



**SCHOOL-BASED CURRICULUM DEVELOPMENT:
AN ANALYSIS OF THE ISSUES AND PROBLEMS FACED BY TEACHERS
IN IMPLEMENTING KTSP IN SOUTHERN ACEH**

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**DISERTASI DIKEMUKAKAN BAGI MEMENUHI SYARAT UNTUK
MEMPEROLEHI IJAZAH SARJANA PENDIDIKAN**

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DECLARATION

I hereby declare that the work in this dissertation is my own except from quotation and summaries which have been duly acknowledge.

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ABSTRAK

Kurikulum Tingkat Satuan Pendidikan (KTSP) adalah kurikulum berbentuk School-Based Curriculum Development (SBCD), yang dilaksanakan di Indonesia sejak tahun 2006. Kurikulum ini berazaskan piawai antara piawai isi kandungan dan piawai pengijazahan. Yang disediakan hanyalah spesifikasi dan pengurusan kurikulum sebenar manakala pembinaan kurikulum menjadi tanggung jawab guru. KTSP boleh dianggap sebagai suatu inovasi yang berbeza daripada pendekatan yang digunakan kurikulum sebelumnya, yaitu menyediakan spesifikasi terperinci, bahan penyokong, serta garis panduan bagi guru yang sebenarnya mengurangkan peranan guru dalam pelaksanaan kurikulum yang ditetapkan kerajaan. KTSP mengendaki guru berpikir untuk wujud rancangan dan strategi pengajaran dan pembelajaran yang berlaku dalam bilik darjah. Pengalihan kepada KTSP mempunyai implikasi kuat terhadap peranan guru, kerana guru perlu bertanggung jawab mengenai pengajaran pembelajaran siswa mereka. Pelaksanaan KTSP menyebabkan pengajaran dan pembelajaran lebih mengikuti konteks, dimana guru perlu mengambil kira situasi tempatan. Oleh yang demikian guru perlu berfungsi sebagai pengamal yang sentiasa berenung tentang kurikulum bukan hanya sebagai pelaksana kurikulum sahaja. Pada dasarnya kurikulum tidak lagi hanya dilihat sebagai syllabus tetapi sebagai suatu proses dinamik yang melibatkan pematuhan terhadap piawai kandungan dan pengijazahan melalui interaksi antara guru, pelajar dan bahkan orang tua dan masyarakat. Kajian ini membincangkan isu dan permasalahan yang dihadapi oleh guru dalam melaksanakan KTSP di sebuah sekolah di Aceh Selatan. Pembahasan didasarkan pada triangulasi antara data temubual yang diperolehi dari sepuluh guru dalam satu sekolah, contoh rancangan pengajaran (lesson plan) dari guru dan dokumen-dokumen rasmi tentang KTSP daripada Jabatan Pendidikan. Dapatan kajian menunjukkan bahawa, ada keperluan untuk Jabatan pendidikan untuk meninjau dan mengubah pelaksanaan dalam hal model perubahan dan strategi yang digunakan. Kedua, latihan yang ditawarkan kepada para guru harus dikaji semula dalam konteks membolehkan kejelasan pemahaman tentang peranan guru tidak hanya dalam hal prosedur dan mekanisme pelaksanaan, namun perhatian yang mencukupi juga harus diberikan latihan dalam aspek profesional, seperti kecekapan dan keupayaan untuk berfungsi sebagai pengamal reflektif. Fokusnya harus sudah tidak hanya pada apa yang harus dilakukan tetapi juga pada bagaimana melakukannya. Ketiga, guru harus diberikan mentoring, pengawasan yang dan bimbingan yang mencukupi dalam tahap awal pelaksanaan. Keempat, ada keperluan untuk kemudahan sokongan di peringkat sekolah dalam hal pengajaran dan pembelajaran dan juga bahan sumber belajar mengajar. Kelima, ada keperluan mendesak untuk mengambil inisiatif untuk menukar keberadaan pola pikir guru untuk memahami dan menerima inovasi kurikulum yang dituntut KTSP. Hal ini memerlukan perubahan budaya. Terakhir, langkah-langkah juga harus diambil untuk melibatkan orang tua dan masyarakat untuk lebih aktif dalam pelaksanaan KTSP.





ABSTRACT

Kurikulum Tingkat Satuan Pendidikan (KTSP) is a form of School-Based Curriculum Development (SBCD) that was introduced in Indonesia in the year 2006. It is a standard based curriculum which spells out curriculum standards and graduation standards. What is provided is just the curriculum specifications and the actual management and development of the curriculum become the responsibility of teachers. This is an innovation in that it is a different approach compared to the previous curriculum practice of providing the teachers with detail specifications, support materials, and guidelines which actually reduces the role of teachers to that of implementing the prescribed curriculum. KTSP requires the teachers to think through the curriculum, reflect, plan and strategise the teaching learning discourse that is to be enacted in the classroom situation. The shift to KTSP has strong implications for the role of the teachers, because the teachers have to take greater responsibility for their teaching and the learning of their students. The implementation of KTSP has become more contextual where the teachers have to take into consideration practice in the context of the local situation. This requires the teachers to function as reflective practitioners and not just as mere implementers of the curriculum. Basically curriculum is no longer just seen as a syllabus but as a dynamic process that involves adherence to content and achievement standards through interaction between teachers, students and even the parent and community. The study addresses the issues and problems faced by teachers in implementing KTSP in a school in Southern Aceh. The discussion is based on triangulation between interview data obtained from ten teachers in one school, examples of the lesson plans of teachers and official documents on KTSP from the Ministry of Education. The finding of the study shows that, there is a need for the Ministry of the education to review and revamp the implementation in terms of change models and strategies used. Secondly, the training offered to the teachers has to be re-examined in the context of enabling clarity of understanding of the teachers' role not only in term of procedures and the mechanics of implementation but sufficient attention has also got to be given to the professional aspects of the training, like the competence and the capacity to function as reflective practitioners. The focus has got to be not only on what to do but also on how to do it. Thirdly, the teachers have to be given sufficient mentoring, supervision and guidance in the initials stages of the implementation. Fourthly, there is a need for more support facilities at the school level in terms of teaching and learning and also the production of teaching learning resources. Fifthly, there is a pressing need to take initiatives to change the existing mind set of teachers to understand and accept the curriculum innovation that KTSP is demanding. This requires a cultural change. Finally, measures have also to be taken to involve the parents and the community more actively in the implementation of KTSP





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CHAPTER I

INTRODUCTION



1.1 Background of the Study

Education is an on-going process. Hence it is only logical that nations are always researching and introducing changes into existing education systems in terms of structure and curriculum. Changes in curriculum are geared towards improvement, particularly in relation to the quality of teaching and learning. Curriculum has implications for teacher competence and capacity to manage change because most curriculum change involves innovations. Change is not an automatic process. Even in managing and developing a centrally prescribed curriculum at the school level adaptation is an important aspect to be considered. Adaptation here means adjusting, translating curriculum into





classroom processes of teaching and learning. This includes taking into consideration local factors such as, the level of students' competence, level of the support system and the educational infrastructure and facilities available. Curriculum change is a challenge and many a curriculum change has failed because of the inability of the teachers to understand the change and the implications of that change for their role as teachers. Change in curriculum is normally introduced to meet new local needs or global demand. Change in curriculum can be in the form of reforms or innovations and it involves the use of appropriate change models and strategies. The choice of appropriate change models strategies is of great importance if we want the change to happen and become sustainable. If consideration is not given to this crucial aspect, reforms and innovations will not bring the intended change. At the level of class room, it is what teachers believe and what teachers do that determines the nature and quality of learning that is experienced and acquired by their students (Hargreaves,1994). Hence there is a need for the teachers to have a clear understanding of the curriculum change and the ability to bring about the change. Curriculum includes content, pedagogy and assessment.



Curriculum management is a process of translating, interpreting the written curriculum into classroom process that enable effective learning. Glatthorn et al. (2009) state that 'curriculum is the plan made for guiding learning, in schools, usually represented in retrievable documents of several levels of generality, and the actualization of those plans in the classroom, as experienced by learners and as recorded by an observer; those experiences take place in a learning environment which also influence what is learned" (p.4). According to Tyler; curriculum is a plan for action or written document that includes strategies for achieving desired goals (Ornstein & Hunkins, 2009).

In the context of Indonesia, curriculum includes teacher and student activities that are designed in such a way to enable students to obtain or acquire the intended level of learning. The curriculum is not only a simple structure of the plan to be implemented, but also consists of an active processes of planning, implementation, and evaluation of interrelated and mutually integrated process, (Badan Standar Nasional Pendidikan 2006). In my view, the curriculum as a





plan of studies includes all aspects of learning processes, such as objectives, methods and organizing, the learning environment, evaluation which pertains to content, pedagogy (teaching and learning) and assessment. Curriculum as vehicle for education, is supposed to be easily understood by teachers who will implement the curriculum at the school level, by engaging his/her students in a process of active and meaningful learning. Hence, curriculum is assumed to be a vital tool in the education process.

The next important consideration is how a curriculum to be implemented or operationalised at the school level. As we know, Indonesia is as an archipelago with many different cultures, the curriculum has to be adopted according to the students' background. However, variations in cultural, ethnic and national characteristics within and among individual students affect classroom dynamics and therefore influence the decision which teachers need to make in order to provide an optimal learning environment for all learners (Griffiths, 2008). Designing curriculum by considering students' background, environment, and society, means that curriculum can be implemented in many ways. It depends on the teacher's strategies of implementing the curriculum and students' social and cultural background. To address many education problems, the Indonesian government in 2006, embarked on a cautious journey by implementing the concept of "Kurikulum Tingkat Satuan Pendidikan" or KTSP. This Curriculum gives more authority to the school and teachers in the organization, improvement and development of the curriculum in relation to teaching and learning in their specific contexts. The teachers have to take into consideration the social, cultural, financial, local potentials, local characteristics, society's needs, other aspects that effect the education process in the school or in the locality and context where the curriculum is being implemented.

KTSP is actually a form of School Based Curriculum Development (SBCD). It is an operational curriculum developed by and implemented in each educational locality. KTSP was legally mandated by Law Number 20 of 2003 of the National Education System and Government Regulation of Republic of Indonesia Number 19 of 2005 pertaining to National Education Standards. Formulation





of KTSP by the school started in the school year 2006/2007. KTSP actually is based on Content Standards (Standar Isi) and the Graduation Standards (Standar Kelulusan) for primary and secondary education published by the Ministry of National Education Indonesia. What is new is that teachers have greater autonomy in operationalizing the curriculum but they must adhere to the two standards mentioned. Hence the actual management and developed of the curriculum is very context specific.

Kurikulum Tingkat Satuan Pendidikan is also supposed to solve the dispute in the unity of Indonesia as an archipelago - consisting of many tribes, cultures, having differences between them. Of course it needs a really good strategy to design the appropriate curriculum in accommodating all of the cultures, and societies involved. We know that curriculum, of course is not a preserve exclusive of teachers only because the parents, the community and government also will take apart in shaping the curriculum. In developing KTSP, the central government also formed regional networks. This is intended to avoid the diversity in interpreting skills and developing education at the schools within each region, and this network is hoped to help the Head of education division to develop the concepts of Kurikulum Tingkat Satuan Pendidikan. In a collaborative manner, this network will involve giving required training to the teachers in each region before the curriculum is implemented at the school level. According to Sutjipto (2000), the forming of curriculum networks in each region refer to (i) the curriculum development as continuous and complex process in education, (ii) the curriculum development as an integral and sustainable part of the policy and education development planning, and (iii) the development of curriculum needs a permanent mechanism both at the national level, regional level for surmounting the challenges and problems related to the implementation of KTSP.

As a form of SBCD, KTSP is an operational curriculum designed and implemented by each educational unit. It is designed based on the spirit of Pancasila as the principle of Indonesia “Bhineka Tunggal Ika” (unity in diversity). This curriculum is perceived as an extension of the pervious Competency Based Curriculum (Kurikulum Berazaskan Kompetensi). The Competency Based Curriculum spells out content and achievement standards. Actually KTSP is not designed to replace





the Competency-Based Curriculum, but KTSP is just further development or extension of Competency-Based Curriculum. Its' emphasis is more on implementation of the curriculum at the local level. KTSP was designed as a response to the various problems facing education in Indonesia, including the changing of the education orientation, from the individual orientation to group orientation. The process of education is directed at developing the different potentials and talents of students by focusing on the societal and environmental needs. This curriculum also gives freedom to the school and teachers to manage the curriculum by referring to content standards that have been already set by education departments. In a nutshell, KTSP gives the teachers greater responsibility and flexibility to operationalise the curriculum in accordance to local needs levels, while still adhering to the content and achievement standards.

By giving educational autonomy in the implementation of curriculum to provincial governments to manage their education based on the needs of societies in accordance with their own culture, aspiration, and surrounding environment- even, it is hoped that students will be able to access the knowledge based on their understanding of the context of their own locality. The involvement of communities in managing school curriculum is really important because the communities are believed to have responsibilities in shaping society. As a result, curriculum developers create the curricula and teachers instruct their students in such a way that students' autonomy is preserved and direction for students' growth and learning is provided. Hence there is an emphasis of the thinking nationally but acting locally. This will help make the curriculum more relevant to the students. We know many students in Indonesia come from different socio-economic backgrounds, so this point should be addressed by school curricula in order to minimize the differences among students, so that no student is discriminated by education. Henson (2000) states that the relationship between the school and the society begins with the realization that the school is an institution that was created by and belongs to society, so that school is an institution that needs to address the role of societies, so the community and school **is** inseparable.





Unfortunately, nowadays we see there are many criticisms in the mass media and other avenues regarding the problems of the implementation of this curriculum. There are many schools that do not have sufficient facilities to support teaching learning activities as proposed by KTSP, the lack of understanding by teachers about the concept of KTSP, the lack of knowledge of teachers in implementing the KTSP and the insufficient training that is provided by the government to teachers are some of the problems faced. Moreover, the readiness of teachers in facing the problem of adaptation and implementation of curriculum change is an important aspect in implementing KTSP that need to be addressed (Andi Masakim, 2011). In this study, I attempt to highlight some of the problems faced by teachers in implementing KTSP.



1.2.4 The Statement of Problem



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Any form of curriculum change is seen to encounter resistance due to various factors. This resistance can be due to the use of inappropriate change models and strategies. It can also be due to the fact that the curriculum changes necessitate change in the existing professional culture of teachers. (Ratnavadivel, 1995; Zuber, 2003). KTSP requires the teachers to move from a technical role to a professional role. The teacher is required to use reflection and not just technical rationality and mechanistic implementation in managing KTSP. There have been various complains from teachers pertaining to difficulties encountered in implementing KTSP (Andi Masakim, 2011). This study intends to explore the issues arising out of the use of inappropriate change models and strategies. In addition, it will explore problems and issues encountered by teachers in implementing KTSP.





1.3 The Importance of Study

By studying KTSP as a form of School-Based Curriculum Development, the researcher wants to see the issues and problems faced by teachers in implementing KTSP in Southern Aceh. It is hoped that the findings of the study will offer some insight to those who want to know about the issues and problems faced by teachers in implementing KTSP. Although this study is based on ten teachers in one school, there is a great possibility that similar issues cut across many schools. This will involve the readers of this dissertation being engaged in naturalistic generalization (Simons, 1971).

Naturalistic generalizations develop within a person as a result of experience. They form the tacit knowledge of how things are, why they are, how people feel about them, and how these things are likely to be later in places with which this person is familiar. They seldom take the form of predictions but lead regularly to expectation.



The findings of this study will also offer some contributions towards understanding problems pertaining to the implementation of school-based curriculum development in a centrally designed curriculum.





1.4 Objectives of the Study

In adjusting to the modern era, the influence of curriculum development is not only to be based on information but also the process of developing the mind set of human beings, where it is to become the priority in designing curriculum based on the national philosophy of nation (Pancasila in Indonesia), the objectives of education, social-cultural and environmental needs. This study is based on the following objectives:

1. To analyze the change management model and strategy employed by the Ministry of Education/District Education Department to prepare teachers to implement School Based Curriculum Development (KTSP)
2. To describe KTSP in the context of SBCD
3. To explore and analyze the problems concerning the implementation of school based curriculum as experienced by teachers.
4. To offer suggestions to overcome problems faced by teachers in implementing KTSP.

1.5 Research Questions

This study aims to answer the following research questions:

1. What is the change management model and strategy that is being employed by the Ministry of Education/District Education Department division in southern Aceh to prepare teachers in implementing KTSP?
2. What aspects of SBCD are present in KTSP?
3. What are the problems concerning the implementation of KTSP as experienced by teachers?
4. How can the problems be overcome?





1.6 The Scope of Study

This research focuses on the problems pertaining to the implementation of Kurikulum KTSP faced by teachers in Southern Aceh. However this study is confined to the implementation of Kurikulum Tingkat Satuan Pendidikan KTSP in Southern Aceh. It involves 10 teachers from a school which has categorized as an excellent school in Southern Aceh. The study is restricted to the problems faced by ten teachers in the said school.



1.7 Conceptual Framework of the Study

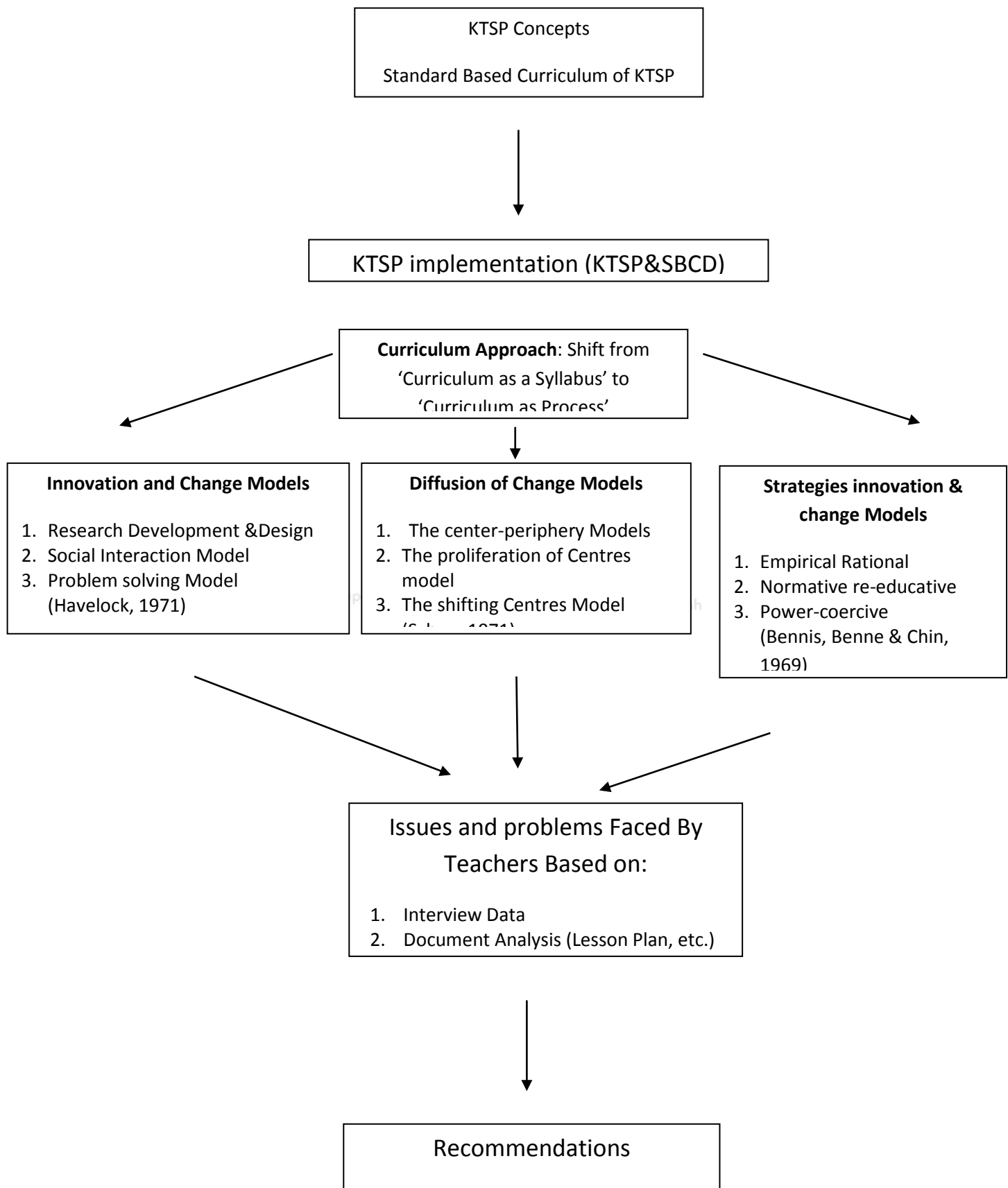


Diagram 1.1 Conceptual Framework of the Study.

The Conceptual framework of the study initially attempts to analyze KTSP as a form of SBCD. KTSP necessitates a shift in curriculum approach in that it no longer views curriculum merely as a syllabus to be implemented but KTSP views curriculum as process that actively involves both teachers and students in the dynamic process of teaching and learning. This change requires understanding of innovation models, change diffusion models and strategies and models for innovation and change. The curriculum change has to be understood in the context of change models and strategies. This understanding will then allow for a better understanding of the issues and problems faced by teachers in implementing KTSP. This understanding will enable the researcher to identify and discuss suggestions and recommendations to help overcome the issues and problems faced by teachers in implementing KTSP. Diagram 1.1 depicts the conceptual framework.

1.8 Definition of Terms

1. School-Based Curriculum Development

As mentioned in earlier in this chapter, SBCD is a process in which some or all of the members of a school community plan, implement and/or evaluate an aspect or aspects of the curriculum offering of the school. This may involve adapting an existing curriculum, adopting it unchanged, or creating a new curriculum. SBCD is a collaborative effort which should not be confused with the individual efforts of teachers or administrators operating outside the boundaries of a collaboratively accepted framework” (Benzena as in Bolstad, 2004)

2 Kurikulum Tingkat Satuan Pendidikan

According to National Law No 19 of 2005 on Standard National Education, Kurikulum Tingkat Satuan Pendidikan (KTSP) is an operational education curriculum developed by and implemented in each educational unit. KTSP legally mandated by Law Number 20 of 2003 on National Education System, and Government Regulation of Republic Indonesia Number 19 of 2005 on National Education Standards. KTSP officially implemented on 2006/2007 by referring to the Content Standard (SI) and the Standards of Graduation (SKL) for primary and secondary education, as published by the Ministry of Education.

1.9. Summery

The researcher described about the important aspects in this study before conducting the research. The important aspects of this study are, the objectives of the study, research question, and the limitation of the research. All of the mentioned aspects will be a guideline for researcher in accomplishing this study.

This chapter is not only be a guideline for the researcher but this chapter also will be used to know what aspect will be explained in this research, such as in the statement of the problems and the importance of research give the understanding to the researcher if this research important to be continued.