
Reflections on the implementation of the merdeka curriculum at the primary level in Surabaya

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Abstract: The implementation of merdeka curriculum in Indonesia has been ongoing for approximately three years. During this period, teachers have encountered numerous challenges and obstacles. This study aims to describe the reflection of the implementation of the merdeka curriculum in primary schools in Surabaya, with a focus on three aspects: lesson planning, the implementation of the *Proyek Penguatan Profil Pelajar Pancasila* (P5), and teacher perceptions of the merdeka curriculum. This research utilizes descriptive methods with data collection techniques in the form of interviews and observations. The data sources are teachers from several elementary schools in Surabaya who have implemented the merdeka curriculum. The results of the study are as follows: first, teachers have a positive perception of the Merdeka curriculum; second, technical training related to lesson planning needs to be improved; third, the successful implementation of P5 is highly dependent on careful planning, project team collaboration, and adjustment to the conditions of students and the school environment; and fourth, the challenges of implementing the Merdeka curriculum include assessment and administrative burden, limited student motivation and the role of parents, making P5 modules, and variability in material understanding.

Keyword: Implementation, Merdeka Curriculum, Primary Level

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Introduction

The contemporary era of globalization is distinguished by a process of international transformation, marked by the dissolution of geopolitical, political, and ideological boundaries between nations. This phenomenon is exemplified by the emergence of multinational trade agreements, such as the Trans-Pacific Partnership and the European Union, which have exerted a notable influence on national policies. Politically, countries find themselves under pressure to align their educational standards and competencies, as evidenced by initiatives like the Programme for International Student Assessment (PISA), which promote cross-national comparisons. Ideologically, the proliferation of digital communication has facilitated the exchange of diverse educational practices and philosophies, thereby promoting movements for inclusive education and equity in learning opportunities worldwide. Consequently, educators must navigate a more interconnected landscape that challenges traditional approaches and necessitates the integration of global perspectives into curricula. This phenomenon fosters the emergence of interdependent relationships among countries (Teknowijoyo, 2022). A pivotal educational demand outlined in the SDGs is the realization of quality education, with the objective of cultivating global human resources that are characterized by high quality. This is a demand for institutions to become agents of renewal that can adapt to the global world and the surrounding community environment (Pidarta, 2016).

All countries in the world are competing to advance education in each country. Likewise in Indonesia, in order to answer global demands, curriculum development is carried out as one of the educational reforms. The curriculum consists of a set of plans and arrangements regarding the objectives, content, and learning materials used as the organization of learning activities to achieve certain educational goals (Bahriah et al., 2023). The curriculum is an educational program designed, compiled, and prepared to provide learning experiences for students, and its preparation is carried out systematically to achieve the goals set by an educational institution (Hamalik, 2017). The curriculum is not merely a compilation of subjects or teaching materials that students will receive during the educational process; it also fosters an environment conducive to change and student development across the cognitive, affective, psychomotor, and spiritual domains (Angraeni & Yusuf, 2022).

The current curriculum is the merdeka curriculum (Marta et al., 2023). This curriculum emerged against the backdrop of the Covid pandemic which requires all parties including teachers to improve the quality of learning (Diana et al., 2021). The merdeka curriculum provides space for teachers and education units to be more independent in developing learning that is relevant to student needs (Arifa, 2022). Furthermore, the merdeka curriculum learning system focuses on students, is flexible, and aims to strengthen character. The Merdeka curriculum is one of the programs that is expected to support recovery in terms of the learning process. The merdeka curriculum carries three main characteristics, including project-based learning to develop soft skills and character in accordance with the *Proyek Penguatan Profil Pelajar Pancasila (P5)*, besides that, the structure of this curriculum is also more flexible and focuses on mastering essential material (Jojo & Sihotang, 2022). P5 as one of the main components of this curriculum is an innovation that aims to prepare students to become individuals who are competitive, have strong character, and are able to adapt to various global changes. Therefore, in contrast to the conventional curriculum, the Merdeka Curriculum prioritizes a project-based approach that prompts students to engage in real-world problem solving and critical thinking through collaborative learning experiences. This modification enables educators to adapt their teaching methods to more effectively address the diverse needs and interests of their students, thereby fostering a more inclusive and dynamic learning environment.

The efficacy of school curriculum development is contingent upon the involvement of teachers in the development process (Alsubaie, 2016). Teachers play pivotal roles in shaping curriculum content and participating in professional development programs. They also conduct continuous assessment methods and integrate technological innovations into instructional practices. This multifaceted involvement ensures that curriculum implementation remains practical, relevant, and responsive to the evolving needs of both educators and students. Consequently, these factors simultaneously foster a more dynamic and effective learning environment. The implementation of the Merdeka Curriculum presents unique challenges in practice, particularly at the primary levels. Teachers are expected to comprehend the essence of the merdeka curriculum and apply it to real-world practices, such as learning planning based on Alur Tujuan Pembelajaran (ATP), preparing teaching modules, and planning and implementing P5 projects.

The objective of this study is to reflect on the implementation of the Merdeka Curriculum, which has been in effect for approximately three years in primary level in Surabaya City. The investigation will be conducted by exploring the experiences and perspectives of teachers. A similar study has been conducted by Mustofa et al., which describes the evaluation of the implementation of the Merdeka Curriculum in primary level after two years (Mustofa & Setiyono, 2023). Research conducted by Putri et al. also describes the development of the implementation of the Merdeka curriculum at the SD/MI level after three years of implementation (Putri & Aliyyah, 2024). Furthermore, Zakso also conducted a similar study describing how the Merdeka curriculum was implemented at the driving school (Zakso, 2022). The three studies used the literature review method. Additionally, the research location does not focus on an area in particular. The current research focuses on elementary schools in Surabaya. The

research is expected to provide comprehensive insights regarding the implementation of the Merdeka Curriculum and serve as evaluation material for policymakers and education actors to improve the effectiveness and success of this policy implementation in the future.

Method

This research employs a descriptive qualitative approach, with the objective of elucidating and examining reflections on the implementation of the Merdeka Curriculum at the SD/MI level in Surabaya, as perceived by teachers. This methodological decision was made to ensure a comprehensive account of the curriculum's implementation in real-world settings. The data collection techniques employed included observations and interviews. Observations were conducted to garner information regarding learning practices within the Merdeka Curriculum, encompassing all aspects of lesson planning and implementation. In-depth interviews were conducted with teachers who have implemented the Merdeka curriculum to ascertain their experiences in planning lessons, implementing P5, and encountering challenges in the implementation of the Merdeka curriculum. The study's resource persons are four SD/MI teachers from various schools in Surabaya who have implemented the Merdeka curriculum: MI Noor Mushola, SDN Bulak Banteng II, SDN Tanah Kali Kedinding II, and MI Al Fithrah Surabaya. The selection of these resource persons was carried out strategically to encompass schools with diverse characteristics, including but not limited to, public and private school settings, as well as Madrasah Ibtidaiyah (MI) and Elementary School (SD) levels. Notably, the selected teachers also serve as members of the P5 team.

Data analysis in this study includes data reduction, data presentation, and conclusion drawing (Majid, 2017). This research uses triangulation techniques to ensure data validity. Data triangulation is done by comparing the results of field observations, resource person interviews, and document analysis to obtain accurate and complementary data. In addition, theoretical triangulation was used by linking the findings of this study with relevant theories, such as the importance of planning in learning (Salabi, 2020) and the dimensions of the Profil Pelajar Pancasila (Rachmawati et al., 2022). Researchers also conducted discussions with peers to minimize data interpretation bias and obtain a more objective interpretation of the findings.

Results and Discussion

This study aims to describe the implementation of Merdeka Curriculum (KUMER) at the SD/MI level in Surabaya, specifically related to teacher perceptions, lesson planning, implementation of the Pancasila Student Profile Strengthening Project (P5), and the obstacles faced. The following are the results and discussion of the research, which are presented based on the findings and analysis of qualitative data.

Teacher Perceptions of the Merdeka Curriculum

The Merdeka Curriculum is considered an innovation in the world of education that aims to adapt the learning system to the challenges of the modern era. Based on the results of interviews, teachers stated that the Merdeka Curriculum places more emphasis on developing student character, in line with the concept of the Pancasila learner profile. One teacher revealed, "There is also character strengthening in the Merdeka Curriculum. The theme is different, more focused, and the assessment is simpler." This shows that the Merdeka Curriculum has a more structured orientation than the 2013 Curriculum (K13), especially in the approach to the character of students. The development of student character in the merdeka curriculum is carried out through a holistic approach (Rahmatika et al., 2023).

Through curriculum development, currently the merdeka curriculum has begun to be implemented at the elementary school level. The merdeka curriculum was developed to meet the needs and challenges of the current generation facing the challenges of an increasingly massive era in the national and international arena. Actually, the curriculum that occurred in Indonesia has undergone

various changes starting in 1952, until the 2013 curriculum, then as an effort to improve the education pattern, an merdeka curriculum emerged, and the truth is to realize the achievement of the goals of National Education (Munandar, 2017).

The interviewees argued that the merdeka curriculum requires teachers to be independent. Teachers have an obligation to be more independent and must be accustomed to making teaching materials in totality, because the books received by students do not fully support the material used in the merdeka curriculum. This shows that teachers are expected to have creativity and independence in compiling teaching materials in accordance with the needs of the curriculum. This independence is also seen in the making of teaching modules, where teachers are required to develop teaching materials independently. For example, in the material of Natural and Social Sciences (IPAS), although the available books discuss human organs, the appropriate content in the merdeka curriculum focuses more on the sensory organs. This creates a challenge for teachers in adapting their teaching to the new curriculum. The resource person further stated that only about 20% of the material can be taken from government books, while the rest must be created by the teacher.

The resource persons indicated that the curriculum emphasizes direct experiential learning, with one teacher noting that merely delivering theoretical material is insufficient in applying the values of pancasilaism. The teachers employ a more interactive approach, such as utilizing videos to help students understand the concept of the Almighty God in a more practical way. The perceptions expressed by all interviewees indicate a good understanding of the essence of Merdeka Curriculum as an innovation in education. The emphasis on character development and independence in compiling teaching materials is one of the positively welcomed indicators of this policy. This is in accordance with Kumala et al's research which states that teachers' perceptions of the implementation of the Merdeka curriculum in schools are good (Kumala et al., 2023).

Learning Planning In The Merdeka Curriculum

The learning process is considered a form of actualization of the curriculum (Salabi, 2020). Planning is an essential process preceding any subsequent action, as it serves as a direction for what is to be achieved. In the context of learning, learning planning is crucial because without careful planning, it is impossible to realize an effective learning process (Roziqin, 2019). The results of the interviews with the resource persons of primary level teachers in Surabaya can be concluded that lesson planning in the independent curriculum provides greater flexibility for teachers in designing learning activities. The emphasis on achieving student competencies in the Merdeka Curriculum enables teachers to adjust teaching methods based on cognitive development and the needs of students in their class. This indicates that the Merdeka Curriculum not only aims to streamline the learning planning process, but also underscores the significance of meaningful and relevant learning.

The transition from KI-KD learning planning to CP-TP-ATP to teaching modules requires significant adaptation from teachers. Furthermore, the integrated summative assessment necessitates that teachers make more in-depth observations of students' attitudes, skills, and knowledge. Consequently, teachers should endeavor to upgrade their knowledge, for example by attending technical training to develop lesson plans that align with the Merdeka curriculum. Adequate technical training is necessary for teachers to compile and implement lesson plans optimally (Ita et al., 2024). Optimal learning planning will make it easier for students to achieve learning objectives.

Projek Penguatan Profil Pelajar Pancasila Of The Merdeka Curriculum

The concept of the *profil pelajar pancasila* is predicated on the notion that it reflects the Indonesian learner as a lifelong learner. The notion of lifelong learning underscores the significance of such a commitment in the face of rapid changes in the world of work and society. It also acknowledges that learning occurs not only in the classroom but also through life experiences, social interactions, and self-reflection. Furthermore, it emphasizes the necessity of possessing global competence and applying the values of the five principles of the Indonesian constitution (*Pancasila*). The overarching keywords,

therefore, are "being a lifelong learner," "competent," and "having the character of applying the values of the five principles of the Indonesian state. The main characteristics of the learner profile are as follows: first, faithfulness, piety, and nobility; second, global diversity; third, mutual cooperation; fourth, independence; fifth, critical reasoning; and sixth, creativity (Rachmawati et al., 2022).

The enhancement of the learner profile, guided by the principles of the *pancasila*, can be facilitated through the implementation of project-based learning. This approach, embedded within the independent curriculum, is formally designated as the *Proyek Penguatan Profil Pelajar Pancasila* (P5). The integration of P5 into the educational framework is expected to assist educators in achieving the objectives of education, cultivating students who possess strong character and integrity, and fostering a societal consciousness regarding the significance of unity, diversity, and tolerance. The enhancement of the *profil pelajar pancasila* is expected to instill in the younger generation the qualities of being agents of positive change, contributing to the construction of a nation that is just, democratic, and characterized by a dignified life. The findings of observations and interviews conducted by researchers in relation to the implementation of the P5 indicate the necessity of a planning stage. This stage is a crucial element preceding the initiation of the learning process, ensuring its effective, optimal, and productive implementation. The following are some of the planning steps for the P5 that have been carried out at SD / MI Surabaya, as revealed by the results of the interviews.

1. Project team building

The team under consideration is composed of educators who have demonstrated a consistent engagement with KKG activities and have undergone training to facilitate P5 activities. Consequently, this team will assume the role of directing all teachers within each educational institution.

2. The preparation of a work plan

At this stage, the P5 work plan should always be flexible and adaptable to developments or changes that may occur during implementation. Most importantly, ensure that the entire project team has a clear understanding of the project objectives and works together to achieve them. This involves coordination between the project team and all teachers in the school for the purpose of ensuring the project remains relevant and successful. The next step is to ensure the readiness of the school for the P5 implementation.

3. The organization of dimensions and themes

The initial stage of the process is the determination of the theme. Subsequently, the overarching theme of the theme is identified. One of the themes that has been selected is mutual cooperation. This concept is exemplified by the collaborative efforts of students in preparing a designated area for prayer and queuing for ablution. These activities can be said to have been applied to strengthen P5 itself.

4. The preparation of project module

Some schools still use the module from the central government. However, there are schools where the project team took the initiative to develop P5 guidelines independently according to the characteristics of the students. The P5 guidelines in these schools were adjusted to the real conditions and abilities of the students and teachers. After the project team determines the topic and theme, the guidebook is made up to the practical steps. So, the technical guide is made independently by the school which contains a description of the tools and materials and then the steps for making the project.

5. Reporting and dissemination of project results

The project report comprises a detailed account of the project's outcomes, the knowledge acquired, and the recommendations for subsequent projects. A notable challenge encountered during this phase pertains to the dearth of a structured evaluation instrument to assess students' aptitude in disseminating project outcomes. The current benchmark utilizes documentation from the project implementation phase.

Based on the above, the implementation of P5 in SD/MI in Surabaya shows that the success of this program is highly dependent on careful planning, collaboration of project teams, and adjustment to

the conditions of students and the school environment. The planning stages, starting from the formation of project teams, preparation of work plans, formulation of dimensions and themes, to the preparation of project modules, have a strategic role in ensuring the effective implementation of P5. Careful lesson planning can help teachers easily achieve learning objectives (Faradila, 2024). Furthermore, creativity in adapting project modules to school needs is one of the positive steps that reflect the flexibility of the independent curriculum. Although there are still obstacles, such as the lack of written evaluation tools to measure student achievements concretely, the implementation of P5 is generally able to encourage the strengthening of Pancasila character in students (Rofiqi, 2023). This suggests that the Indonesian education system may be capable of producing a generation that is not only cognitively intelligent, but also has a strong character in accordance with the values outlined in the *profil pelajar pancasila*.

The Obstacles in Implementing Merdeka Curriculum

The Merdeka Curriculum is an educational approach that carries the concept of "Merdeka Belajar." This educational concept is designed to grant teachers and students greater autonomy and creativity in the learning process. The objective of the Merdeka Curriculum is to establish a learning environment that is more dynamic, inclusive, and relevant to individual needs and contemporary demands. This concept aims to cater to the diverse learning styles and interests of students, thereby enabling them to realize their maximum potential (Sasmita & Darmansyah, 2022). Despite its numerous advantages, the implementation of the Merdeka Curriculum may encounter several challenges..

The results of interviews with resource persons consisting of teachers at various SD / MI in Surabaya revealed several obstacles and challenges faced in implementing the Merdeka Curriculum. The following is an in-depth analysis of these findings.

1. Assessment Challenges and Administrative Burden

Although Merdeka Curriculum aims to reduce the burden on teachers by focusing assessment on the learning process, the reality on the ground is quite the opposite. Interviewees stated that they were required to design a variety of creative and varied assessment instruments. This challenge is exacerbated by the many administrative tasks that teachers must complete. This creates additional pressure, especially for experienced teachers who may be less adapted to the demands of more innovative learning. Stagnation in learning innovation does become an obstacle when teachers feel burdened by seemingly trivial but time-consuming administrative tasks..

2. Limited Student Motivation and the Role of Parents

Another obstacle faced is the lack of student motivation to study outside of school. This concern is further compounded by parental acknowledgement that children tend to engage in academic endeavors only when assigned homework, while character development is perceived as an instantaneous process. The absence of a structured ranking system within the Merdeka Curriculum contributes to this issue, as it fails to provide students with a sense of competition and a driving force to excel. The interviews indicated that, despite the Merdeka Curriculum's objective of cultivating students' character through the P5 project, the absence of robust parental support poses a significant challenge in achieving this goal.

3. Difficulties in Designing P5 Projects

Merdeka Curriculum requires teachers to design short- and long-term projects, which is an important component of P5 learning. However, teachers expressed difficulties in finding suitable project ideas. Short-term projects require teachers to conduct four projects a year, while long-term projects are often not completed on time. This difficulty creates an imbalance in the focus of teaching, with teachers focusing more on completing projects than developing other subject matter. This reflects the real challenge of integrating project-based learning with the broader curriculum..

4. P5 Module Creation

Interviewees also pointed out that module creation for P5 projects is a burden for teachers. Many of them focus on producing products in the project, whereas the essence of P5 is the formation of students' attitude and character. This lack of understanding and unwillingness to dig deeper into the

learning objectives impacts on the expected outcomes. Teachers must be trained to shift the focus from the physical outcome of the project to the development of student character through the activity.

5. Variability of Material Understanding

One of the positive aspects of Merdeka Curriculum is the freedom for teachers to determine the sequence of teaching in accordance with students' cognitive development. However, research results show that this freedom also creates inequality of understanding among students from different schools. Each school may choose to teach different material based on their priorities, which results in gaps in understanding between students at the same level. This needs to be a concern, as such gaps can affect student mobility and learning efficiency.

Based on the above, the implementation of Merdeka Curriculum in SD/MI in Surabaya has not gone smoothly. Support from the government, parents, and the education community is needed to overcome the obstacles to implementing the Merdeka curriculum (Nisa et al., 2023). These obstacles need to be unraveled and found a solution to ensure the successful implementation of the Merdeka curriculum.

Conclusion

The Merdeka Curriculum has been implemented for approximately three years at the elementary/primary school level. The objective of this study is to describe and analyze the reflection on the implementation of the Merdeka Curriculum at the SD/MI level in Surabaya based on teachers' experiences and views. The findings of this study indicate that the reflections on the implementation of the Merdeka Curriculum at the SD/MI level for approximately 3 years are as follows: (i) Teachers have a good understanding of the essence of the Merdeka Curriculum as an innovation in education and focus on strengthening student character. (ii) Transition from KI-KD learning planning to CP-TP-ATP to teaching modules and the presence of summative assessments necessitate significant adaptation from teachers, underscoring the need for enhancement of technical training related to these matters. (iii) The implementation of P5 at SD/MI in Surabaya demonstrates that the success of this program is contingent on meticulous planning, effective project team collaboration, and adaptability to student needs and the school environment. The implementation of P5 has been found to encourage the strengthening of the character embodied by the five principles of the Indonesian national philosophy, known as "Pancasila." The challenges associated with the implementation of an independent curriculum include assessment and administrative burdens, limited student motivation, and the role of parents. These challenges result in variability in material understanding.

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