

ANALYSIS OF ARABIC PROFICIENCY LEVELS IN INDONESIAN MINISTRY OF RELIGIOUS AFFAIRS' 2022 DECREE

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Abstract: The implementation of the Merdeka Curriculum in madrasahs, regulated by the Director General of Islamic Education Decree No. 3211 of 2022, introduces new Learning Outcomes (CP) for Arabic. Although this policy is crucial, there has been no systematic analysis mapping these CP to the international language proficiency framework. This study fills this gap with the aim of mapping and critically analyzing the level of Arabic language proficiency at each phase of learning (Ibtidaiyah to Aliyah) in the decree using the Common European Framework of Reference for Languages (CEFR) standards. Using qualitative document analysis, each LOs descriptor for the four language skills was analyzed and matched to the CEFR proficiency scale. The main results show a systematic and progressive alignment, where LOs are mapped from Pre-A1 level (Phase A) to C1 level (Phase F). This alignment provides an international standard benchmark for the Arabic language curriculum in madrasahs, but it also implies significant challenges related to the development of teaching materials, pedagogical training for teachers, and the design of an assessment system to ensure that these ambitious proficiency targets can be effectively achieved in the classroom.

Keywords: Arabic Curriculum, CEFR Alignment, Language Policy.

Introduction

Since being officially recognized by the United Nations (United Nations) as an international language in 1973, the existence and role of Arabic has increased over time and made Arabic learning more

interesting to learn because of various backgrounds such as religion, culture, trade, and others. This requires making Arabic learning structured and starting from the preparation of the curriculum¹. The learning curriculum is a collection of planning, arrangements, objectives, content, methods, and learning media as guidelines in the application of the learning process to achieve learning objectives. The curriculum, as an educational system, is dynamic and always undergoes changes and development in line with the times and eras, including adjustments to technological advances².

In the context of Arabic language learning, there are four types of curriculum frequently used in teaching and learning activities for non-Arabic speakers: the Grammatical Syllabus, the Situational Syllabus, the Notional Syllabus, and the Multidimensional Syllabus³. Each type of curriculum plays a crucial role in ensuring the success of Arabic language learning programs, in accordance with the desired goals and perspectives. Each has its own advantages and disadvantages. Therefore, teachers must pay close attention to their characteristics before deciding which curriculum to use.

At this time there are two curricula in Indonesia⁴. The difference in this curriculum refers to the different objectives to be achieved in every aspect of learning, this difference is also based on the educational background contained in schools⁵, although both still have similarities in outline, namely both are designed and developed based on the Indonesian National Qualifications Framework (KKNI).

The Indonesian education system currently operates under two primary curricular frameworks. Schools under the Ministry of Education, Culture, Research, and Technology have adopted the

¹ Nadia Ulhaq and Lahmuddin Lubis, "Penyusunan Materi Ajar Dalam Rangka Meningkatkan Keterampilan Berbicara Bahasa Arab Pada Siswa," *Journal of Education Research* 4, no. 3 (2023): 1202–11, doi:<https://doi.org/10.37985/jer.v4i3.361>.

² Hamzah Usaid Uzza and Dwi Setia Kurniawan, "Studi Komparasi Kurikulum 2013 Dan Kurikulum Merdeka Pada Mata Pelajaran Bahasa Arab Di Madrasah," *JIT: Jurnal Ilmu Tarbiyah* 2, no. 1 (2023): 91–108, doi:<https://doi.org/10.5717/jit.v2i1>.

³ Muh Sabilar Rosyad, Farid Qomaruddin, and Muhammad Farih, 'Kurikulum Pembelajaran Bahasa Arab Untuk Penutur Asing: Ragam Konsep Dan Desain Silabus', *TADRIS AL-ARABIYAT: Jurnal Kajian Ilmu Pendidikan Bahasa Arab*, 4.1 (2024), pp. 67–89 <<https://doi.org/10.30739/arabiyat.v4i1.2713>>.

⁴ Nidawati N, "Hakikat Kurikulum Pendidikan," *Jurnal Mudarrisuna* 11, no. 2 (2021): 22–42.

⁵ Putri Amanda Fadilla et al., "Perbandingan Pelajaran Bahasa Arab Antara Kurikulum 2013 Dengan Kurikulum Merdeka," *Jurnal Ilmiah Multidisiplin* 1, no. 12 (2024): 377–83, doi:<https://doi.org/10.5281/zenodo.10442305>.

Merdeka Curriculum. In response, and to align its institutions, the Ministry of Religious Affairs issued a series of regulations for madrasas. The most crucial of these for standardizing learning outcomes is the Decree of the Director General of Islamic Education No. 3211 of 2022 concerning Learning Outcomes for Islamic Religious Education and Arabic Language. This decree functions as the madrasa equivalent to the competency standards outlined in the Merdeka Curriculum, making an analysis of its proficiency targets both timely and essential.

The objectives of both curricula include the formation of independent human beings in personal, social, national life, and the most important aspect the spiritual formation of students. Human development and society must also be a focus in the application of this goal as a form of equity⁶. Therefore, in its application, this goal should also include Intitusal, curricular, and instructional goals, where each of these goals has a different focus in the world of education. As well as by paying attention to various aspects that accelerate the achievement of these goals including optimizing limited time.

In this curriculum it is stated that the time available for Arabic lessons is two to four hours a week. The time given can be said to be sufficient to achieve the target that has been set and may not be enough depending on how the learning time can be optimized. As stated by Dimiyati and Mudjiono⁷, the results of learning are not related to a lot or a little time, the most important aspect in learning is the effectiveness and efficiency of time in the learning process. The point of time efficiency is to prioritize what is more important and urgent to achieve from all existing goals.

Among the things that need to be considered to achieve the goals that have been conceptualized is to examine the problematika or problems faced in learning. Nurlaela revealed that the problem in Arabic is that the existing teaching material is too difficult⁸. As in the lessons of nahwu, shororf, and mufrodah or vocabulary. Mastery of nahwu must also be accompanied by mastery of shororf. Without these two sciences, there will be many errors in the construction of sentences and changes in the form of words in Arabic. The listener's ignorance

⁶ Muhammedi, "Perubahan Kurikulum Di Indonesia : Studi Kritis Tentang Upaya Menemukan Kurikulum Pendidikan Islam Yang Ideal," *Raudhah* IV, no. 1 (2016): 49–70, doi:<http://dx.doi.org/10.30829/raudhah.v4i1.61>.

⁷ Dimiyati and Mudjiono, *Belajar Dan Pembelajaran* (Jakarta: Rineka Cipta, 2020).

⁸ Lia Fatra Nurlaela, "PROBLEMATIKA PEMBELAJARAN BAHASA ARAB PADA KETERAMPILAN BERBICARA DI ERA REVOLUSI INDUSTRI 4.0," *Konferensi Nasional Bahasa Arab VI (KONASBARA) 2020* 1, no. 1 (2020): 34–41.

of Muftada and khabar, or Fiil, fa'il, and Maful in the sentence will change the meaning conveyed by the speaker. Problems in Mufrodat science are the many changes in words caused by differences in time and gender, some Arabic words are also related to the letters that accompany them and make differences in their use. So that sometimes just memorizing vocabulary is not enough, but also have to memorize the letters that accompany it, so that sometimes it is easy to forget the vocabulary.

This is the problem that makes the level of Arabic learning very high because students are required to understand Mufrodat, grammar, writing at the same time. And sometimes it also uses classical reference books as teaching materials, such as Jurumiyah, Al-Imriti, Ibn Aqil, and others. This has also been revealed by Asiyah⁹, that the problems that arise in learning Arabic are linguistics, sound system, vocabulary, sentence structure, and writing.

Therefore, in the preparation and design of the curriculum, it is necessary to pay attention to several things, Fatirul and Walijo explained the steps in the stages of designing an educational curriculum based on KKKNI, including Identifying Learning Outcomes and learning sub-achievements in a subject that is specific and able to describe where learning will be directed.

The learning outcomes of Islamic religious education and Arabic language in madrasas are already contained in the decision of the Directorate General of the Ministry of Religion of the Republic of Indonesia no. 3211 of 2022. After a brief review of the decree of the Directorate General of the Ministry of Religious Affairs of the Republic of Indonesia no. 3211 of 2022, it can be seen that this decision was made in order to form a generation that has the ability to use Arabic as a global communication tool and a tool to explore religion from authentic sources that generally use Arabic through the scientific floor process (Isnad) which continues to connect to its original source, namely the Quran and Prophetic Hadith. Ministry of Religious Affairs¹⁰.

This goal reflects the efforts and commitment of the Indonesian government to make Arabic one of the languages that must be mastered globally by learners in this century. The learning outcomes that have been set must also be in line with this goal. Therefore, it is necessary to conduct special research that discusses learning outcomes by looking at

⁹ Ulhaq and Lubis, "Penyusunan Materi Ajar Dalam Rangka Meningkatkan Keterampilan Berbicara Bahasa Arab Pada Siswa."

¹⁰ Kementerian Agama, *Surat Keputusan Dewan General Kementerian Agama Republik Indonesia No. 3211 Tahun 2022 Tentang Capaian Pembelajaran*, 2022.

them from an international perspective. How learning outcomes are in accordance with the standards used by many institutions around the world to determine what learners must master's in foreign language learning. One of the most widely used standards is the CEFR (Common European Framework of Reference for Languages).

The CEFR descriptive scheme for non-language has two complementary dimensions, the first being the communicative tasks that a language user or learner may need to master, the second the competencies that determine the success of a language performance or task, consisting of A1 and A2 (Basic users), B1 and B2 (Independent users), C1 and C2 (Advanced users). Since its publication in 2020 by the Council of Europe, the CEFR added new descriptions to the 2001 scale, introduced a new scale and a new Pre-A1 level, added Plurilingual and Pluricultural scales, replaced the 2001 phonology scale with three new scales, expanded the mediation scale to 24 new illustration scales¹¹.

This study aims to determine the level of Arabic language proficiency contained in the decree of the directorate General no. 3211 of 2022 concerning learning outcomes of English language and Islamic religious education in Indonesia seen based on CEFR.

This has been previously researched by Fathi Hidayah¹² in Arabic language learning competency standards at Madrasah Tsanawiyah in Indonesia based on ACTFL standards (The American Council on The Teaching of Foreign Languages), in his research he explained that Arabic language learning competencies at Madrasah Tsanawiyah in Indonesia seen from ACTFL standards are at the low Beginner level. In a study by Dadang Firdaus et al., which compared the Al Maharah Al Lughawiyah (language skills) standards in KMA 183 with ACTFL standards, researchers found that the curriculum's emphasis on speaking (kalam) and writing (kitabah) was higher than on the other two skills.

The study revealed that KMA 183 directs learning activities toward understanding and analysis. However, when compared to ACTFL standards, KMA 183 sets a more advanced goal for students in the first and second grades of MI (Madrasah Ibtidaiyah). According to

¹¹ Neus Figueras et al., *Aligning Language Education With The CEFR: A Handbook* (Strasbourg: British Council, EALTA, UKALTA, EALTA, 2022).

¹² Fathi Hidayah, "Actfl معيار جودة تعليم اللغة العربية في المدرسة الثانوية في أندونيسيا على أسس الأمريكي المعيار المرجعي الأمريكي," *Al Mi'yar: Jurnal Ilmiah Pembelajaran Bahasa Arab Dan Kebahasaaraban* 2, no. 2 (2019): 127, doi:<http://dx.doi.org/10.35931/am.v2i2.121>.

ACTFL, students at this level (Novice Low) are not yet expected to use functional language, whereas KMA 183 sets higher targets.¹³

While such studies provide a valuable benchmark for the previous curriculum, a clear research gap has emerged with the introduction of new educational policies. To date, there have been no studies analyzing the suitability of the learning outcomes in the Ministry of Religious Affairs Decree No. 3211 of 2022 with the Common European Framework of Reference for Languages (CEFR).

This study is therefore designed to fill this critical gap. Based on the outlined context and research gap, this paper seeks to answer the following specific questions: To what CEFR proficiency level do the Arabic language learning outcomes for listening, speaking, reading, and writing skills correspond at each educational phase (A-F) as stipulated in the Decree of the Director general of Islamic Education No. 3211 of 2022? How systematic and progressive is the alignment of these learning outcomes across the educational phases when mapped against the developmental structure of the CEFR proficiency level?

Literature Review

The Growth of the Arabic Language Curriculum in Indonesian Madrasahs

The Arabic language education curriculum in Indonesian madrasahs is dynamic, adapting to changes in national education policy. Prior to the implementation of the Merdeka Curriculum, the main guideline used was the Decree of the Minister of Religious Affairs (KMA) No. 183 of 2019. This curriculum focuses on the structure of Core Competencies (KI) and Basic Competencies (KD) that must be achieved by students. With the introduction of the Merdeka Curriculum by the Ministry of Education, Culture, Research, and Technology, there has been a paradigm shift from a content-based approach (KI-KD) to a competency- and learning outcomes-based approach. The focus is on Learning Outcomes (CP), which are the competencies that students must achieve at the end of each learning phase.

In response to this change, the Ministry of Religious Affairs, through the Directorate General of Islamic Education, issued Decision of the Director General of Islamic Education No. 3211 of 2022 concerning PAI and Arabic Language Learning Outcomes. This

¹³ Dadang Firdaus et al., "Menakar Al Maharah Al Lughawiyah Dalam KMA 183 Dengan Standar ACTFL," *Shaut al Arabiyyah* 11, no. 1 (2023): 1–18, [doi:10.24252/saa.v11i1.29255](https://doi.org/10.24252/saa.v11i1.29255).

decision specifically adapts the structure of the Merdeka Curriculum to the madrasah environment, making it a fundamental policy document that defines the current Arabic language proficiency targets.

International Language Proficiency Standards: CEFR and ACTFL

To measure language proficiency objectively, various international frameworks have been developed. One of the most influential is the Common European Framework of Reference for Languages (CEFR). Published by the Council of Europe, the CEFR defines language proficiency in six main levels: A1 and A2 (Basic User), B1 and B2 (Independent User), and C1 and C2 (Proficient User). The uniqueness of the CEFR lies in its approach of using “Can-Do Statements” descriptors, which explain what language users can do at each level in a functional manner. Since its update in the Companion Volume edition of 2020, the CEFR has added a Pre-A1 level and expanded its scale of descriptors, making it a more comprehensive tool for learning, teaching, and assessment.

In its approach, the CEFR establishes three main criteria: comprehensiveness, transparency, and coherence. This means that the CEFR aims to identify a wide range of inclusive language knowledge and skills, explained explicitly and easily accessible, so that the various components of language programs can complement each other and achieve coherence. This study emphasizes that the CEFR can be utilized at both the macro level (for curriculum development, proficiency testing, and textbook design) and the micro level (to support teaching and learning). It is also important to note that the CEFR is designed as a descriptive tool rather than a prescriptive method, which means that its abstract and non-specific descriptors need to be interpreted to suit specific languages and contexts. This study itself aims to achieve full adoption of the CEFR in non-specialist Arabic language courses, ensuring that all three criteria are met¹⁴.

Previous Comparative Studies on Arabic Language Curriculum

A number of studies have analyzed the Arabic language curriculum in Indonesia against international standards. A study conducted by Dadang Firdaus et al. compared the proficiency standards

¹⁴ Salwa Mohamed, “The Development of an Arabic Curriculum Framework Based on a Compilation of Salient Features from CEFR Level Descriptors,” *The Language Learning Journal* 51, no. 1 (January 2, 2023): 33–47, [doi:10.1080/09571736.2021.1923781](https://doi.org/10.1080/09571736.2021.1923781).

in KMA 183 with the ACTFL framework. The study found that KMA 183 places greater emphasis on speaking (*kealam*) and writing (*kitabab*) skills and sets higher targets for early grade students than the ACTFL Novice Low standard. Similarly, Fathi Hidayah also used the ACTFL standard to analyze Arabic language learning competencies at the Madrasah Tsanawiyah level. This literature review shows that an analysis of the old curriculum (KMA 183) against ACTFL standards has been conducted. However, to date, no study has been found that systematically analyzes the suitability of the Learning Outcomes in Kepdirjen No. 3211 of 2022 with the CEFR framework, which has become the global reference standard. This study aims to fill this crucial¹⁵.

Method

This research is included in Library Research and uses Qualitative research methods. Library study is a research method that makes books, journals, articles, or other relevant sources as the main source with the research stages of collecting various data sources, then reading, analyzing, reviewing, then writing and recording the core or research results by making conclusions related to the data that has been found. Meanwhile, what is meant by qualitative methods with a descriptive approach is research that produces data or information that is descriptive, either in oral or written form¹⁶.

The main instrument of this study is an alignment matrix developed by researchers based on the CEFR framework. Data collection was carried out by verbatim extraction of all Arabic Learning Outcomes (CP) for each phase (A-F) and each skill (listening, speaking, reading, writing) from Kepdirjen 3211/2022 and entering them into the matrix¹⁷. This research procedure was applied systematically to ensure rigorous and transparent analysis. The process began with the extraction and segmentation of each Learning Outcome (CP) from Decree No. 3211 of 2022, which was then analyzed using a content analysis approach to codify operational verbs and key competencies.

¹⁵ Neil Jones and Nick Saville, "EUROPEAN LANGUAGE POLICY: ASSESSMENT, LEARNING, AND THE CEFR," *Annual Review of Applied Linguistics* 29 (March 1, 2009): 51–63, [doi:10.1017/S0267190509090059](https://doi.org/10.1017/S0267190509090059).

¹⁶ Mulik Cholillah et al., "Pengembangan Kurikulum Merdeka Dalam Satuan Pendidikan Serta Implementasi Kurikulum Merdeka Pada Pembelajaran Abad 21," *Sanskara Pendidikan Dan Pengajaran* 1, no. 02 (2023): 56–67, [doi:10.58812/spp.v1.i02](https://doi.org/10.58812/spp.v1.i02).

¹⁷ Sugiyono, *Metode Penelitian Kuantitatif Kualitatif Dan R & D* (Bandung: Alfabeta, 2013).

The next crucial stage is the alignment process, in which the codes are carefully compared with the proficiency descriptors in the international CEFR standard by applying the best-fit principle as the main criterion. Based on the strongest alignment, the CEFR proficiency level was then determined for each CP, and the results were synthesized to draw comprehensive conclusions regarding the mapping of language proficiency levels in the Director General decree.

Result and Discussion

Overview of the Decree of the Directorate General of the Ministry of Religious Affairs of the Republic of Indonesia No. 3211 of 2022 concerning learning outcomes of PAI and Arabic Language in Madrasahs

Following the issuance of several decrees by the Minister of Religious Affairs between 2018 and 2019, madrasahs have been given the freedom to innovate in their educational and learning practices. These regulations, specifically Decree No. 792 of 2018, Decree No. 183 of 2019, and Decree No. 184 of 2019, provided the initial foundation for this flexibility. This shift aligns with the Ministry of Education, Culture, Research, and Technology's Independent Curriculum, which was introduced in the 2022/2023 academic year.

This curriculum also emphasizes a simplified approach and offers educational institutions the flexibility to manage their own learning programs. Consequently, it's essential for madrasahs to constantly adapt and improve. They should be willing to implement new and innovative ideas and leverage information technology to enhance the quality of their services for students and staff¹⁸.

The Ministry of Religion's decree on Arabic language education in madrasahs aims to equip students with the skills to use Arabic as a global communication tool and to access religious knowledge directly from original sources like the Qur'an and Hadith. To achieve this, students are expected to master four key language skills: listening (*Maharah Istima*), speaking (*Maharatul Kalam*), reading (*Maharah Qiraah*), and writing (*Maharah Kitabah*). This comprehensive approach ensures they can effectively use the language for both communication and scholarly purposes. Mastering these four abilities must also be

¹⁸ Direktorat General Pendidikan Islam Kementerian Agama Republik Indonesia, "Keputusan Menteri Agama Republik Indonesia Nomor 347 Tahun 2022 Tentang Pedoman Implementasi Kurikulum Merdeka Pada Madrasah," 2022.

accompanied by mastery of 3 language elements, namely *Aswat* (sound), *Mufrodāt* (Vocabulary), *Qawaid lughawīyyah* (Language Rules).

The second competency is Mastering Communication Competence as a form of functional application of Arabic. Then mastering Cultural competence, Arabic is a language rich in cultural messages, ranging from classical Islamic culture, modern Islamic culture and local Arabic culture itself¹⁹. But Nurlaela²⁰ revealed that students still face fundamental difficulties in learning Arabic, such as in grammar (*nahw and sharf*) and vocabulary (*mufrodāt*). If students are still struggling with these fundamental issues, then achieving the B2-C1 proficiency target -which requires flexible, effective, and spontaneous use of language for academic and professional purposes -becomes a huge challenge.

As stated in the decree, Arabic language learning for the four language skills is divided into several learning phases, namely phase A (Grades 1 and 2 Ibtidaiyah), B (Grades 3 and 4 Ibtidaiyah), C (Grades 5 and 6 Ibtidaiyah), D (Grades 7 to 9 Tsnowīyyah), E (Grade 10 Aliyah), and F (Grades 11 and 12 Aliyah). Basically, learning a scientific discipline is done in stages, this has been explained by the theory of “Bloom’s taxonomy” which is taken from the name of the originator, Benjamin Bloom in 1950. Which says that the lowest level of a person in learning something is to remember, then afterwards understand, apply, analyze, assess, then evaluate.

Rifda Haniefa in “Implementation of the HOTS (Higher Order Thinking Skills) Assessment Model on Four Arabic Language Skills” said that the indicators of low-level listening skills include imitating words, phrases, short sentences that are listened to and finding explicit information. For the middle level ability to understand according to the oral discourse that is listened to. And the high level compares, identifies, assesses ideas conveyed orally.²¹ while in other abilities it also starts from mastering a word, then a sentence, paragraph, nash and a

¹⁹ Ahmad Muradi and Taufiqurrahman, *Pengembangan Kurikulum Pembelajaran Bahasa Arab: Konsep Dan Aplikasi* (Depok: PT Rajagrafindo Persada, 2021).

²⁰ Lia Fatra Nurlaela, “PROBLEMATIKA PEMBELAJARAN BAHASA ARAB PADA KETERAMPILAN BERBICARA DI ERA REVOLUSI INDUSTRI 4.0,” *Konferensi Nasional Bahasa Arab VI (KONASBARA) 2020* 1, no. 1 (2020): 34–41, [10.59548/js.v1i1.41](https://doi.org/10.59548/js.v1i1.41).

²¹ Rifda Haniefa, “IMPLEMENTASI MODEL PENILAIAN HOTS (HIGHER ORDER THINKING SKILLS) PADA PENILAIAN EMPAT KETERAMPILAN BERBAHASA ARAB,” *Ta’limi: Journal of Arabic Education & Arabic Studies* 1, no. 1 (2022): 49–71, doi:<https://doi.org/10.53038/tlmi.v1i1.11>.

discourse with a minimal level of error. The phases in the form of levels in learning are what will be measured by the CEFR standard.

Analysis of Language Proficiency Levels in Arabic Language Learning contained in the decree of the Directorate General of the Ministry of Religious Affairs of the Republic of Indonesia No. 3211 of 2022 based on CEFR Standards

1. Listening Skills

Table 1. Listening ability based on CEFR Standard

Phase	Learning Outcomes in the decree of the Directorate General	CEFR Standard
A	Intensive learning allows students to closely listen for and identify specific components of a language. This includes basic sound units (phonemes), individual words, intonation, and discourse markers (words that connect ideas).	Pre A1
B	The ability to understand commands, greetings, and questions is known as "responsive listening."	A1
C	The ability to understand the main idea and respond simply is known as "responsive listening."	A2
D	Information that is heard can be explored by learners thanks to selective learning.	B1
E	Information that is heard can be explored by learners who are able to select what they want to learn.	B2
F	Listening carefully allows learners to formulate responses based on what they hear.	C1

2. Speaking ability

Table 2. Speaking ability based on CEFR Standard

Phase	Learning Outcomes in the decree of the Directorate General	CEFR Standard
A	Learners can practice speaking by imitation, which involves copying words, phrases, and sentences.	Pre A1
B	By speaking intensively, learners can use Arabic as a global communication tool, making sure their grammar, phrasing, lexicon, and phonology are appropriate.	A1
C	Responsive speaking allows learners to participate in very simple conversations and ask questions, engaging in global communication.	A2
D	Interactive speaking allows learners to use simple texts as a global communication tool to interact with others.	B1
E	Interactive speaking allows learners to engage with complex texts as a global communication tool.	B2
F	Speaking extensively allows learners to use language as a global communication tool by producing it orally..	C1

3. Reading Ability

Table 3. Reading Ability based on CEFR standard

Phase	Learning Outcomes in the decree of the Directorate General	CEFR Standard
A	Learners can recognize letters and understand basic text elements like words and punctuation.	Pre A1
B	Learners can read and understand very simple passages in written or visual formats..	A1
C	Learners can understand short written or visual passages.	A2
D	Learners can understand and think critically about multiple paragraphs in a text.	B1
E	Learners can actively understand and reflect on multiple paragraphs within a text.	B2
F	Learners can understand and reflect on longer texts, such as stories, articles, or books.	C1

4. Writing ability

Table 4. , writing ability based on CEFR standard

Phase	Learning Outcomes in the decree of the Directorate General	CEFR Standard
A	Writing and presenting by imitation, learners are able to imitate and present very simple letters, word, punctuation, sentences, this category includes the ability to spell correctly.	Pre A1
B	In intensive writing and presentation, leaners are able to produce and present appropriate vocabulary in context and correct grammar.	A1
C	In intensive writing and presentation, leaners are able to produce and present appropriate vocabulary in context and correct grammar.	A2
D	Intensive writing and presentation, learners are able to connect and organize sentences into paragraphs in limited discourse, and create a logically connected sequence of two or three paragraphs.	B1
E	Intensive writing and presentation, learners are able to connect and organize sentences into paragraphs in limited discourse, and create a logically connected sequence of four or five paragraphs.	B2
F	Writing and presenting extensively, learners are able to produce written language freely and in depth and are able to present it in context according to the theme.	C1

Table 5. four Arabic language skills based on CEFR standards

Ability Language	Directorate General Decree no 3211 of 2022 concerning learning outcomes of PAI and Arabic Language
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	Phase A	Phase B	Phase C	Phase D	Phase E	Phase F
Listening	Pra A1	A1	A2	B1	B2	C1
Speaking	Pra A1	A1	A2	B1	B2	C1
Reading	Pra A1	A1	A2	B1	B2	C1
Writting	Pra A1	A1	A2	B1	B2	C1

After reviewing the data found above, it can be concluded that in general, language learning contained in the decree of the directorate General of the ministry of religion adapts the CEFR language learning standards.

The Gap Between Curricular Idealism and Implementation Reality, The main finding that shows a systematic alignment between the Learning Outcomes (CP) in Kepdirjen No. 3211/2022 and the CEFR levels is the fundamental reason for the creation of an ideal and internationally measurable Arabic language curriculum standard in Indonesia.

Consequently, this policy theoretically puts madrasahs on the right track to produce graduates with globally recognized language proficiency. The logical progression from Pre-A1 level in Phase A to C1 in Phase F creates a coherent roadmap, which is a significant step in the standardization of national Arabic language education.

However, setting advanced proficiency targets (B2 and C1) in Phases E and F became the second cause that triggered a series of problematic consequences. These ambitious targets, when confronted with the reality of limited weekly class hours and a non-immersive ecosystem in most madrasahs, result in the emergence of a significant potential gap between the idealism of the curriculum and the capabilities of its implementation in the field.

A further consequence of this gap is the emergence of enormous pressure on the two main pillars of education: teachers and students. Teachers are faced with the demand to have the pedagogical readiness to facilitate high-level learning that may exceed their current training and qualifications, while students risk becoming demotivated if the targets set feel unrealistic to achieve. If not mitigated, the end result is that this curriculum will only serve as an impressive administrative document on paper, but fail to be a transformative force in classroom

learning practices. As revealed in a study by Friendis Syani Amrulloh²² in How Cefr is Implemented in Arabic Language Learning in Madrasah Schools, Teachers' Understanding Of Cefr is still limited.

- a. Three out of five teachers only understand CEFR as a framework for improving conversation.
- b. The other two teachers associate CEFR with proficiency levels (A1-C2) but do not understand how to operate it or have no technical training.

Based on research by M. Labib Al Halim²³, English teachers at the junior high school level face three main obstacles in improving their students' speaking skills in the Merdeka Curriculum. These problems are students' limited vocabulary, difficulty in motivating them to learn, and students' lack of confidence when speaking.

To bridge the gap between the ideal curriculum design and the reality of its implementation, a series of structured and sustainable policy interventions are needed. The main cause of potential implementation failure is the unpreparedness of the supporting ecosystem. Therefore, the solution is to strengthen the ecosystem through three main pillars:

- a. Continuous Teacher Professional Development

The government, through the Ministry of Religious Affairs, should design and implement certified training programs that focus on improving teachers' language proficiency to the C1 level and mastery of CEFR-based teaching pedagogy. This training should not be ceremonial, but should include mentoring, classroom observation, and the development of professional learning communities among Arabic teachers.

- b. Provision of Aligned Teaching Materials and Learning Resources

There should be a centralized initiative to develop textbooks, digital materials, and question banks explicitly designed for each CP phase and CEFR level. These materials must be rich in authentic

²² Friendis Syani Amrulloh and Ahmad Miftahul Maarif, "HOW CEFR IS IMPLEMENTED IN ARABIC LANGUAGE LEARNING IN MADRASAH SCHOOLS," *JALIE; Journal of Applied Linguistics and Islamic Education* 8, no. 02 (February 19, 2025): 345–62, [doi:10.33754/jalie.v8i02.1442](https://doi.org/10.33754/jalie.v8i02.1442).

²³ M. Labib Al Halim, Salamun, and Omnia Mohamed, "TEACHERS' CHALLENGES AND APPROACHES IN ENHANCING STUDENTS' SPEAKING SKILLS WITHIN THE MERDEKA CURRICULUM IN JUNIOR HIGH SCHOOL," *JALIE; Journal of Applied Linguistics and Islamic Education* 9, no. 1 (April 19, 2025): 171–88, [doi:10.33754/jalie.v9i1.1492](https://doi.org/10.33754/jalie.v9i1.1492).

content relevant to the Indonesian context while still meeting the complexity standards required by levels B2 and C1.

c. Assessment System Reform

To ensure that curriculum targets are measured validly, standardized formative and summative assessment instruments aligned with the CEFR should be developed. These could take the form of madrasah final exams that adopt international proficiency test models or online diagnostic assessment platforms that can help teachers map student progress on a regular basis. By implementing these recommendations synergistically, systemic readiness will be established. This will create more conducive conditions, so that the ambitious targets in Director General Decree No. 3211/2022 can be pursued in a more realistic and effective manner.

Conclusions

This study was conducted to answer how the learning outcomes in the Ministry of Religious Affairs Decree No. 3211 of 2022 align with the CEFR framework and to assess the coherence of this alignment. The research concludes that the decree presents a systematic and progressive alignment with CEFR standards, mapping a clear developmental path from Phase A (Pre-A1) to Phase F (C1). While this provides an ideal, internationally benchmarked structure on paper, the ambitious targets for advanced phases (B2-C1) raise significant questions about their practical feasibility within the Indonesian madrasah context.

The findings have several crucial implications. For curriculum developers, this alignment provides a solid foundation, but it also necessitates the creation of teaching materials and syllabi that are genuinely designed to achieve the specified CEFR levels. For teachers, the high-level targets imply an urgent need for professional development focused on advanced language pedagogy and CEFR-aligned instructional strategies. Finally, for assessment, this study highlights the need to develop standardized, CEFR-based language proficiency tests to accurately measure the attainment of these new learning outcomes.

The primary limitation of this research is its scope; the analysis is based solely on documentary review and does not empirically test the curriculum's implementation in the classroom. Therefore, future research is essential to bridge this gap. A pilot study implementing the decree's learning outcomes in select madrasas, followed by evaluation

using CEFR-based assessments, would be a valuable next step. Further research could also explore teacher readiness and the effectiveness of specific pedagogical interventions designed to help students achieve these ambitious proficiency targets.

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