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Systemic PAI Curriculum Integration Model: Synchronizing Educational Pathways Within a Deep Learning Framework Based on Graduate Profiles

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Abstract:
Minister of Primary and Secondary Education Regulation Number 13 of 2025 directs the national curriculum toward a deep learning approach with a primary focus on the intracurricular path. However, the regulation does not yet technically govern the integration mechanism between intracurricular, co-curricular, and extracurricular paths. This condition results in a policy gap and policy vacuum that leads to the fragmentation of students' learning experiences in the field. This qualitative research, utilizing literature study and policy analysis, aims to examine this policy gap and formulate a systemic curricular integration model. The findings indicate that the absence of integration regulations results in the repetition of learning materials, which hinders the achievement of deep learning and creates administrative excesses for teachers in the form of duplicated planning and assessment documents. As a solution, this study proposes the Systemic Curriculum Integration Model, which consists of three main components: integrated planning (One-Door system), a material bridging matrix across paths to ensure a spiral curriculum, and comprehensive assessment. This model is expected to create curricular synchronization that alleviates the administrative burden on teachers while optimizing the holistic formation of the eight dimensions of graduate profiles. The study recommends the issuance of supplementary policies by the Ministry of Primary and Secondary Education and the Ministry of Religious Affairs to address the technical regulatory void regarding this integration.

INTRODUCTION

The dynamics of contemporary education policy in Indonesia have increasingly emphasized the importance of holistic and integrative learning (Hamami & Nuryana, 2022). The enactment of Ministerial Regulation of Primary and Secondary Education Number 13 of 2025(Permendikdasmen-No-13-Tahun-2025, n.d.) mandates the integration of intracurricular, co-curricular, and extracurricular activities as a unified learning ecosystem. This policy reflects a paradigm shift from fragmented instructional practices toward a more systemic

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and meaningful learning experience.

In the context of deep learning implementation, this policy is closely associated with the strengthening of the graduate profile, which encompasses eight essential dimensions, including spiritual, intellectual, social, and character development (Kembara, 2025). These dimensions require learning experiences that extend beyond classroom instruction and are supported by co-curricular and extracurricular engagements(Mishra & Aithal, 2023a). Therefore, achieving a comprehensive graduate profile necessitates systemic integration across all learning domains rather than isolated emphasis on intracurricular activities alone. However, empirical realities in many educational institutions indicate that learning practices remain predominantly compartmentalized (LaCroix, 2022). Intracurricular activities are often treated as the primary domain of academic achievement (Rosyid & Herdiansyah, 2026), while co-curricular and extracurricular activities function merely as complementary or even peripheral components (Mishra & Aithal, 2023b). This fragmentation leads to a lack of coherence in learning experiences and limits the realization of deep learning outcomes.

Conceptually, deep learning refers to a learning process that enables students to construct meaning, develop critical thinking, and internalize knowledge in a way that is transferable across contexts (Kovač et al., 2025a). Scholars such as John Hattie and Michael Fullan emphasize that deep learning involves not only cognitive mastery but also the integration of character, collaboration, creativity, and citizenship (Purwoko et al., 2026). In contrast to surface learning, which focuses on memorization and procedural understanding, deep learning fosters meaningful engagement and long-term retention (Alhebaishi et al., n.d.).

Despite its conceptual strength, the implementation of deep learning in educational practice often encounters structural challenges, particularly in the absence of an integrative instructional framework (Kovač et al., 2025b). Existing instructional models tend to focus on classroom-based processes and do not adequately address the interconnected roles of co-curricular and extracurricular activities (Pan & Tong, 2025). As a result, the potential of deep learning to support holistic student development remains underutilized .

Based on this gap, this study aims to develop and analyze an integrative learning model that systematically connects intracurricular, co-curricular, and extracurricular activities within the framework of deep learning. The proposed model is expected to provide a conceptual and practical contribution to the development of holistic education, particularly in the context of Islamic education, where the integration of knowledge, values, and character formation is fundamentally essential.

RESEARCH METHOD

This study employs a qualitative approach with a library research design (Weyant, 2022). The primary focus is on policy analysis. The researcher did not conduct field activities such as interviews or observations (Hall & Messner, 2025). Instead, the analysis examines the content of the Ministerial Regulation of Primary and Secondary Education Number 13 of 2025, related documents, and literature regarding curriculum integration, deep learning, and educational policy

implementation (Permendikdasmen-No-13-Tahun-2025, n.d.). Data from previous student research conducted at a high school are utilized solely as reinforcing illustrations rather than primary data.

There are two categories of data sources in this study. Primary sources include the Ministerial Regulation Number 13 of 2025 and academic literature on curriculum integration(Hall & Messner, 2025), deep learning, and policy implementation theory (Wahyu & Mufti, 2025). Secondary sources consist of relevant journal articles, books, and research reports. Data analysis is conducted through content analysis (McCashin & Murphy, 2023). The researcher performed repeated readings of all documents, identifying critical segments is like such as policy gaps, material repetition, and administrative burdens, and subsequently mapping the relationships between these elements (Khalil et al., 2025).

To ensure the trustworthiness of the research results, the researcher maintains data validity through two strategies (Khalil et al., 2025). First, by utilizing various credible literature sources (Scopus-indexed journals, international books, and official government documents) and comparing findings across these sources. Second, by critically reviewing official documents, noting anomalies or contradictions, and situating them within relevant policy theories. The research stages involve collecting documents and literature, filtering those relevant to the research questions, presenting them in narrative form, and finally drawing conclusions (Khalil et al., 2025). All processes are systematically executed and documented to ensure the dependability of the research for future scholarly inquiries.

RESULTS AND DISCUSSION

RESULTS

Based on the review of the Ministerial Regulation of Primary and Secondary Education Number 13 of 2025, it was found that this regulation does not govern the integration mechanism between intracurricular, co-curricular, and extracurricular activities (Permendikdasmen-No-13-Tahun-2025, n.d.). The primary focus of the policy is on strengthening intracurricular activities within the framework of deep learning (Safardan et al., 2024). No articles or paragraphs explicitly mandate the unification of these three curricular pathways. The Ministry of Religious Affairs has also not issued specific technical regulations governing this for madrasahs and religious schools (Sunita et al., 2025).

Table 1. Regulatory Content Regarding Curricular Integration

ASPECT	Ministerial Regulation 13/2025
Main focus	Strengthening intracurricular activities within a deep learning framework
Co-curricular regulation	Mentioned administratively, without technical guidance
Extracurricular regulation	Not mentioned
Integration of the three pathways	Not regulated
Technical guidance from Ministry of Religious Affairs	Not yet available

This confirms that Ministerial Regulation Number 13 of 2025 reveals a significant regulatory disconnection. Technically, co-curricular arrangements are only mentioned in an administrative context without operational guidelines, while extracurricular activities are not addressed at all (Shakil et al., 2024). This lack of regulation creates a policy vacuum in the implementation of a comprehensive curriculum.

Field Practices Indicate the Disconnection of the Three Pathways

Based on descriptions from previous research, it was found that intracurricular, co-curricular, and extracurricular activities in schools operate independently.

Table 2. Examples of Disconnection in Alms (Sedekah) and Prayer (Salat) Materials

Pathway	Example 1: Alms (Sedekah)	Example 2: Prayer (Salat)
Intracurricular	Alms theory is taught in class	Prayer theory is taught in class
Co-curricular	Friday Charity runs separately	Congregational prayer runs separately
Extracurricular	OSIS only handles logistics without linkage	Separate training for prayer leadership, dakwah, and practice

The three pathways lack a bridge connecting one to another; consequently, learning—which should be continuous becomes disconnected (Yeganeh et al., 2025). This table confirms a dissociative implementation in the educational process, reflected through the rigid separation between theoretical and practical dimensions. This phenomenon is evident in the delivery of religious materials, such as alms and prayer, which tend to stop at the cognitive level in the classroom without synchronization with social charity or collective worship practices. The disconnection indicates that curricular activities operate autonomously without integration that unifies the students' learning experience. Consequently, the internalization of character values is hindered, and the goal of forming holistic and continuous understanding is not optimally realized.

Teachers Experience Four Operational Problems

From previous research findings, four problems faced by teachers due to the lack of integration were identified.

Table 3. Four Operational Problems for Teachers

No	Problem	Explanation
1	Duplication of planning documents	Teachers create three separate documents: teaching modules (intra), project guides (ko), and extracurricular programs (extra).
2	Assessment confusion	Different assessment demands in each pathway require teachers to create three different assessment matrices.

3	Time inefficiency	Schedules for intra, ko, and extra activities often clash or are distant without linkage.
4	Weak coordination	There is no mechanism to unify the managers of intra, ko, and extra activities (Nawab & Sharar, 2022).

The data in Table 3 shows that the absence of curricular integration implies an excessive administrative and operational workload for educators. This triggers the duplication of planning documents as teachers must prepare three separate types of modules. This disconnection also creates complexity in the assessment system and time allocation inefficiency. Without a coordination mechanism, educational practitioners face structural barriers in orchestrating school programs effectively, impacting overall learning productivity.

In response to the aforementioned issues, this study formulates the Systemic Curriculum Integration Model consisting of three components (VanTassel-Baska & Wood, 2023). The first component is Integrated Planning (One-Door System) (Asrah et al., 2024). Educators only need to prepare a single comprehensive planning document at the beginning of the semester that covers all three pathways. In this framework, the intracurricular pathway serves as the domain for theoretical learning, the co-curricular pathway facilitates deeper understanding through projects, and the extracurricular pathway provides space for practice and talent development.

The second component is the Material Bridging Matrix Across Pathways. This ensures that materials are not merely repetitive but progressively more profound. For example, in the topic of Alms (Sedekah):

Pathway	Activity	Difficulty Level
Intracurricular	Learning definitions, laws, and virtues of alms	Basic
Co-curricular	Designing the "Friday Charity" program	Intermediate
Extracurricular	Leading implementation and creating innovations	Advanced

This study indirectly formulates the Systemic Curriculum Integration Model as a curricular synchronization effort through three main components.(Mittal & Bansal, 2024) The first component facilitates educators in aligning the function of intracurricular as a theoretical foundation, co-curricular as a means of material deepening through projects, and extracurricular as a space for practice and student potential development. The second component applies a material correlation matrix across pathways to guarantee substance continuity and avoid material repetition. Through this model, student understanding is built gradually, starting from mastering basic concepts in the intracurricular pathway, progressing to program design abilities in the co-curricular pathway, and reaching leadership and innovation creation in the extracurricular pathway. The third component is Comprehensive Assessment. Integrated or comprehensive assessment means that a single assessment instrument covers student achievements from all pathways, with weighting adjusted according to their respective functions.

DISCUSSION

The finding that existing regulations do not govern integration confirms a significant policy gap within the national curriculum framework following the enactment of Ministerial Regulation Number 13 of 2025 (Permendikdasmen-No-13-Tahun-2025, n.d.). Unlike typical policy implementation studies that focus on the implementation gap, the distance between mandate and execution, this situation is more critical because the mandate for integration itself is non-existent. The government's exclusive focus on strengthening intracurricular activities has left co-curricular and extracurricular pathways without the necessary operational guidelines (Halimah et al., 2025). This lack of regulation creates a policy vacuum at the school level, forcing educational institutions into inconsistent independent interpretations(Rodríguez G, 2025). Without specific technical regulations from the Ministry of Religious Affairs, curricular integration will remain an unresolved systemic challenge for madrasahs and religious schools alike.

Impacts on Student Learning and Teacher Professionalism

Evidence from the implementation of alms and prayer materials demonstrates that without integration, students are subjected to repetitive learning without cognitive progression (Rifqi & Suwendi_, 2025). Based on the revised Bloom's Taxonomy, deep learning requires a hierarchical process; however, current field practices often stall at basic cognitive levels (Dutta et al., 2024). This results in shallow learning rather than the intended holistic development. Furthermore, the lack of instructional coherence is the alignment between goals, curriculum, and assessment, causes fragmented learning experiences (Arnold & Willis, 2023). For teachers, the four identified operational problems are manifestations of a structural hole, where the absence of a bridging mechanism between work units forces educators to work in isolation (Andrews, 2024). This excessive administrative burden triggers role conflict, forcing teachers to prioritize document duplication over pedagogical quality, which ultimately diminishes the quality of teacher-student interactions (Alharbi, 2025).

The Integration Model as a Fundamental Solution

The proposed model, likes comprising integrated planning, a material bridging matrix, and comprehensive assessment, is designed to address these systemic failures (Chen et al., 2026). Theoretically, this aligns with the principles of curriculum integration that emphasize collaborative planning and student relevance (Liu, 2023). The integrated planning component resolves the structural hole by creating a unified collaborative space, while the material bridging matrix adopts the spiral curriculum principle, ensuring that materials are revisited with increasing complexity across the three pathways (Badarnah, 2025). Finally, the comprehensive assessment component reduces the teacher's cognitive load by using a single instrument to cover student achievements from all learning domains. Unlike previous research that focused merely on administrative simplification, this model offers a fundamental shift toward curricular unification

(Cooney & Cohen, 2024).

Limitations and Future DirectionsIt must be noted that this model remains conceptual, as this study is based on a literature review rather than field trials. The success of this model is highly dependent on school-specific factors, particularly leadership and a culture of teacher collaboration. Therefore, empirical trials across diverse educational settings are necessary to validate the model's effectiveness in practice.

CONCLUSION

Ministerial Regulation Number 13 of 2025 mandates the strengthening of intracurricular activities within a deep learning framework, yet it fails to regulate the connectivity between intracurricular, co-curricular, and extracurricular pathways. Consequently, these three pathways operate independently in the field. The impact is twofold: students experience material repetition without meaningful deepening, while teachers bear a multiplied administrative burden, including the creation of three separate documents, three assessment matrices, and the absence of a coordination mechanism.

This study proposes the Systemic Curriculum Integration Model as a policy recommendation, consisting of integrated planning, a material bridging matrix across pathways, and comprehensive assessment. However, this model remains conceptual and has not yet been field-tested. Therefore, the Ministry of Primary and Secondary Education and the Ministry of Religious Affairs need to consider curricular integration as a complementary policy. Further research is required to test this model across various educational settings.

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