

Evaluation of Madrasah Supervisor Performance in South Tangerang City in the Implementation of the 2013 Curriculum using the Discrepancy Evaluation Model

Evaluasi Kinerja Pengawas Madrasah di Kota Tangerang Selatan dalam Pelaksanaan Kurikulum 2013 menggunakan *Discrepancy Evaluation Model*

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Abstract

This study aims to identify gaps in the performance of madrasah supervisors in implementing the 2013 Curriculum in South Tangerang City using the Discrepancy Evaluation Model (DEM), which focuses on aspects of input, process, and output. The approach is descriptive qualitative, with data collection techniques through interviews, observations, and document studies. Data were analyzed using data reduction, data presentation, and conclusion-drawing techniques. The study results indicate that although supervisors have appropriate academic qualifications, there is nonlinearity with the tasks given, where one MTs supervisor does not yet have a Master's degree, which is a requirement. The performance gap occurs because some supervisors do not set curriculum supervision priorities or detail the coaching program's implementation schedule. Teacher coaching activities are mostly done through MGMP, while class visits and observations are rarely conducted. This problem impacts the less-than-optimal performance of teachers in implementing the 2013 Curriculum, especially in the preparation of learning devices, determination of Minimum Learning Completeness (KBM), implementation of learning, and preparation of assessment instruments. This shows that implementing the 2013 Curriculum in madrasas in South Tangerang City in 2019 is still far from expectations.

Keywords: curriculum implementation, discrepancy evaluation model, supervisor performance.

Abstrak

Penelitian ini bertujuan untuk mengidentifikasi kesenjangan dalam kinerja pengawas madrasah pada implementasi Kurikulum 2013 di Kota Tangerang Selatan dengan menggunakan model *Discrepancy Evaluation Model* (DEM), yang fokus pada aspek masukan (*input*), proses (*process*), dan keluaran (*output*). Pendekatan yang diterapkan adalah kualitatif deskriptif, dengan teknik pengumpulan data melalui wawancara, observasi, dan studi dokumen. Data dianalisis menggunakan teknik reduksi data, penyajian data, dan penarikan kesimpulan. Hasil penelitian menunjukkan bahwa meskipun pengawas memiliki kualifikasi akademik yang sesuai, terdapat ketidaklinieran dengan tugas yang diberikan, di mana satu pengawas MTs belum memiliki gelar S2, yang menjadi persyaratan. Pada aspek proses, kesenjangan kinerja terjadi karena sebagian pengawas tidak menetapkan prioritas supervisi kurikulum dan tidak mendetailkan jadwal pelaksanaan program pembinaan. Kegiatan pembinaan guru lebih banyak dilakukan melalui MGMP, sementara kunjungan kelas dan observasi jarang dilakukan. Permasalahan ini berdampak pada belum optimalnya kinerja guru dalam implementasi Kurikulum 2013, terutama dalam penyusunan perangkat pembelajaran, penetapan Ketuntasan Belajar Minimal (KBM), pelaksanaan pembelajaran, dan penyusunan instrumen penilaian. Hal ini menunjukkan bahwa penerapan Kurikulum 2013 di madrasah Kota Tangerang Selatan pada tahun 2019 masih jauh dari harapan.

Kata Kunci: *discrepancy evaluation model*, kinerja pengawas, pelaksanaan kurikulum.

1. Introduction

The curriculum is important to education, especially in formal institutions such as madrasah. The curriculum is a learning plan and tool designed and created by the government to determine how lessons should be carried out (Rahmawati, 2018). The curriculum continues to undergo changes and developments along with the dynamics of the times, technological advances, and various philosophical views from educational experts. The curriculum is a learning guide in education, including content and subject matter (Dhomiri et al., 2023). All activities carried out by madrasahs in their programs aim to achieve curriculum goals optimally.

In achieving the goals of the desired curriculum, various activities such as learning, guidance counseling (BK), leadership by madrasah principals, academic and clinical supervision by madrasah supervisors, and administrative activities by education personnel must be carried out properly so that education can run smoothly. The school curriculum significantly influences the development of a country's education, from ideas to implementation in the real world. The curriculum is used to plan and organize the subject matter to match the standards of good education (Dhomiri et al., 2023). With a relevant and up-to-date curriculum, the quality of education can improve. Students are more involved in an active and contextualized learning process, which makes them more motivated to learn (Azahra, 2024).

The 2013 curriculum is expected to help solve education problems in our country. This curriculum requires teachers to present more relevant and real learning using a scientific approach, emphasizing scientific learning that students easily understand. This method lets students gather information objectively to solve problems (Dahlia et al., 2019). Scientific learning methods are more effective than lectures and question and answer because they emphasize process skills ranging from observing, classifying, measuring, predicting, explaining, and concluding (Syarbini, 2019). Hosnan's opinion also states that this method is more effectively used in the learning process (Hosnan, 2014). With this 2013 curriculum, the problems that afflict this nation will be resolved soon so that the ideals of our beloved nation, Indonesia, can become a prosperous, just country can be realized easily (Fadillah, 2014).

Incorporating the desired curriculum into learning activities is known as the actual curriculum (Rasmini & Deriwanto, 2022). This requires various supporting tools and the readiness of teachers and education personnel. The most important thing is that teachers must be ready as professional educators. As a good teacher, educators must have good skills and expertise in various aspects, such as competence, professionalism, pedagogy, personality, and social (Damanik, 2019). Teachers who succeed in the certification exam are teachers who are very capable of carrying out their duties well. Teachers must be professional to ensure a good education (Latiana, 2019). Teachers can provide students with knowledge and technology and shape strong attitudes and mentality in today's competitive era. Thus, teacher professionalism is a global concern (Minsih & D, 2018).

Those who set education policy often assume that it is easy to change the curriculum and the national education standards associated with the curriculum. The 2013 curriculum took teachers by surprise. The changes to the curriculum were rushed and made without regard to actual needs. The targets and deadlines set by the education minister were the main reasons. Curriculum changes or curriculum components should be based on actual needs due to developments in science, technology, industry, and societal changes. For some teachers and education personnel, this is a problem. Why yes, the 2013 curriculum is still not fully understood and used effectively in educational institutions or madrasahs.

They are facing a new curriculum that is very different from the previous one, which makes teachers indifferent to its implementation. If they want to implement it in their lessons, they will usually only complete the curriculum requirements administratively and only fulfill the material requirements for school accreditation. They often copy-paste or download online learning tools for administrative purposes without considering whether they are appropriate for their classes. As a result, auditors often make fatal mistakes when checking them.

For this reason, teachers need help from others to understand and implement the curriculum. School supervisors or teachers are responsible for guiding and teaching students through the education process (Amrullah et al., 2023). Madrasah supervisors must be present to help teachers understand and implement the 2013 curriculum well. However, not all madrasah supervisors are proficient in providing curriculum guidance to teachers. Some of them understand the 2013 curriculum even less than teachers. This is compounded by the fact that many teachers and madrasahs do not have sufficient time to study it. Madrasah supervisors do not achieve good work results because other supporting components have not contributed, so the quality of madrasahs remains low (Asyhari, 2011). Thus, it is important to evaluate the performance of madrasah supervisors to determine how much they support implementing the 2013 curriculum.

Not much research has been conducted on how madrasah supervisors implement the curriculum. Information on the performance of madrasah supervisors at the district or city, provincial, and national levels is often found through internet searches, proceedings, and research journals (Yustiani, 2013). The research shows that madrasah supervisors have difficulty completing their main tasks because they have too much workload. Their performance assessment is based on the planning, implementation, and evaluation of the programs conducted. Their performance in management is excellent but lacking in career development. This study focuses on the performance of madrasah supervisors related to implementing the 2013 curriculum, not the performance of madrasah supervisors in general.

The results showed a differences between the level of satisfaction of teachers and heads of Madrasah Ibtidaiyah in Sukoharjo City and Surakarta City (Muzayanah, 2016). Teacher satisfaction with academic supervision from supervisors is much lower in Surakarta than in Sukoharjo. This study observed the level of satisfaction of teachers and madrasah heads towards the performance of madrasah supervisors. Our research focuses on how madrasah supervisors evaluate the use of the 2013 curriculum. Based on the results of a study in 2014, two recommendations were given: first, there should be more supervisors; second, madrasah supervisors should improve their quality through education and training in their primary duties (Maqdisiana, 2014).

Academic supervision of madrasah tsanawiyah supervisors in Jepara Regency was carried out according to procedures ranging from planning to reporting and using appropriate instruments and methods (Asyhari, 2011). In conclusion, academic supervision is carried out with the necessary standards. However, the performance of madrasah supervisors still has not achieved much progress because other supporting components have not contributed to improving the quality of madrasah tsanawiyah in the Jepara district. This study only focuses on the academic supervision performance of madrasah supervisors at the Tsanawiyah level. Meanwhile, future research will investigate the curriculum services of madrasah supervisors at all madrasah levels, such as madrasah ibtidaiyah, tsanawiyah, and aliyah.

The results showed that (1) academic supervision is less effective in improving teachers' use of innovative learning models due to infrequent visits; (2) teachers need to have a better understanding of innovative learning models; (3) supervisors must provide examples and

innovative learning models; and (4) learning facilities are still inadequate (Dulhadi, 2014). Although this study only focused on madrasah supervisors helping teachers implement innovative learning models, future studies will emphasize supervisors' performance in implementing the curriculum, including planning, implementing, and assessing teacher learning.

Madrasah supervisors perform academic supervision tasks through inspection, supervision, evaluation, and follow-up on learning outcomes (Nasution, 2017). They also provide assessments of teachers. Implementing these tasks affects content, working methods, teachers, student qualifications, and assessment. The results show two important differences from our research, namely: (1) this research will focus on madrasah ibtidaiyah, not all levels of madrasah (MI, MTs, MA); (2) the subject of supervision includes content, process, educator, graduate competency, and assessment standards, while our research will focus on curriculum implementation, including graduate competency standards, content standards, process standards, and assessment standards

2. Literature Review

2.1 Curriculum Implementation

One of the tasks of curriculum management is implementing the curriculum. Curriculum management involves planning, organizing, implementing, and assessing the curriculum (Rusman, 2009). Education and curriculum are two things that cannot be separated. The role of the education curriculum is important. This is because the curriculum is a tool used in realizing the ideals of education itself (Adistiana & Hamami, 2024). Curriculum implementation is applying ideas, concepts, policies, or innovations in activities to change a person's knowledge, skills, values, and attitudes (Hamalik, 2009). This means that curriculum implementation is the implementation of curriculum plans written into everyday life through ongoing learning activities. Principals, school or madrasah supervisors, and teachers are each actively responsible for implementing and assessing the curriculum according to their subjects. The teacher's ability to apply the approach or materials in an appropriate learning environment determines success (Taleb, 2015).

There are five factors can influence how school curriculum is implemented: support, principals, peers, students, parents, and teachers (Rusman, 2009). Teachers are considered the most important component. This opinion makes school and madrasah supervision seem irrelevant to curriculum implementation. Supervisors are part of the government tasked with providing services and guiding the curriculum through academic and clinical supervision (Rahman, 2021). Teachers are very important in implementing the curriculum, while other educational resources are only as support. However, teachers often find it challenging to implement the curriculum because they are busy with academic and administrative tasks. Here, supervisors are very important for teachers in implementing the curriculum. Skilled supervisors can effectively conduct academic and managerial supervision, thereby improving the quality of education (Syahrudin et al., 2015).

Planning, implementation, and evaluation are the main stages in curriculum implementation (Mulyasa, 2012). Curriculum implementation in one educational unit differs from at the school level. School principals have direct responsibility for school-level implementation. Principals are responsible for managing educational institutions by designing a curriculum aligned with national education goals (Ramadina, 2021). This includes creating an academic calendar, weekly lesson schedules, assigning teacher tasks, and other things that support the achievement of curriculum goals. Teachers implement the curriculum in the classroom. This task is assigned to the teachers directly, covering: (1) activities while teaching, (2) handling extracurricular activities

that support school goals, and (3) providing tutoring to help students develop potential and overcome problems (Hamalik, 2007).

2.2 Madrasah Supervisor Performance

Madrasah supervisors are teachers who become school supervisors after being appointed civil servants. Their job is to monitor academic and managerial developments in madrasah. This includes their responsibilities and authority (Permenag RI No.2, 2012). This concept explains that a madrasah supervisor is a professional in the field of education responsible for carrying out educational supervision, including managerial and academic supervision. Supervision in education management has an important role in ensuring that educational goals are achieved according to the plan that has been set (Safitri et al., 2022). Madrasah supervisors are required to work as well as possible. The performance of madrasah supervisors results from carrying out the duties, functions, and responsibilities entrusted to them. Therefore, the performance of madrasah supervisors is the achievement of individuals or groups in carrying out their duties.

Supervisors' performance is important in improving the quality of education and the learning process in madrasah (Ismail, 2016). One of the main jobs of madrasah supervisors is to evaluate and guide by conducting academic and managerial supervision (Sudjana, 2009). According to Permenpan No.21 (2010), the task of a supervisor is to carry out supervision in educational institutions, including: (1) creating supervision programs, (2) providing guidance, (3) monitoring national education standards, (4) assessing, (5) providing guidance and training to teachers, (6) evaluating supervision programs, (7) carrying out supervisory tasks in certain areas. Four national education standards are important in the curriculum: graduate competency standards, content standards, process standards, and assessment standards.

In terms of implementing the curriculum, madrasah supervisors have the task of improving the quality of planning, processes, and learning outcomes in madrasah (including in Raudhatul Athfal/RA) by the Regulation of the Minister of Religious Affairs of the Republic of Indonesia No. 2 of 2012. His authority includes: (a) Providing input, advice, and guidance to the head of the madrasah and higher leaders in the preparation, implementation, and evaluation of learning programs and (b) Guiding educators. To carry out their duties and authorities, madrasah supervisors must fulfill the requirements and abilities the regulations regulate.

The academic supervision program involves planning, implementation, and follow-up stages. The stages aim to provide responsibility and authority in the curriculum (Komarudin & Mu'arif Sam, 2017). The first stage, academic supervision planning, is a step-by-step process of planning activities to help teachers improve their ability to manage the learning process and achieve learning objectives, considering the available resources. Planning academic supervision involves creating learning supervision tools and learning supervision plans.

In the second stage, implementation is carried out using the previously prepared plan. Specific key values are based on observed behaviors or moral actions by the objectives of supervision. To do so, use the tools prepared in the planning stage. Supervision techniques can be divided into individual and group (Gwynn, 1961). The third stage is to follow up using the supervision results to guide teachers and strengthen academic supervision instruments. Supervision results need to be considered to improve the quality of learning and maintain the values that have met the performance standards. The main objective of supervision is to achieve educational goals, which are the responsibility of principals and teachers. Educational supervision helps improve school management by improving cognitive, psychomotor, and affective aspects (Addini et al., 2022). Educational supervision is also helpful in creating and developing conditions

that support the teaching and learning process to run effectively and with quality (Rohmah & Mahrus, 2023).

2.3 DEM (Discrepancy Evaluation Model)

A model describes a system that is made to be more easily understood. Evaluation requires a pattern to make it easier to assess the extent to which a policy or program's implementation matches the expected achievement standards. The mismatch evaluation model, or the gap model, comes from the English term Discrepancy Model (Murni et al., 2023). An evaluation model is a method for applying theory to evaluation practice (Wirawan, 2016). A good evaluation model helps us understand and improve evaluation more easily. By understanding the complete evaluation model, evaluators can more easily understand and develop evaluations (Sukardi, 2008); the evaluation model is a simple way to understand the ideas to be explained.

According to Kaufman and Thomas, there are eight types of evaluation models, one of which Malcolm Provus developed, the Discrepancy Evaluation Model (DEM) (Arikunto & Jabar, 2014). According to Provus, programs can be assessed by comparing expected standards with actual performance. With this step, we can find out if there is a difference between the two. This model can evaluate whether a program needs to be continued, improved, or stopped (Fauzobihi & Supriyati, 2021). Thus, organizations can find out what is wrong with the standard that should be. This helps them in making decisions about policies and programs. There are six stages in implementing this model, namely: 1) make a detailed design of how the implementation of the evaluation object, such as policies, programs, or projects, should be; 2) Design an evaluation using the gap evaluation model; 3) collect data related to program performance; 4) identify differences between standards and actual performance; 5) find the causes of these differences; 6) create steps to overcome these differences (Wirawan, 2016).

The existence of imbalance can be measured by considering three aspects of the program, namely: inputs, processes, and outputs, in various levels of program development, as follows: 1) program definition, which includes program design and characteristics, such as objectives, students, staff, activities, and other elements; 2) program implementation; 3) program process which focuses on achieving objectives; 4) program outcomes or comparison between outcomes and predetermined standards or objectives (Wirawan, 2016).

The Discrepancy Evaluation Model is complex because it views the program as a series of interrelated activities. Aspects include inputs, such as resources and conditions; processes, such as treatments or transactions; and outputs, such as products and performance (Provus, 1971). These three things are essential to determine the success of a program. This model focuses on setting standards, performance, and gaps in a detailed and measurable manner. Evaluators assess this model by measuring the difference in each part of the program. By finding differences in each part, we can make improvements in more detail (Darajat & Wayudiana M, 2015).

From this explanation, the gap model evaluation aims to find differences in each part of the policy or program and advise relevant parties on overcoming gaps in ongoing policies/programs.

3. Methods

This study used a descriptive qualitative method. The aim was to assess the performance of madrasah supervisors in implementing Curriculum 2013 in South Tangerang City. This research was conducted from July to October 2019. In this study, we involved madrasah supervisors, madrasah heads, heads of supervisory working groups, and madrasah teachers. Data in this study were collected through interviews, observations, document studies, and a single questionnaire.

The assessment criteria were created by following the supervisors' performance guidelines or by seeking the help of program evaluation experts if the guidelines did not exist.

The data obtained were analyzed through three stages, namely (1) data reduction, which is used to summarize and focus important information. Data reduction is the process of summarizing and sorting data into certain concepts, categories, and themes (Rijali, 2019) (2) data display (data presentation) which is used to present data in the form of descriptions or visuals to facilitate understanding, and (3) verification (conclusion drawing) is carried out using the discrepancy evaluation model to identify gaps between expected standards and existing achievements. In this stage, the research results are presented according to the evaluation analysis results using the discrepancy evaluation model. This evaluation model emphasizes the identification of gaps in program implementation, where evaluators measure the difference between expected standards and actual achievements in each program component (Ariani, 2021).

4. Result and Discussion

4.1. Research Result

Almost all madrasah supervisors in South Tangerang City have met the qualification requirements in the input dimension. In terms of academic qualifications, all supervisors have a Bachelor's degree and a Master's degree, although based on the new regulation, there is nonlinearity with the place of assignment. One MTs supervisor does not have a master's degree, even though it is an absolute requirement. They also have a professional educator certificate for becoming a supervisor. Gaps in supervisors' performance in preparing teacher coaching program plans related to curriculum implementation still occur because some supervisors do not determine the priority of curriculum supervision activities and do not determine the date and day of implementation of curriculum coaching in detail because based on experience determining the day and date is not practical because it must adjust to the readiness of teachers and madrasahs for coaching and adjust to the supervisor's schedule.

In implementing the teacher development program, only a few supervisors use the one-to-one method, and clinical supervision is hardly implemented due to supervisors' time constraints, unavailability, and unwillingness to participate in clinical supervision. Classroom visits and observations, which should be carried out at least twice a semester to find out problems with curriculum implementation, are also rarely carried out by supervisors. This is due to difficulties in consistently allocating time, embarrassment, concerns about disrupting the learning process, and the assumption that this is the responsibility of the school principal. Similarly, some supervisors' guidance through MGMK and KKGs is less intensive due to time constraints.

Various problems in teacher coaching conducted by supervisors impact the performance of madrasah teachers in implementing the 2013 curriculum in South Tangerang City. This can be seen in the preparation of learning tools, such as annual and semester programs, syllabi, and lesson plans, determining Minimum Learning Achievement (KBM), implementing learning activities, and preparing assessment instruments. This condition is clearly still far from the expectation of achieving the implementation of the 2013 curriculum in all madrasahs in South Tangerang City by 2019.

4.2. Discussion

The study's results on supervisors' performance in implementing Curriculum 2013 revealed some important findings. Almost all madrasah supervisors in South Tangerang City have met the

qualification requirements in the input dimension. Academically, they have a Bachelor's degree and a Master's degree, although there are discrepancies with the location of their duties based on the latest regulations. One MTs supervisor does not yet have a master's degree, even though it is mandatory. In addition, they also have a professional educator certificate as one of the requirements for becoming a supervisor. However, there are gaps in supervisors' performance, particularly in planning teacher development programs related to curriculum implementation. Some supervisors have not set clear priorities for curriculum supervision activities and do not specify the dates and days of coaching in detail. This is due to their experience that determining dates and days is not practical because it must be adjusted to the readiness of teachers and madrasahs and the limited schedule of supervisors.

In implementing the teacher development program, only a few supervisors use the individual supervision method, and clinical supervision is hardly implemented due to supervisors' time constraints, teachers' unavailability, and unwillingness to carry out clinical supervision. Classroom visits and observations, which should be conducted at least twice per semester to evaluate problems in curriculum implementation, are also rarely conducted. Supervisors rarely carry them out, including difficulties in managing time consistently, shyness, concerns about disrupting the learning process, and the assumption that this is the principal's responsibility. Similarly, guidance through MGMP and KKG/KKM is less intensive for many supervisors due to time constraints. These problems in teacher coaching by supervisors have implications for the performance of madrasah teachers in implementing the 2013 curriculum in South Tangerang City. This can be seen from the imperfections in the preparation of learning tools, including annual and semester programs, syllabi, and lesson plans, the determination of Minimum Learning Achievement (KBM), the implementation of learning activities, and the preparation of assessment instruments. This condition is undoubtedly far from the hope of implementing the 2013 curriculum in all madrasahs in South Tangerang City by 2019.

Thus, it can be concluded that although madrasah supervisors in South Tangerang City generally meet the qualification requirements, there are still several obstacles to carrying out supervisory tasks that hinder the optimal implementation of Curriculum 2013. The main problems are the lack of structured supervision planning and implementation, time constraints, and teachers' unpreparedness to participate in clinical supervision. In addition, the lack of classroom visits and observations and the low intensity of guidance through MGMP and KKG/KKM have resulted in suboptimal teacher performance in preparing learning tools and implementing the curriculum. This has implications for achieving the goals of implementing Curriculum 2013, which is far from expected. The lack of supervisory performance can impact teachers' understanding of the curriculum (Mubarok et al., 2023).

5. Conclusion

This study shows that although madrasah supervisors in South Tangerang City have met the academic qualifications and held professional educator certificates, there are still significant differences in how they implement Curriculum 2013. This is reflected in the lack of precise supervision planning, time constraints that hamper the implementation of clinical supervision and classroom observation, and the lack of intensity of guidance through MGMP and KKG/KKM. As a result, teachers' performance in preparing learning tools, setting minimum learning targets, and conducting learning evaluations is not optimal, potentially hampering the achievement of the objectives of implementing Curriculum 2013 in the madrasahs of South Tangerang City in 2019.

For the next step, it is recommended that supervisors improve supervision planning by developing a more structured schedule, actively involving teachers, and prioritizing activities. Training and mentoring for teachers through MGMP and KKG/KKM forums also needs to be carried out intensively and on a scheduled basis to support the successful implementation of the curriculum. In addition, it is necessary to reorganize the time-sharing system and supervisors' tasks so that clinical supervision and classroom observations can be carried out regularly. Future researchers are expected to explore strategies to strengthen technology-based supervision or other innovations that support curriculum implementation and examine the effectiveness of teacher training programs in improving performance.

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