supporting factors, challenges, empirical findings, and implications for Arabic language learning. To strengthen methodological rigor, the analysis was guided by George C. Edwards III's policy implementation theory, which comprises four interrelated dimensions: communication, resources, implementers' disposition, and bureaucratic structure. These dimensions were used to systematically examine policy dissemination and understanding, resource readiness, implementers' commitment, and institutional structures that may support or constrain policy implementation.

Compared with previous studies that have predominantly focused on descriptive evaluations of curriculum implementation, teacher competence, lesson planning, or classroom-level challenges, this study offers a methodological enhancement by integrating systematic document analysis, qualitative content and thematic analysis, source triangulation, and a theory-driven policy implementation framework. This integrated approach enables the study to connect the normative substance of the latest Arabic Language Learning Outcomes policy with the factors influencing its implementation and its implications for Arabic language learning. Furthermore, by specifically examining the Decree of the Director General of Islamic Education No. 9941 of 2025 and comparing its policy substance with empirical findings from previous scholarship, this study seeks to address methodological and analytical gaps in existing research and provide a more comprehensive, transparent, and theoretically grounded analysis of Arabic language policy implementation in madrasahs (Birkland, 2019).

Result and Discussion

A. Scope of Arabic Language Learning Outcomes and the Role of the Subject Teacher Consultation Forum (MGMP)

Research on curriculum policy implementation and the role of MGMP for Islamic Cultural History (SKI)/Madrasahs indicates that the successful implementation of Arabic Language Learning Outcomes (Capaian Pembelajaran/CP) is highly determined by the processes of coordination, socialization, dissemination, and policy monitoring through the MGMP forum. Tsuroyya and Arif emphasize that MGMP plays an important role in the stages of socialization, implementation, and evaluation of Islamic Religious Education (PAI) and Arabic language curriculum policies in madrasahs. Other studies also reveal that policy success depends on budget support, facilities, training, and coordination between local and central governments (Tsuroyya & Arif, 2021).

These findings are reinforced by the policy contained in the Decree of the Director General of Islamic Education No. 9941 of 2025, which affirms that Learning Outcomes serve as the primary reference in planning, implementing, and evaluating learning and must be systematically disseminated and monitored by policymakers. This demonstrates that MGMP functions not merely as a discussion forum but also as a strategic policy implementation agent at the operational level to ensure consistency in understanding and implementing Arabic language CP among teachers and madrasahs (Madrasah, 2025).

When analyzed using George C. Edwards III's policy implementation theory, the role of MGMP is closely related to two main variables, namely communication and bureaucratic structure. In terms of communication, MGMP functions as a medium for transmitting CP policies so that they are uniformly and consistently understood by teachers. Meanwhile, in terms of bureaucratic structure, MGMP strengthens both horizontal coordination among teachers and vertical coordination between madrasahs and policymakers, particularly the Ministry of Religious Affairs (George, 1980).

Strengthening the role of MGMP becomes increasingly important when linked to the characteristics of CP in SK 9941/2025, which is tiered across educational levels (RA, MI, MTs, MA/MAK) and based on students' developmental phases. The complex and integrative CP structure, encompassing aspects of knowledge, process skills, and attitudes, requires shared understanding and collaboration among teachers. Without the optimization of MGMP, the implementation of CP risks experiencing fragmentation across educational levels and institutions (Madrasah, 2025).

Furthermore, these findings are aligned with and expand upon Rizal Maulana's research, which identified weaknesses in higher-order learning outcomes. In this context, such weaknesses may result from suboptimal policy communication and inconsistencies in understanding phase-based CP and competency elements at the implementation level (Maulana, 2022). The similarity between the present findings and Maulana's study lies in the identification of a gap between the intended learning outcomes and their realization at the implementation level. However, the present study extends this finding by identifying policy communication and coordination through MGMP as potential structural

mechanisms underlying such gaps. While Maulana's research primarily highlights the quality of learning outcomes, the present study examines the institutional processes that may influence the achievement of those outcomes. This distinction is significant because it shifts the discussion from the quality of outcomes alone toward the policy implementation mechanisms that shape those outcomes.

The findings also complement (Tsuroyya & Arif, 2021), who emphasized MGMP's role in curriculum socialization, implementation, and evaluation. While their research establishes MGMP as an important forum for curriculum implementation, the present study further positions MGMP within Edwards III's communication and bureaucratic structure variables. Thus, the present study contributes a more theoretically grounded explanation of why MGMP is important: it does not merely facilitate teacher collaboration but also functions as an institutional bridge between policy formulation and classroom-level implementation. Therefore, the significance of the present findings lies in demonstrating that the effectiveness of Arabic language CP implementation depends not only on policy design but also significantly on the optimization of MGMP as a means of policy communication, reinforcement of bureaucratic structures, and a space for teachers' professional collaboration in building an integrated and sustainable learning system.

B. Teacher Readiness and the Quality of Learning Resources

The analysis of readiness for implementing the Merdeka Belajar Curriculum in the subject of Islamic Cultural History (SKI) indicates that factors such as teacher readiness, school support, and the availability of learning facilities have a direct influence on the ability of madrasahs to adopt new policies. Teacher readiness becomes highly relevant in the context of implementing Arabic Language Learning Outcomes (Capaian Pembelajaran/CP) as stipulated in the Decree of the Director General of Islamic Education No. 9941 of 2025, which positions CP as the primary reference in the learning process (Madrasah, 2025).

Within this policy, the role of teachers undergoes a significant transformation. Teachers are no longer merely transmitters of knowledge but also facilitators, process guides, and developers of competency-based and process-skill-oriented learning. The Arabic language and Islamic Religious Education (PAI) CP outlined in the document emphasize the integration of conceptual understanding with process skills such as observing, questioning, analyzing, reflecting, and communicating. This requires teacher readiness that is not only pedagogical in nature but also encompasses methodological and epistemological dimensions (Madrasah, 2025).

From the perspective of George C. Edwards III's policy implementation theory, teacher readiness falls under the variables of resources and disposition. Resources include teachers' competencies, the availability of teaching materials, and learning facilities, while disposition reflects teachers' attitudes, mental readiness, and commitment in accepting and implementing the policy (George, 1980). Syarah Yunita's research, which identified obstacles in teachers' understanding of the Merdeka Curriculum, further reinforces that implementation challenges are not merely technical in nature but are also related to the internalization of the policy paradigm (Yunita et al., 2024). Therefore, obstacles such as the limited

understanding of phase-based CP indicate that implementation challenges also lie in the disposition aspect of policy implementers.

The findings of the present study are consistent with (Yunita et al., 2024) in demonstrating that teacher understanding and readiness constitute central factors in curriculum policy implementation. Both studies indicate that the implementation of a new curriculum or policy cannot be achieved merely through formal policy issuance. However, the present findings extend the previous research by specifying the nature of the readiness required under SK 9941/2025. Unlike the more general challenge of understanding the Merdeka Curriculum identified by (Yunita et al., 2024), the present study identifies the need for teachers to master phase-based CP, process-skill-oriented learning, contextual instruction, and assessment practices that correspond to the policy framework. Thus, the current findings demonstrate that teacher readiness has become more multidimensional, encompassing not only knowledge of policy content but also the ability to translate policy principles into instructional and assessment practices.

This finding also differs from studies that tend to position learning facilities as the primary determinant of successful curriculum implementation. Although infrastructure remains important, the present analysis indicates that facilities alone cannot guarantee successful CP implementation. Adequate resources must be accompanied by teachers' disposition, competence, and commitment. This finding is significant because it suggests that policy interventions should not focus exclusively on providing infrastructure but should simultaneously strengthen teacher capacity and professional development. Accordingly, the present study contributes to previous scholarship by demonstrating the interaction between the resource and disposition dimensions of Edwards III's framework rather than treating them as isolated implementation factors.

1. Analysis of the Policy's Impact on Madrasahs

a) Impact on Arabic Language Learning Outcome Standards

The Decree of the Director General of Islamic Education No. 9941 of 2025 establishes Learning Outcomes (Capaian Pembelajaran/CP) as a national reference framework based on students' developmental phases, ranging from Raudhatul Athfal (RA) as the foundation for character building and early literacy to MI-MA as stages for strengthening conceptual understanding and process skills. This standardization has the potential to improve the consistency of Arabic language CP across all madrasahs through the establishment of uniform CP indicators, content standards, and Graduate Competency Standards (SKL) (Oktavera et al., 2024).

This impact is aligned with the Merdeka Belajar policy, which emphasizes the standardization of learning directions and evaluation while still providing flexibility for madrasahs to develop operational curricula according to local contexts. From the perspective of George C. Edwards III's theory, this standardization reflects a strong aspect of policy communication, as CP indicators are systematically, clearly, and structurally formulated. Nevertheless, the complexity of phase-based CP also requires flexibility in implementation, particularly in madrasahs with diverse characteristics (George, 1980).

Compared with (Oktavera et al., 2024), who highlight the importance of standardized learning outcomes and competency standards, the present findings

emphasize the tension between national standardization and contextual flexibility. The similarity lies in the recognition that clear standards are necessary to maintain consistency in educational quality. However, the present study identifies an additional issue: standardization can potentially create implementation disparities when madrasahs possess unequal resources, teacher competencies, and institutional capacities. Thus, while previous research tends to view standardization primarily as a mechanism for ensuring consistency, the present study demonstrates that standardization must be accompanied by adaptive implementation mechanisms. The significance of this finding is that the effectiveness of CP policy should not be measured solely by the uniformity of standards but also by the capacity of diverse madrasahs to achieve those standards within their respective contexts.

b) Impact on Learning Practices

The implementation of Arabic language CP is strongly influenced by teacher readiness, the availability of facilities, and the quality of teaching materials. SK 9941/2025 emphasizes that learning must be student-centered, integrative between religious values and language, and contextualized to students' lives. At the RA level, learning is based on play stimulation and the values of Panca Cinta, while at the MI-MA levels, learning develops into analysis-based, reflective, and scientific process-skill-oriented instruction.

However, the literature indicates that without adequate support, Arabic language CP may not be achieved evenly across madrasahs. Teacher readiness, school support, and infrastructure such as LCD projectors and internet access become determining factors in the successful implementation of the policy. In Edwards III's analysis, this condition demonstrates the dominance of the variables of resources and disposition, where the success of learning practices is highly dependent on the readiness of resources and teachers' attitudes toward implementing the policy. Without these two elements, the transformation toward CP-based learning will not run optimally (George, 1980).

These findings reinforce (Yunita et al., 2024), who found that curriculum implementation is constrained by teachers' understanding and institutional support. However, the present study expands this finding by demonstrating that the challenges become more complex when applied to Arabic language CP because the policy requires the integration of language competence, religious values, contextual learning, and process skills. Thus, the current findings reveal a broader implementation burden than that identified in studies focusing on general curriculum adoption. The significance of this comparison lies in showing that Arabic language CP implementation requires a stronger alignment between teacher competence, learning resources, infrastructure, and the specific pedagogical demands of language learning.

Furthermore, the findings are consistent with (Maulana, 2022), who identified weaknesses in higher-order learning outcomes. However, the present study provides a different analytical explanation by linking weaknesses in learning outcomes to the implementation conditions of CP. While Maulana's research focuses on the observed quality of learning outcomes, the present study highlights the role of resources and teacher disposition in enabling higher-order, analytical, and reflective learning practices. This indicates that improving learning outcomes

requires not only revising competency standards but also strengthening the conditions under which those standards are implemented.

c) Impact on Evaluation and Accountability

Evaluation in the implementation of Arabic language CP must consider aspects of validity, reliability, and the ability to measure competencies holistically, including comprehension, language skills, and literacy. SK 9941/2025 implicitly requires an evaluation system that is not solely based on written tests but also includes observation, projects, and reflection as part of measuring process skills (Madrasah, 2025).

Without representative evaluation methods, CP cannot accurately serve as an indicator of learning quality. Therefore, evaluation designs based on rubrics and diagnostic tests that are sensitive to variations in madrasah contexts are required. From Edwards III's perspective, this issue is related to the variable of bureaucratic structure, particularly within the educational evaluation system. A structured and adaptive evaluation system becomes a key factor in maintaining accountability in the successful implementation of Arabic language CP (George, 1980).

Compared with previous studies that primarily identify problems in curriculum implementation and teacher readiness, the present findings highlight assessment as a critical but comparatively underexamined dimension of CP implementation. This constitutes an important extension of previous scholarship because the success of CP cannot be determined solely by whether teachers understand or implement the curriculum but must also be evaluated through valid and representative assessment mechanisms. The present study therefore demonstrates that policy implementation and accountability are inseparable: if assessment systems remain dominated by conventional written examinations, the implementation of process-oriented CP may not be accurately reflected in student achievement. This finding strengthens the argument that curriculum reform must be accompanied by assessment reform.

d) Implications for Textbooks and Learning Materials

The quality of teaching materials is an important factor in bridging policy and learning practices. The analysis shows that Arabic language teaching materials must align with CP in terms of content, approach, and relevance to local contexts. SK 9941/2025 emphasizes that learning materials must be consistent with phase-based CP, integrate Islamic values, and remain contextual to students' daily lives (Madrasah, 2025).

For example, at the RA level, Arabic language learning focuses on introducing simple vocabulary contextually, while at higher levels it requires analytical and reflective abilities (Madrasah, 2025). In Edwards III's theory, this falls under the variable of resources, in which the quality of teaching materials serves as a strategic factor in supporting policy implementation (George, 1980). A mismatch between textbooks and CP will create a gap between policy and classroom practices and may lead to low student competency achievement. Therefore, adjusting teaching materials to align with Arabic language CP in SK 9941/2025 should become a priority in the development of learning in madrasahs.

The present findings complement the broader literature on curriculum implementation by showing that teaching materials constitute an operational bridge between policy and classroom practice. While previous studies often emphasize

teacher readiness and facilities, this study demonstrates that even competent teachers may experience difficulties when available textbooks and materials do not correspond to phase-based CP. The significance of this finding lies in highlighting the need for alignment among three components: policy, teacher competence, and learning materials. Thus, the development of Arabic language textbooks should not be treated as a separate technical activity but as an integral component of policy implementation.

C. Effectiveness of the Implementation of Learning Outcomes in Madrasah Educational Practices

1. Main Challenges

Based on the analysis results, the effectiveness of implementing Arabic Language Learning Outcomes (Capaian Pembelajaran/CP) in madrasahs still faces various multidimensional challenges. One of the primary challenges lies in the readiness of teachers and the Subject Teacher Consultation Forum (MGMP), where many educators still require support in the form of training, implementation guidelines, and collaborative time to understand phase-based CP and design assessments aligned with the process-skills approach. This indicates that understanding CP requires not only technical competence but also a transformation toward a more holistic learning paradigm (Madrasah, 2025).

In addition, the availability of learning facilities remains a significant obstacle, particularly in certain regions. The implementation of Arabic language CP requires support in the form of digital facilities, updated teaching materials, and access to relevant Arabic-language learning media. Limitations in infrastructure such as LCD projectors, internet connectivity, and technology-based learning resources hinder the optimization of interactive and contextual learning (Madrasah, 2025).

Another challenge concerns the quality of teaching materials, which in many cases are not yet fully aligned with the objectives of CP. Textbooks often fail to comprehensively integrate cultural, linguistic, and Islamic educational values as required by the CP framework. Furthermore, the complexity of CP in the Decree of the Director General of Islamic Education No. 9941 of 2025, which integrates values, concepts, and process skills, poses additional challenges for teachers who are not yet familiar with such an approach (Madrasah, 2025).

Overall, these implementation challenges reflect weaknesses in the variables of resources, communication, and disposition within George C. Edwards III's policy implementation theory. Resources include limitations in teacher competencies and facilities, communication relates to the insufficient dissemination and understanding of the policy, while disposition concerns teachers' readiness and attitudes toward implementing the policy. Therefore, the challenges of CP implementation are not singular in nature but require integrated and sustainable policy interventions.

When compared with (Yunita et al., 2024), the present findings confirm that teacher understanding and institutional readiness remain persistent challenges in curriculum reform. However, the present study reveals that these challenges are interconnected rather than independent. Teacher training without adequate facilities may have limited impact, while infrastructure investment without strengthening teacher disposition may not result in effective policy implementation.

This finding represents an important contribution because it demonstrates the cumulative nature of implementation barriers. In contrast to studies that identify individual obstacles, the present study explains how communication, resources, and disposition interact to produce implementation outcomes.

The findings also extend (Maulana, 2022) study concerning weaknesses in higher-order learning outcomes. The present study suggests that such weaknesses may be related not only to instructional design but also to broader policy implementation conditions, including teacher understanding, assessment readiness, and learning resources. Thus, the significance of the present findings lies in linking the quality of student learning outcomes with the broader institutional ecosystem in which policy implementation occurs.

2. Opportunities

Despite these various challenges, the implementation of Arabic language CP also presents significant opportunities for the development of madrasah education. One major opportunity lies in policy decentralization, which provides madrasahs with flexibility to develop innovative learning approaches according to local contexts without neglecting national Arabic language CP standards. Furthermore, strengthening MGMP for SKI/Madrasahs constitutes a strategic opportunity as a forum for coordination, training, and the dissemination of best practices among teachers. MGMP can function as a center for professional development capable of improving the consistency and quality of CP implementation across madrasahs (Madrasah, 2025).

The utilization of learning technologies, such as audiovisual media and interactive applications, also offers great potential for enhancing the effectiveness of Arabic language learning. With adequate infrastructure support, technology can help create learning experiences that are more engaging, contextual, and communicative. In addition, the value-based approach embedded within the CP framework, such as the integration of Islamic values and holistic learning concepts (for example, the Panca Cinta values at the early education level), provides opportunities to strengthen students' character development comprehensively from an early age (Madrasah, 2025).

From the perspective of George C. Edwards III's theory, these opportunities demonstrate the potential optimization of the variables of communication and bureaucratic structure. Effective communication through MGMP and training programs can improve policy understanding, while adaptive bureaucratic structures enable policy implementation to operate more flexibly and contextually. Therefore, the effectiveness of Arabic language CP implementation can be maximized through strengthening collaboration among teachers, optimizing the role of MGMP, and promoting learning innovations based on technology and local contexts. In this way, policies that have been comprehensively designed can be optimally implemented at the madrasah level (Madrasah, 2025).

Compared with previous studies that tend to emphasize the obstacles associated with curriculum implementation, the present findings offer a more balanced interpretation by identifying opportunities alongside challenges. This is particularly important because the flexibility of the policy framework can be understood not merely as an administrative characteristic but as an opportunity for contextual innovation. The findings therefore extend previous scholarship by

suggesting that successful policy implementation depends on the ability of madrasahs to transform policy flexibility into meaningful innovation while maintaining alignment with national CP standards. In this regard, MGMP and technology function as complementary mechanisms: MGMP strengthens professional and institutional collaboration, while technology expands the possibilities for interactive and contextual learning.

D. Implications of Policy Implementation for the Development of Arabic Language Learning in Islamic Educational Institutions

The implementation of Arabic Language Learning Outcomes (Capaian Pembelajaran/CP) in the Decree of the Director General of Islamic Education No. 9941 of 2025 has significant implications for the development of learning in Islamic educational institutions. These implications are not only related to the technical aspects of learning but also encompass policy dimensions, institutional development, and the strengthening of educational resource capacities.

1. Socialization and Training Strategies

Socialization and training strategies constitute the initial and most decisive steps in the successful implementation of the Arabic language CP policy. Socialization programs need to be systematically and sustainably designed by involving madrasah principals, Arabic language teachers, and members of the MGMP SKI/Madrasah. Socialization should not merely deliver policy information but must also be complemented by practice-based approaches, such as workshops, CP implementation simulations, the preparation of assessment rubrics, and the development of CP-based assessment examples. In this way, teachers not only understand the policy conceptually but are also capable of implementing it concretely in the learning process (Madrasah, 2025).

From the perspective of George C. Edwards III's theory, this strategy is closely related to the variable of communication. The effectiveness of policy communication determines the level of understanding and uniformity of implementation at the madrasah level. Inadequate socialization may lead to differences in policy interpretation, which ultimately results in inconsistencies in CP implementation (George, 1980).

Compared with (Yunita et al., 2024), who identified teacher understanding as a major obstacle in curriculum implementation, the present findings indicate that socialization must move beyond one-way dissemination toward practice-based professional development. This represents a methodological and practical advancement in the interpretation of previous findings because it translates the general problem of teacher understanding into specific intervention mechanisms, including workshops, simulations, and assessment development. The significance of this finding is that effective policy communication should be understood as an ongoing process of professional learning rather than a single policy dissemination event.

2. Improvement of Teaching Materials and Operational Curriculum

The implementation of Arabic language CP requires adjustments to the madrasah operational curriculum so that it aligns with national policies while remaining responsive to local needs. Madrasahs need to design CP-based curricula that integrate Islamic values with 21st-century skills and encourage creativity in

developing project-based learning and authentic assessment. In addition, teaching materials must be developed contextually to suit the characteristics of students and their social environments (Madrasah, 2025).

Such adjustments are important to avoid gaps between policy and learning practices. In Edwards III's theory, this aspect falls under the variable of resources, as the quality of curricula and teaching materials greatly determines the effectiveness of policy implementation at the operational level (George, 1980).

The present findings extend previous research on curriculum implementation by emphasizing that curriculum adaptation must be accompanied by corresponding adaptation of teaching materials. While previous studies often discuss curriculum reform and teacher readiness separately, the present analysis demonstrates that operational curriculum and learning resources must be developed as an integrated system. This finding is significant because it indicates that policy alignment cannot be achieved through curriculum documents alone; it requires concrete instructional materials that enable teachers to translate policy requirements into classroom practices.

3. Evaluation and Accountability System

The development of a comprehensive evaluation system is an important implication of implementing Arabic language CP. Evaluation is no longer limited to measuring cognitive aspects but must encompass all Arabic language competencies, including listening, speaking, reading, writing, and cultural understanding. Therefore, it is necessary to develop rubric-based assessment instruments, authentic assessments, and continuous evaluations accompanied by constructive feedback for students (Madrasah, 2025).

In the perspective of Edwards III's theory, this aspect is related to the variable of bureaucratic structure, particularly in the educational evaluation system. A structured and accountable evaluation system will ensure that CP implementation can be measured validly and contribute to continuous improvement in learning quality (George, 1980).

Compared with previous studies that focus more strongly on curriculum implementation and teacher readiness, the present findings underline the importance of evaluation as a mechanism for accountability and policy control. This finding adds a dimension that is often less visible in previous discussions: the implementation of CP requires not only appropriate teaching but also an assessment system capable of verifying whether the intended competencies have actually been achieved. Therefore, the present study demonstrates that evaluation reform should accompany curriculum reform, particularly when CP emphasizes holistic language competencies and process skills.

4. Infrastructure and Resource Support

Infrastructure and resource support are crucial factors in determining the success of Arabic language CP implementation. Madrasahs need to be supported with adequate learning facilities, such as digital media, Arabic language learning software, and stable internet access. In addition, strengthening human resource capacity should be carried out through various programs, such as training, internships, study visits, and collaboration with higher education institutions (Madrasah, 2025).

In Edwards III's theory, this aspect falls under the variable of resources, which constitutes one of the main determinants of successful policy implementation. Without adequate resource support, even well-designed policies cannot be implemented optimally in practice (George, 1980).

These findings are consistent with (Yunita et al., 2024), who identified institutional facilities as an obstacle to curriculum implementation. However, the present study expands the discussion by linking infrastructure directly to the specific demands of Arabic language learning, including digital media, language-learning software, and access to Arabic-language resources. The difference is therefore one of contextual specificity: previous studies highlight facilities as a general condition of curriculum implementation, whereas the present study identifies the types of resources that are particularly relevant to Arabic language CP. This contribution is significant because it provides a more operational basis for resource planning and policy intervention.

5. Challenges of Implementation in 3T Regions and Specific Contexts

The implementation of Arabic language CP also faces more complex challenges in 3T regions (tertinggal, terdepan, dan terluar — disadvantaged, frontier, and outermost regions). Limitations in infrastructure, access to learning resources, and the quality of human resources become the main obstacles in policy implementation. Therefore, nationally designed CP policies need to be adapted flexibly by considering the geographical, social, and economic conditions of each region. This condition indicates disparities in the variables of resources and bureaucratic structure. Consequently, adaptive and contextual policy approaches are required so that CP implementation can remain effective across diverse madrasah conditions (Madrasah, 2025).

This finding strengthens the broader argument in previous curriculum implementation studies that policy effectiveness is influenced by institutional and contextual conditions. However, the present study adds a geographical and structural dimension by showing that nationally standardized CP may produce unequal implementation outcomes when madrasahs operate under substantially different resource conditions. The finding is therefore significant because it challenges the assumption that uniform policy standards automatically produce uniform educational outcomes. Instead, the present study demonstrates the need for differentiated implementation support, particularly for madrasahs in 3T regions and other specific contexts.

Overall, the implementation of Arabic language CP in the Decree of the Director General of Islamic Education No. 9941 of 2025 demonstrates that policy success is highly determined by the integration of the four main variables in George C. Edwards III's theory, namely communication, resources, disposition, and bureaucratic structure. These four variables are interrelated and must be optimized simultaneously in order for policy implementation to run effectively. Without strong synergy among these variables, CP implementation risks failing to achieve its intended objectives, even though the policy has been comprehensively designed conceptually.

When viewed across the findings of previous studies, the present research demonstrates both continuity and advancement (George, 1980).

The continuity lies in confirming that teacher readiness, institutional support, facilities, curriculum understanding, and policy communication remain central determinants of successful implementation, as reported by (Tsuroyya & Arif, 2021), (Maulana, 2022), and (Yunita et al., 2024). However, the present study advances previous scholarship by integrating these factors within a single policy implementation framework and by connecting them directly to the specific characteristics of Arabic language CP under SK 9941/2025. Unlike studies that primarily examine isolated aspects of curriculum implementation, this research demonstrates that the effectiveness of CP is determined by the interaction of communication, resources, disposition, and bureaucratic structure. The findings therefore position the present study as an extension of previous research from a primarily descriptive understanding of curriculum challenges toward a more integrated explanation of the mechanisms through which policy is translated into educational practice.

The cross-study comparison also reveals that the most important contribution of the present research lies in identifying the interdependence of implementation factors. Previous findings tend to identify teacher readiness, facilities, curriculum understanding, or learning outcomes as separate issues. In contrast, this study demonstrates that weaknesses in one dimension can affect the functioning of other dimensions. For example, inadequate communication may weaken teacher disposition; limited resources may prevent teachers from implementing the intended learning approach; and rigid bureaucratic structures may prevent madrasahs from adapting CP to local contexts. This integrated interpretation provides a more comprehensive explanation of why a well-designed policy may still experience implementation gaps.

Thus, the significance of the present findings extends beyond confirming previous research. The study demonstrates that the implementation of Arabic language CP under SK 9941/2025 requires a systemic approach in which policy communication, teacher professional development, MGMP strengthening, resource provision, adaptive evaluation, contextual teaching materials, and flexible institutional structures are developed simultaneously. This finding provides a basis for understanding the novelty of the present study: the success of Arabic language CP implementation should not be evaluated solely from the quality of the policy document or the achievement of learning outcomes, but from the coherence and synergy of the entire implementation ecosystem. In this respect, the findings offer both theoretical significance for policy implementation studies in Islamic education and practical significance for policymakers, madrasah leaders, MGMP, and Arabic language teachers in translating national CP policy into equitable and contextually relevant learning practices.

Conclusion

This study concludes that the Arabic Language Learning Outcomes (Capaian Pembelajaran/CP) policy stipulated in the Decree of the Director General of Islamic Education No. 9941 of 2025 has been comprehensively formulated as a national reference for planning, implementing, and evaluating Arabic language learning in madrasahs. In relation to the first objective, the analysis confirms that the policy substance emphasizes phase-based and competency-oriented learning that

integrates knowledge, process skills, language competencies, and Islamic values across educational levels from RA to MA/MAK. The policy also establishes a stronger alignment between learning outcomes, student development, contextual learning, and character formation. Thus, the first objective of identifying and analyzing the substance of the Arabic language CP policy has been achieved, with the main finding that the policy provides a comprehensive normative framework but requires contextual adaptation at the institutional level.

Regarding the second and third objectives, the findings demonstrate that the policy has significant potential impacts on the standardization of Arabic language learning outcomes, classroom learning practices, assessment and accountability systems, and the development of textbooks and learning materials. However, the effectiveness of implementation remains influenced by the interaction of four factors identified in George C. Edwards III's policy implementation theory: communication, resources, implementers' disposition, and bureaucratic structure. The study finds that the role of MGMP is particularly significant as a mechanism for policy communication, teacher collaboration, and institutional coordination, while teacher readiness, learning facilities, teaching materials, and adaptive evaluation systems remain critical determinants of implementation effectiveness. Therefore, the second and third objectives have been addressed by demonstrating that the policy has the potential to improve Arabic language education but that its effectiveness is not uniform and depends on the availability of resources, teachers' understanding and commitment, effective policy dissemination, and supportive institutional structures.

In relation to the fourth objective, the study identifies several implications for the development of Arabic language learning in Islamic educational institutions. These include strengthening systematic and practice-based socialization and training, optimizing the role of MGMP, aligning operational curricula and teaching materials with phase-based CP, developing holistic and authentic assessment systems, strengthening digital and physical infrastructure, and implementing adaptive strategies for 3T regions and other context-specific madrasahs. Compared with previous studies, the main contribution of this research lies in demonstrating that the successful implementation of Arabic language CP cannot be determined by policy formulation alone but depends on the synergy of communication, resources, disposition, and bureaucratic structure. The study therefore confirms that the objectives of the research have been achieved by identifying the policy substance, its impacts, implementation effectiveness, and developmental implications, while highlighting that the long-term success of SK 9941/2025 requires an integrated, collaborative, and context-sensitive implementation ecosystem.

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