

ANALYSIS OF CHANGES IN NATIONAL STANDARD SCHOOL EXAMS TO SCHOOL EXAMS IN ELEMENTARY SCHOOLS IN INDONESIA**Fatimatus Zahrah, Toho Cholikh Mutohir, Yoyok Soesatyo and *Hartono**

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Abstract

The purpose of this study was to analyze changes in the national standardized school exam (USBN) to become a school exam (US) in elementary schools in Indonesia. This study uses a qualitative approach with a multi-case study type of research. The location of this research is Lawangan Daya II Public Elementary School and Al-Munawwarah Pamekasan Islamic Elementary School, Indonesia. Data was collected through interviews, observation and documentation. The data collected was then analyzed in depth with analysis in a single case, namely through coding, displaying data, and drawing conclusions in each case. The results of the study show that the Regulatory Impact Analysis (RIA) regarding the change from USBN to US in Elementary Schools that based on identification, goal setting, development of alternative choices, assessment of various alternatives, the selection of the best policy is to juxtapose national assessments with local assessments (school exams). Meanwhile, for the sake of efficiency and increasing digitalization of schools, the implementation of national exams or assessments uses an online system and starts with students in fourth grade so as to minimize surprises in implementing standard or national assessments in elementary schools.

Keywords: National standard school exams, School exams, Elementary schools, Management.

INTRODUCTION

The success of education can be known after evaluating the output or graduates it produces (Gardner *et al.*, 2012). If the output of a graduate is in accordance with educational goals, it can be said that the education is successful. Vice versa. Thus it can be understood that the evaluation of learning in the educational process is very important as a benchmark in determining the success of an education. Evaluation of learning outcomes is carried out one of them in the framework of quality control (Yusof & Aspinwall, 2000). National education quality control is needed as a form of accountability for the implementation of education to interested parties such as students, communities, educational programs and institutions. Assessment of learning outcomes by teachers or educators is carried out in order to monitor processes, learning progress, and improvement of learning outcomes (Hartono, 2020). This assessment is carried out in a planned manner, which means it is an integral part of the learning activities. In this case, adequate competency is needed on the part of educators so that the intended assessment occurs in a sustainable and holistic manner leading to the achievement of attitude, knowledge and skill competencies. Attitude competency assessment through observation, self-assessment, peer assessment and journals. Assessment of cognitive competence or knowledge through written, oral, and assignment or portfolio tests. Skill competency can be assessed through performance, portfolio, project or other types of assessment. Assessment of learning outcomes carried out by educational unit's aims to assess the extent to which Graduate Competency Standards have been achieved for all subjects. Assessment by educational units certainly considers the results of assessments by educators (Widiastuti *et al.*, 2020).

Graduate competencies consist of cognitive, affective and psychomotor competencies. And in the 2013 curriculum the Graduate Competency Standards are further translated into basic competencies and core competencies. These basic competencies and core competencies are determined by the government nationally so that the basic competency assessment grids are prepared and determined nationally which are regulated by a Ministerial Decree. That is why in the assessment by the education unit, prior to the implementation of Freedom of Learning, it was still carried out with two models, namely the National Standardized School Examination (USBN) for several subjects and the School Examination (US) for other subjects (Ministry of Education and Culture, 2018).

In addition to assessments by educators and educational units, the government also conducts assessments of learning outcomes. This assessment aims to assess the competency achievement of graduates nationally in certain subjects (Depdikbud, 2016). Graduate Competency Standards are the main reference in the development of seven other national education standards; content standards, process standards, financing standards, management standards, infrastructure standards, including educational assessment standards (Ministry of Education and Culture, 2022). Thus the educational assessment activities carried out by educators, education units, and the government must be able to guarantee that the educational assessment mechanisms, procedures, and instruments that are developed really make a real contribution to the qualifications of graduates. The graduate qualifications concern reliable and tested qualifications of attitudes, knowledge, and skills. Assessment by the government is known as the national exam. However, from year to year regarding the implementation of national exams in elementary schools, the government finally revised the legal basis for implementing the National Examination for elementary schools through Government Regulation No. 32 of 2013 which discussed several changes to Government Regulation No. 19 of 2005. This Government Regulation discusses one of them is

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about the abolition of elementary school national exams. With these changes, since the 2013/2014 academic year, student graduation no longer requires the availability of national exam scores. However, at that time the national test was still being carried out as mapping material for stakeholders. It was felt that there was still some overlap, so the government finally revised the Government Regulation for the second time by issuing PP No. 13 of 2015 concerning the Second Amendment to PP No. 19 of 2005 concerning National Education Standards. This change is also to further sharpen the abolition of the National Examination system and change it to a school exam while still using the national nomenclature to become the National Standardized School Examination (USBN) for elementary school students. This concept began to be applied in the final exams of the 2016/2017 academic year. USBN is an activity for measuring student competency outcomes carried out by the Education Unit with reference to Graduate Competency Standards to gain recognition for learning achievement (Permendiknas, 2016).

The term 'national standard' in USBN is meant: (1) The USBN questions are prepared based on the grid that applies nationally. The grids are developed based on Content Standards which are reduced to basic competencies in accordance with the applied curriculum; (2) The USBN questions have questions from the center as much as 20-25 percent, except for the subjects specified in the USBN POS; and (3) USBN is carried out with reference to the USBN Standard Operational Procedure (POS) set by the BSNP (National Education Standards Agency, 2018:4). In Permendiknas Number 82 of 2008, it is stated that USBN is an activity for measuring and evaluating the competence of students nationally. The results of the USBN are used as one of the considerations for mapping the quality of an education, the basis for selection to enter the next level of education, and as a determinant of student graduation from educational settings.

The implementation of USBN aims to measure the achievement of student learning outcomes while in primary and secondary schools (Hadiana, 2015; Prasetyo & Pratomo, 2021). This is because the test questions used are standardized and valid so that they can be used to compare student achievement levels in skills in various fields of study for individuals and groups and between various schools or classes and can assess student development in a period. While the benefits of the National Standard School Examination are, (a) Used as one of the graduation criteria, (b) Strengthening Subject Teacher Deliberations (MGMP)/Teacher Working Groups (KKG)/Tutor Forums in developing and assembling question papers, (c) As a basis for mapping, coaching, and providing assistance to education units for equity and improving the quality of education (Sappaile & Pristiwaluyo, 2019). However, it did not take long for the Minister of Education and Culture to abolish the National Examination and USBN. According to Nasiem, the decision to abolish the National Examination and USBN was taken after discussions with parents, teachers and education practitioners (Baro'ah, 2020). Based on surveys and discussions with parents, students, teachers, education practitioners, and school principals. UN and USBN materials are too dense so they tend to teach material and memorize material, not competence. In addition, UN and USBN also stress students and teachers, and this changes indicators of student success as individuals (Yusuf & Hamami, 2022). UN and USBN only assess one aspect, namely cognitive, not even all aspects of cognitive competency

are tested, and more on mastery of the material and have not touched the character of students in a more holistic manner (Arifin *et al.*, 2021). The issuance of this Regulation of the Minister of Education and Culture settled the pros and cons of holding exams by the government at the elementary school level (Sofanudin, 2018).

However, the community is still confused about this situation and thinks that the relinquishment of government responsibility can make schools arbitrarily regulate the assessment of their students, schools do not have clear references, there is no accountability from schools to the government, their human resources, including teachers and school principals, are not yet ready and others. This regulatory change certainly has interrelated impacts. With the abolition of national examinations and the return of the mechanism for implementing school final exams to schools, schools should be more responsible for the quality of their graduates. It is hoped that the Minister of Education will abolish the USBN and turn it into a school exam in order to motivate teachers to be able to develop better assessment tools. From the problems above, researchers are interested in describing and analyzing the impact of the Regulatory Impact Analysis (RIA) regarding the change from USBN to US in elementary schools, especially in Indonesia.

MATERIALS AND METHODS

This study uses a qualitative approach with a multi-case study type of research. Case study research is research that is carried out intensively, in detail and in depth on an organism (individual), institution or certain symptoms with a narrow area or subject (Arikunto, 2010). Researchers took two places, namely Lawangan Daya II Public Elementary School as a public school and SDI AL Munawwarah as a private school. Both are located in two different sub-districts but remain within the scope of the Pamekasan District Education and Culture Office, Indonesia. Subjects in this study included school principals, sixth grade teachers, vice principals at SDN Lawangan Daya II and SDI Al Munawwarah.

In this study the method used as data collector was the interview method, with in-depth interview techniques, observation or observation, and documentation study. The assessment used in this study is the Regulatory Impact Assessment (RIA). RIA is a term used to describe a systematic process of assessing the conformity benefits and costs of new or existing regulations, with the aim of improving the quality of regulatory policies (Kirkpatrick & Parker, 2004). Based on the Ministry of National Development Planning/Bappenas (2009), there are 7 stages in implementing RIA as a process, namely (1) identification and analysis of policy-related problems (2) goal setting (3) development of various policy options/alternatives to achieve goals (4) assessment of options alternative policies, both in terms of legality and costs (cost) and benefits (5) selection of the best policy (6) preparation of an implementation strategy (7) community participation in all processes.

RESULTS

Based on the results of the data, with a regulatory impact analysis (RIA) regarding the change from USBN to US at Lawangan Daya II Public Elementary School there are 7 things that must be observed, namely as follows:

Table 1. Impact analysis (RIA) regarding the change from USBN to US at Lawangan Daya II Public Elementary School

No	Items	Findings
1	Problem identification and analysis	<ol style="list-style-type: none"> 1. Examination or assessment of achievement analysis of the problem is essentially the authority of the teacher/school 2. The Assessment System has not been Holistic so far 3. USBN only pursues cognitive achievement targets 4. The implementation of the USBN is biased because its designation is mapping but is used to measure student achievement. 5. School exams do not generate motivation to study (no demands for tutoring, consider US to be full of tolerance, no intervention from the government)
2	Goal setting	<ol style="list-style-type: none"> 1. Improving the quality of education, especially the SKP quality indicator 2. Improving the quality of learning because teachers are not required to have a USBN score
3	Development of various options	<ol style="list-style-type: none"> 1. Returned or not changed 2. Imposing US 3. Carrying out computer-based US and AN 4. Computer-based UN 5. Annual national assessment for grades 4, 5 and 6
4	Assessment of various alternatives	<ol style="list-style-type: none"> 1. USBN option; does not support digitization, is prone to fraud, cognitive dominant targets 2. Choice of School Exams; full of tolerance, reduces enthusiasm for learning (feels unsupervised and has no impact), has the potential to be done as the teacher/principal likes 3. Computer-based US and AN options; supporting digitization costs a lot at the start of implementation, increasing enthusiasm for learning (controlled by the government), synergy between school exams and national assessments, minimizing cheating, can be compared between US and AN scores. 4. Choice of computer-based UN; support digitization, large initial costs, there is a chance of conspiracy between room supervisors for the benefit of students 5. The choice of having a computer-based national assessment every year for students in grades 4, 5 and 6; supports digitization, can monitor student progress, children are familiar with computer-based national assessments.
5	Selection of the best policy	<ol style="list-style-type: none"> 1. Change the format of reporting the results of the assessment (report forms, certificate forms, etc.) 2. Effective outreach 3. Fulfillment of computer-based examination facilities
6	Preparation of implementation strategy	<ol style="list-style-type: none"> 1. Government policy in the form of fulfilling all schools' infrastructure for online exams 2. Implementation of the policy that the implementation of online exams is carried out starting from the lower grades, at least fourth grade so students are accustomed to these online test activities
7	Community participation in all processes.	<ol style="list-style-type: none"> 1. Conduct trials at the beginning of implementation so that the public can see the impact of the policy and provide input on the implementation of the policy 2. Conducting evaluations and studies on the strengths and weaknesses of the policy.

While the regulatory impact analysis (RIA) regarding the change from USBN to US at Al-Munawwarah Islamic Elementary School there are 7 things that must be observed, namely as follows:

Table 2. Impact analysis (RIA) regarding the change from USBN to US at Al-Munawwarah Islamic Elementary School

No	Items	Findings
1	Problem identification and analysis	<ol style="list-style-type: none"> 1. Examination or performance appraisal is essentially the authority of the teacher/school so that the assessment should be given to the teacher so that it is more meaningful. 2. The USBN system makes teachers only focus on mastering aspects of knowledge 3. Need efforts to improve the assessment that could have an impact on aspects of knowledge 4. The USBN assessment system contains elements of waste and is not effective 5. HR development is difficult to realize if the implementation of the assessment is still stagnant. 6. School exams do not generate motivation to learn (no demands for tutoring, considering US full of tolerance, no intervention from the government)
2	Goal setting	<ol style="list-style-type: none"> 1. Improving the quality of education, especially the SKL quality indicator 2. It is necessary to design an assessment that has an impact on learning 3. Changing the behavior of stakeholders in supporting the assessment and improvement.
3	Development of various options	<ol style="list-style-type: none"> 1. Keep USBN enforced or unchanged 2. Imposing US 3. Carrying out computer-based US and AN 4. Computer-based UN 5. Annual national assessment for grades 4, 5 and 6
4	Selection of alternative options	<ol style="list-style-type: none"> 1. USBN option; does not support digitization, is prone to fraud, cognitive dominant targets 2. Choice of School Exams; full of tolerance, reduces enthusiasm for learning (feels unsupervised and has no impact), has the potential to be done as the teacher/principal likes 3. Computer-based US and AN options; supports digitization, costs a lot at the start of implementation, increases enthusiasm for learning (controlled by the government), synergy between school exams and national assessments, minimizes cheating, can be compared between US and AN scores. 4. Choice of computer-based UN; support digitization, large initial costs, there is a chance of conspiracy between room supervisors for the benefit of students 5. The choice of having a computer-based national assessment every year for students in grades 4, 5 and 6; supports digitization, can monitor student progress, children are familiar with computer-based national assessments.
5	Selection of the best policy	<ol style="list-style-type: none"> 1. Based on a cost-benefit analysis, prioritizing a combination of US assessments and individual national assessments starting in grades 4, 5 and 6. The character survey and learning environment are input for the government for mapping and follow-up
6	Strategy formulation and implementation	<ol style="list-style-type: none"> 1. Re-socialize Permendikbud No 23 of 2016 concerning Assessment Standards (assessment by educational units and the government) 2. Encouraging digitalization-based assessments 3. Fulfillment of facilities by the government 4. Limited trial. 5. Fulfillment of IT facilities and infrastructure in schools to support online-based assessments 6. Outreach to all parties and continued with limited trials. For the initial stage of assessment for grades five, grades six and grades four. 7. The material emphasizes the concept of literacy and numeracy 8. Character survey and learning environment survey for school principals, teachers, education staff and students. 9. The results of the assessment can be known in a short time so that they can be used to improve all elements. 10. Preparation of templates for national assessment results and online in nature so that the results can be known by all parties.
7	Community participation in all processes	<ol style="list-style-type: none"> 1. Outreach to all interested communities 2. Input for improvement is still needed for improvement.

Based on the results of these two data that for the identification and analysis of problems from the abolition of the USBN system and the return of assessments on school exams, there is an assessment by the government that there has not been a significant increase in the quality of education. This opinion is proven from the results of national and international surveys in the form of the Program for International Student Assessment (PISA) in 2018 (Cobb & Couch, 2022). The results of the survey photographed a bit of Indonesia's educational problems in terms of reading, science, and math skills, and placed it at number 74 out of 79. Apart from that, the regulation change was a study to restore the spirit or essence of the National Education System Law contained in Law Number 20 of 2003 article 58 which states that the evaluation of student learning outcomes is carried out by educators to monitor the process, progress, and continuous improvement of student learning outcomes. From this review it reflects that the evaluation or assessment of student learning outcomes is carried out by the school teacher referred to as someone who is very familiar with the situation that occurs in the field.

Based on the analysis above, the change in regulations related to the abolition of USBN to become a School Examination (US) is essentially an improvement in conditions related to quality and quality of education. As based on the results of research at SDN Lawangan Daya 2 and SDI Al Munawwarah, the focus of education in terms of learning is how their students are successful in participating in USBN. The target is to get high scores. A series of efforts made by the two elementary schools refer to the same goal. The compression of material in semester one, the addition of study hours both in the implementation of effective learning hours and in activities outside of effective hours (afternoon or evening) shows the school's efforts to make its students successful at USBN. The support of parents and the community was raised, the holding of massive try outs also showed that the success of USBN is a barometer of a school's success. In line with Raharjayanti's research (2019) that parental support and try outs can increase students' USBN scores.

The purpose of changing regulations to change USBN into a School Examination (US) is to improve the quality of education (Rayanti & Dekawati, 2022). By changing these regulations, the authority to evaluate student achievement and graduation from the elementary school level is left to the school. Teachers are expected to focus more on developing holistic learning processes and assessment techniques because they are no longer burdened with the target of achieving USBN scores. Students can also develop their potential rather than just practicing to be able to answer USBN questions. Based on research at SDN Lawangan Daya 2 and SDI AL-Munawwarah where the implementation of USBN was changed to a School Examination (US), there are the following facts: In terms of preparation, there is a very large difference between the implementation of USBN and US. The school did not make extraordinary efforts and steps in dealing with US. There is no compression program for learning materials in the first semester so that learning takes place as usual. There is no additional study hours on effective days or on non-effective hours. Although this is also related to the effect of learning during a pandemic. There is no try out to determine the extent to which students' ability to understand a learning concept. In fact, there is almost no call to study diligently in order to face US.

The POS made by the school only includes normative matters. And in practice, based on the POS prepared by the two schools, the US mode of implementation is the same as that of the USBN, namely written and practical exams. In the written test the form of the questions used were multiple choice, true-false, limited answers and free essays. Meanwhile, the practical implementation is the same as the USBN implementation, presenting a practice exam of one or two activities according to the subject being tested. This is not in accordance with the government's expectations, in this case the Minister of Education, that the USBN be abolished so that teachers are more creative in designing learning in class. The assessment techniques used in the form of practical exams and written exams are also not in accordance with what the government expects, that exams administered by educational units are carried out in the form of: portfolios, assignments, offline or online tests and or other forms of assessment activities determined by educational units. Thus, the government's hope is to remove national standardized exams so that teachers are not burdened with the target of achieving USBN scores so that they are able to design good assessment techniques, which cannot yet be realized. The next stage in RIA is the selection of the best policy. This selection is based on the results of the Cost-Benefit analysis discussed in the previous stage. The best option/choice taken is the one with the greatest net benefit, i.e. the sum of all benefits minus the largest sum of all costs. Based on the B-M analysis of several alternative options, considering several Cost-Benefits, the best policy choice fell on the fifth option, namely implementing US and ANBK for grades 4, 5 and 6 of SD. This special ANBK only applies to the development of literacy and numeracy. This is based on more benefits (positive aspects) that are obtained with the policy than costs (negative aspects). It is hoped that with this policy choice the improvement in the quality of education aimed at changing USBN to US is more possible and easier to realize.

The preparation of this policy implementation strategy was taken based on the awareness that a policy cannot run automatically after the policy has been determined or adopted. In this case the preparation of the implementation strategy is as follows; (1) Preparation of facilities and infrastructure by the government in the form of adequate computer equipment for all schools. This preparation can be done with direct assistance to schools through Special Allocation Funds (DAK), block grants, or through the policy of using the budget for School Operational Assistance (BOS). The point is that in each educational unit there is a computer/laptop that students can use simultaneously or alternately. (2) Issuing regulations related to the alternative options. Basically there must be a legal umbrella that underlies these activities so that they can be implemented properly and correctly. (3) Outreach to all educational units and stakeholders involved about the policy. In addition, a limited implementation was also held to measure the extent of the effectiveness of the implementation including the constraints that had to be faced. (4) Periodic implementation and evaluation to determine the constraints faced as well as solutions to overcome these obstacles. All stages in RIA as mentioned above must be carried out by involving various related components, either directly or indirectly. Even though there are bound to be pros and cons, the voice of the people remains the main consideration in every stage that is carried out to find the right formulation so that the policies taken really benefit everyone.

CONCLUSION

Based on a series of analyzes of the impact of the policy on changing USBN to US using the Regulatory Impact Assessment (RIA) method, it was concluded that ideally the assessment for final grade elementary school students uses two concepts, namely assessment by schools and assessment by the government. Assessment by the school uses a holistic assessment approach with various techniques that enable the implementation of assessments of learning, assessments for learning and assessments as learning. While the assessment by the government is to map out the extent of quality using indicators of literacy and numeracy and for the sake of acculturation the assessment is carried out as early as possible, for example since students are in the fourth grade of elementary school.

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