

Study on National Standard School Examination and School Examination in Elementary Schools

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ABSTRACT

This research is descriptive qualitative research, namely a data presentation in the form of a brief, concise but clear, and easy-to-understand description. This research aims to describe and analyze the National Standardized School Exams and School Exams in elementary schools as standard assessment tools for school exams in Elementary Schools (Multi Case Study at Lawangan Daya 2 Public Elementary School and Al-Munawwaraah Islamic Elementary School, Pamekasan Regency). The data collection procedure is the interview method, with in-depth interview techniques, observation or observation, and documentation studies. The data analysis technique used uses single case data analysis with the Miles and Huberman model, namely data condensation, data display/presentation, verification and drawing conclusions. The results of the study show that the implementation of national standard school exams will encourage schools to prepare students before the exam is held.

Keywords: Assessment, Elementary School, National Standard School Examination, School Examination, Standards

INTRODUCTION

The success of education can be known after an evaluation of the output or graduates it produces. If the output of a graduate is in accordance with educational goals, it can be said that the education is successful (Susanti, Agung, & Wulandari, 2020). In the practice of educational activities, often there is ambiguity or doubt in the use of these terms evaluation, assessment, and measurement. The three terms are interrelated, so it is difficult to separate them. Measurement is an activity to "measure" something. Measuring is essentially comparing something with or on the basis of a certain measure (Zulkhairi, 2020). The measurement is quantitative. Appraisal means judging something, while judging means making decisions on something based on the size of good or bad, healthy or sick, smart or stupid, and so on, and the assessment is qualitative. At the same time, evaluation includes these two activities (measurement and assessment) as evaluation has a meaning of a process to assess something. Measurements are made to assess something, and the form of measurement is testing (Andini, Putri, & Fitria, 2022).

In the field of education, there are two types of evaluation, namely evaluation of learning outcomes and evaluation of educational programs. This is in line with Farhana, Affandi, Supriatna, and Nurbayani (2021), who say the evaluation of learning outcomes is an input to the evaluation of educational programs. Thus, the evaluation of learning outcomes is carried out by several parties. In addition to educators, assessments are also carried out by education units and the government. All of them evaluate according to their function. Assessment of learning outcomes by teachers or educators is carried out in order to monitor the process and learning progress and improve learning outcomes. These three things are done continuously. Assessment of learning outcomes carried out by educational units aims to assess the extent to which Graduate Competency Standards are achieved for all subjects. In comparison, the assessment of learning outcomes by the government aims to assess the achievement of graduate competencies nationally in certain subjects (Primasari, Marini, & Sumantri, 2021).

Analysis by educational units so far has tended to change little unless it is adjusted to the curriculum revision so that the characteristics of the assessment also adjust. While the assessment carried out by the government is carried out in the form of a national exam. During this time, the national exam underwent several changes (Sari, 2018). The changes made by the government from time to time in the context of improving and perfecting the national examination system. During this period, the School or Madrasah Examination (US/M) was changed to National Standard School Examination (USBN) (Angin, 2020). The factor that distinguished this period from the previous period was the delegation of management authority from the central or provincial government to regional governments. So management related to funding is expected to be financed by the District Government through their respective Regional Revenue and Expenditure Budgets (Nugraha, Purnamasari, & Baedowi, 2018).

The essence of the National Examination is actually an effort to improve the quality of education as in an economic theory of education that the main purpose of implementing the National Examination is to strengthen students' motivation to strive in their learning (Widiansyah, 2017). This theory is based on the assumption that the test scores achieved in the National Examination have a higher position than the Class-Based Examinations/School Examinations, whose scores cannot be used for comparative purposes by higher education institutions. At the end of 2019, along with the change in the Cabinet of President Joko Widodo's government for the 2019-2024 period, the Minister of National Education, Nadiem Makariem, was elected. The new minister of education made a revolutionary new breakthrough in the form of the "Freedom of Learning" movement. The main points of the "Freedom of Learning" policy consist of four

points: the National Standard School Examination, National Examination, Learning Implementation Plans, and New Student Admission Regulations. At the point of administering the National Standard School Examination in 2020 at the primary and secondary education levels, it was removed and replaced with the School Examination. School exams are expected to be able to make teachers and schools "more independent" in assessing student learning outcomes so that teachers are not intervened too much in determining the learning quality of their students. The concept of school examination assessment is contained in the Regulation of the Minister of Education and Culture No. 43 of 2019 concerning the administration of examinations by education units and by the government (Baharuddin, 2021).

LITERATURE REVIEW

Assessment is an important stage in learning, and the teacher assesses the learning outcomes carried out by students according to existing standards in this study guided by Permendikbud No. 23 of 2016, which regulates the terms, mechanisms, principles, and techniques of educational assessment. Through initial observations made in several schools, teachers are still experiencing problems and don't even fully understand the application of Permendikbud No. 23 of 2016 regarding assessment standards. Teachers, including PPKn teachers, still carry out learning assessments as they know and understand, both in terms of planning the assessment in terms of the implementation of the assessment, and the components of reporting the results of the assessment, the types of assessment instruments for conformity assessment tools and the basic competencies being assessed, and so on other.

The adjustment of the MBKM policy is in line with the vision of Cokroaminoto Palopo University (UNCP), namely as a university that excels at the national level in producing and developing science and technology. To realize this vision, UNCP seeks to develop and create works in the field of science and technology for the benefit of science and human welfare and to improve the quality of lecturers and other education staff in carrying out various educational, research, and community service programs according to development needs (Baharuddin, 2021).

Analysis of education policy is important in determining the direction and guidelines for the implementation of education in a country. In the implementation of education, it is impossible to separate from the policies made by the government or those who have authority where the educational institution exists (there are public and private educational institutions). By conducting policy analysis, we will be able to study and understand government policies or related parties as education managers accurately (Primasari et al., 2021).

Assessment of learning is an important step in the learning process implemented at all levels of education. This process includes strategic steps toward improving the quality of learning outcomes so that they are competitive and measurable. The position of assessment is important to complete the task of achieving the main success of learning. In this context, learning requires a teacher not only to be good at teaching but also good at assessing. Assessment activities that need to be optimized are included in the learning program. Evaluation should not only be based on the evaluation of learning outcomes but also on the input, output, and quality of the learning process itself. Assessment is usually done in the final step of a learning, education, or training program (Andini et al., 2022).

One of the factors that can affect the quality of education is the use of information and communication technology. Therefore, the government has an obligation to complete education services. The national exam is a type of evaluation system for national education standards to measure students' achievement in certain subjects and the quality equality of education levels between regions conducted by the educational assessment center. In the process of carrying out the exam, there are two factors that must be considered, including valid and invalid factors of an assessment. The factor of invalidity of an assessment can be triggered by fraudulent acts committed by participants (Santi & Prajana, 2019)

RESEARCH METHOD

This study uses a descriptive qualitative approach, which is a study directed at discussing symptoms, facts, or events systematically and accurately using the characteristics of a particular population or area. The researcher is of the view that the implementation of the National Standard School Examination and School Examination in Pamekasan elementary schools presents an extreme and unique case, so the research design used is a single case study.

The subjects in the study were the management of the National Standard School Examination and School Examination in Pamekasan district elementary schools. Thus are consisted of elementary school administrators, namely the principal, deputy principal, teacher, and students in State Elementary Schools Lawangan Daya 2 Pamekasan and Al-Munawwarah Islamic Elementary School Pamekasan.

The method used in data collection is in-depth interviews, observations, and documentation studies. The descriptive data analysis technique used a single case analysis with the Miles and Huberman model, namely data condensation, display/presentation of data, verification, and withdrawal of conclusions. Data validation is carried out so that the validity of the data is guaranteed so that the degree of scientific trust can be truly accounted. There are four main types of standards to ensure the validity of the data in this study, namely credibility, dependability, confirmability, and transferability.

RESULTS

Implementation of national standardized school exams will encourage schools to prepare students before implementation using various methods. The school exam model as a substitute for National Standard School Examination uses writing and practice (no portfolio or assignments), and the processing of grades is left to the class teacher. Achievement of graduate competency standards in administering National Standardized School Examinations is still understood as a passing grade, not as part of a national education standard that must be a reference in student graduation. Certificate of Graduation achievement in the implementation of School Examinations in Schools on the cognitive (metacognitive) aspect has not been fully fulfilled because the learning system is more on mastering factual, procedural, and conceptual knowledge. The impact of changing the National Standard School Examination into a School Examination according to the Regulatory Impact Assessment method does not generate motivation to learn because there is no demand for tutoring, considering that a School Examination is full of tolerance, and there is no intervention from the government.

Table 1. Presents Data on Student Opinions Regarding Preparation for Learning in the Implementation of the School Exam

	1	2	3	4	5
Writing test	0,00.	6,62.	48,09.	45,29	0,00
Practice test	0,00	0,00.	25,90	74,10	0,00

Description: 1= very hard; 5 very relaxing

Table 2. Types of Assessments Carried out by Teachers in Supporting the Implementation of the School Examination

	Portfolio	Project	Write & Practice	Assignment
Classroom teacher	0,00.	0,00	94,06	5,94
Maple Teacher	0,00	0,00.	97,60	2,40

DISCUSSION

Implementation of National Standard School Examination

The implementation of the National Standard School Examination begins with planning in the form of preparation. This condition "forces" schools to compress study time in schools, especially sixth graders, to complete all curriculum targets in the previous semester. The final semester is fully used to practice discussing and completing practice questions for the National Standard School Examination. In addition, there is a program of additional study hours outside of effective hours to deepen and drill questions for the National Standard School Examination (Zeidan & Jayosi 2015). To encourage the effectiveness of the preparation program for the National Standard School Examination, it involves parents/guardians of students participating in motivating and monitoring student learning at home and encouraging learning for their children. Parents' attention to their children's learning is relatively high, especially in facing the National Standard School Examination, because they are worried that their child will not pass or graduate with poor results (Serevina, Nugroho, & Lipikuni, 2022).

Preparation for the National Standard School Examination is also carried out through joint prayer activities (*istigosah*), asking God to give fluency and success in facing the National Standard School Examination. The implementation of the National Standard School Examination refers to the Standard Operating Procedures issued by the central government. The National Standard School Examination is also carried out with full integrity as part of inculcating the character of honesty in the students. The evaluation program is to be an encouragement for the school to give rewards to the five best students in obtaining grades. The results of the assessment are used as the basis for reviewing the learning process for grades 1-5 (Purwati & Nugroho, 2018).

School Examination Model as a Substitute for National Standard School Examination

School exams are carried out for all subjects after the abolition of the National Standard School Examination by the government with the issuance of Permendikbud No. 43 of 2019. School exams are currently carried out entirely by schools. In the preparation process, coordination with internal and external stakeholders is still being carried out. Standard operational procedures are prepared by the school, one of which is the preparation of the question grid and the assembly of questions for all subjects (written

and practical) by the school. Something that is usually facilitated by the government. There is no special tutoring and *istiqosah* to meet the implementation of school exams, only the selection of teachers as program implementers. The implementation of the school exam runs like a daily test or semester exam, even though some students face it very casually (Setiawan, 2021).

Based on Table 1 above shows that only 6.62% of students study hard in facing school exams. Meanwhile, 48.09% of students looked quite hard, and 45.29% looked relaxed. Moreover, in facing practical exams, the students looked more relaxed in dealing with them (74.10%). This is in accordance with the research results of Ghani and Zharfa (2020) that there is a significant influence in the elimination of the national exam on students' learning motivation. With the abolition of the national exam, it is the same as eliminating one of the factors that increase students' learning motivation by reducing external stimuli, and it also has an impact on student motivation.

Based on Table 2 above explains that in supporting the implementation of school exams, the types of assessments used are limited to written and practical assessments/tests. This is the same as the type of assessment carried out during the National Standard School Examination. So the change in the National Standard School Examination to a school examination has not been used by teachers to improve the quality of the assessment. Assessment techniques that have not changed prove that the learning process has not changed.

Achievement of Graduate Competency Standards in the Implementation of National Standard School Examinations and School Examinations

The understanding of concept of Graduate Competency Standards has not been fully understood by teachers and school principals. Graduate Competency Standards are still understood as graduation standards, not as part of national education standards that must be achieved through National Standardized School Examinations and national exams. Because in the public domain, at the level of the Teacher Working Group and the Principal Working Group, both in the sub-district or district scope, it is not discussed how the implementation of the National Standardized School Examination and school examinations relates to the achievement of standards in schools. In accordance with the National Education Standards in Permendikbud Number 20 of 2016 concerning Graduate Competency Standards, the achievement of Graduate Competency Standards concerns the dimensions of attitudes, knowledge, and skills (Rahmawati & Anggraini, 2017).

Attitude dimensions include an attitude of faith and piety to God Almighty, character, discipline, politeness, honesty, caring, confidence, lifelong learning, and physically and mentally healthy. The achievement of Graduate Competency Standards in the attitude dimension is achieved through habituation and example in schools and has an impact on the character of students wherever they are (Wulandari, Ramli, & Muzzazinah, 2022). The attitude aspect is assessed through an attitude journal by the classroom teacher in collaboration with other subject teachers. So the achievement of the attitude aspect cannot be assessed through the National Standard School Examination or National Standard School Examination (Nufus, Gani, & Suhendrayatna, 2017).

Achievement of Graduate Competency Standards on the knowledge dimension includes factual, procedural, conceptual, and metacognitive knowledge. The achievement of the knowledge dimension is dominant in implementing the National Standard School Examination and school examinations. Even the achievement in the two schools studied is above the average target of 80% with various efforts that have been made (Septiawati & Eftanastarini, 2020). Achievement of Graduate Competency Standards on the skills

dimension includes creative, productive, critical, independent, collaborative, and communicative thinking and acting skills. This skill dimension can be achieved through learning according to core competencies in curriculum 13 according to Core Competencies 4 (Kristiani, Mayasari, & Kurniadi, 2017). However, the achievements are not clearly defined because the assessment tools used in the National Standardized School Examinations and school examinations do not describe how to assess skills aspects. The study of documentation in the form of questions used both the National Standard School Examination and the school exam refers to questions at the cognitive level (memorization-based). Even if there is an assessment of the type of "practice" but rather on mastery of concepts, it has not been able to steam the ability to think holistically (Sakethi, Pribadi, & Destiana, 2016).

Impact of Changes in National Standard School Examinations into school examinations according to the Regulatory Impact Assessment method

Regulatory Impact Assessment is a method of formulating policies with an approach that is expected to meet all requirements in the preparation of legislation. This method became popular in the early 2000s and is widely used in developed countries. In one of the guidelines published by the Organization for Economic Co-operation and Development, it is described as a process that systematically identifies and assesses the desired impact of a proposed law using the benefit-cost analysis method (Febriansyah, 2016).

According to the National Development Planning Agency, it is a systematic process of analyzing and communicating policies, both new policies and existing policies. In relation to the change in the paradigm of student achievement assessment from the National Standardized School Examination to the school examination, this change actually wants to give full authority on the assessment of student achievement to the school (Subagia, 2016). The government's policy through the "Freedom of Learning" expects teachers as facilitators of implementing the curriculum in schools to have full authority in assessing student achievement. So far, the National Standard School Examination has been considered to be more pursuing the target of mastering material that is more rote in nature (Mustaghfiroh, 2020). And the National Standard School Examination makes it difficult for teachers to design and implement learning or assessments that support 21st-century skills because all learning and assessment only focus on cognitive skills. Teachers are only preoccupied with how their students succeed in getting good grades on the National Standard School Examination. Finally, schools are considered as institutions that produce smart students but are less capable when it comes to solving problems (Hidayah, 2013).

The school exam scoring system is expected to improve all of that. The School Examination System allows teachers to design more thorough assessments. High-level thinking skills with learning models that generate creativity are expected to be carried out by teachers (Santi & Prajana, 2019). However, based on the research conducted, the implementation of the school exam is not much different from the National Standard School Examination. Even school exams reduce students' learning motivation; for example, there are no demands for tutoring, spiritual strengthening, increasing study hours and others. School exams are full of tolerance, and there is no intervention from the government (Setiadi, Farida, Rustini, & Irawandi, 2021).

These regulatory changes were analyzed using the Regulatory Impact Analysis method. There are several alternative choices for performance appraisal, and there are several designs/options with Cost-Benefit analysis, namely: The choice to re-implement the National Standard School Examination, Cost-Benefit Analysis does not support digitization, prone to cheating, the dominant target is only cognitive, waste. School Exam

Choices, Cost-Benefit Analysis; full of tolerance, lower the spirit of learning that is feeling unsupervised and has no impact, has the potential to be done as the teacher/principal wants, does not support digitalization, does not support 21st-century skills-oriented learning. Choice of school exams and Cost-Benefit Analysis; supports digitalization, requires high costs at the beginning of implementation, the synergy between school exams and national assessments minimizes cheating, can be compared between school exam scores and national exams, does not raise enthusiasm for learning because it does not have an impact on individual achievement. Computer-based national exam options. Cost-Benefit analysis; supports digitization, high initial costs, motivates student learning, there are still opportunities for conspiracy among room supervisors for the benefit of students, and does not accommodate class assessments. Choice of computer-based school exams and national exams for students in grades 4,5 and 6. Cost-Benefit analysis; supports digitization, can monitor the progress of student achievement, requires large costs at the beginning of implementation, children are accustomed to computer-based national assessments, raises the spirit of student learning, accommodates school assessments, is possible as a comparison of teacher assessments and national assessments.

CONCLUSIONS

Based on the discussion and analysis of the implementation of the National Standard School Examination and School Examination, it can be concluded that the implementation of the National Standard School Examination has made stakeholders in schools make serious efforts with various efforts such as holding special tutoring, praying, and providing rewards for those who succeed in achieving maximum scores. The test grids and scripts have been prepared by the government, and the schools only need to distribute them to students, including the Standard Operating Procedures. Teachers focus on how their students are able to answer the National Standard School Exam questions correctly. Class assessment refers to the National Standard School Examination, namely written and practical. Learning in schools has shifted to a place where students practice working on National Standard School Examination questions, even with quick moves that ignore the process.

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DECLARATION OF CONFLICTING INTERESTS

The authors declared no potential conflicts of interest

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