

Society's Attitudes towards National Examination and Teacher's Response to National Assessment

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Abstract. This research is aimed to know: 1.) How is society's attitude toward national examination? and 2.) How is the teacher's response to the national assessment? Using a sequential explanatory design as its method, the result says that most of the community rejects the national examination because its function is not able to give specific information about student's capabilities and the real situation among school environment. Nonetheless, teachers say that national assessment which is formulated to fix national examination's lack is still immature to implement. The form of national examination closely the same as PISA¹ is not yet considered familiar for most of the teachers.

Keywords: Assessment, Attitudes, Education, National Examination

1 Introduction

Measurement as an informative evaluation aimed at acquiring and conveying information on objects of the empirical world [1] is such an important thing to do to evaluate a specific policy or even program in the educational field. In practice, the measurement activity certainly requires the right measurement tool to get an accurate observation result from its measurement process. This can be relevant and answer why the government concern about formulating a measurement tool to assess the students in Indonesia. The National Examination or known as the UN² is a government policy that has been in effect since 2005 until now [2] [3] [4]. UN is the form of assessment provided by the government to measure a student's level of competencies in a particular subject according to graduate competence standards. It is hoped that the results of the National Examination can be used as input for improving the learning process in academic units or schools [5]. Long before this exam named UN, the government has been conducted a test with various names. Previously the UN was called EBTA³, which later turned into

¹ PISA stands for Programme for International Students Assessment

² UN stands for Ujian Nasional, which means a national examination held by the government of Indonesia to measure a student's level of competence in a particular subject matter.

³ EBTA stands for Evaluasi Belajar Tahap Akhir, the term for naming the assessment used before it was named as UN

EBTANAS⁴, then UAN⁵, and the last change to UN. The function of UN as a determinant of graduation of students from certain levels of education in both elementary and secondary schools was being the pros and cons, which are pretty complicated and prolonged. Therefore, from 2015 until 2019 as the latest National Examination held by the government, its function is changing, being a tool to drawing the quality of education in Indonesia. Various literature studies that have been conducted found that there is a controversy that occurs among the community related to the government policy in implementing the national examination, even among the policymaker [6]. The controversy is divided into two versions. One version said that the government must continue implementing the National Examination to see and measure the quality of education. In contrast, the other side said that the National Examination did not determine the quality of education because there were many cheats [7].

For the past five years, the government has continued to work on improving national examinations and developing the newest instrument of national examination using a computer equipped with specific software to display questions and answer processes with the same level of difficulty as paper-based national examination [8], which is known as UNBK⁶ to reduce budgets and reduce fraud. It is right that UNBK implementation model directly or indirectly provides benefits, including saving duplication costs, facilitating the distribution of materials, quickly reaching all regions, high security, easy scoring process, and make it easier to print certificates of national examination results [9]. However, many problems happened during the implementation of UNBK, such as technical glitches and networks. Besides that, the minister of education Nadiem Anwar Makarim said that the national examination is a burden on the student and its function could not be captured the whole matter that happened in the learning environment, whereas to enhance the quality of education, a good assessment is needed [10]. Therefore, nowadays, the Ministry of Education helped by Assessment and Learning Center, tries to construct a new form of an instrument named as national assessment or AN⁷ to assist the government in collecting information related to the actual condition in the school environment.

The national assessment contains three types of the test. First, the minimum competency assessment consists of a literacy and numeracy test which is designed based on the model assessment carried out by PISA and TIMSS[11], and the second is a character survey. These two kinds of assessments will be held on the second level of the school, e.g., at the second level of junior high school and senior high school. Third, an environmental learning survey, which is given to all elements of the school organization, including teachers and all staff around. This assessment national planned for changing the national examination as well. But, according to BSNP, as the conception of a national examination, they claimed on their publication written by Doni Koesoema said that AN is quite suitable for helping the government determine the

⁴ EBTANAS stands for Evaluasi Belajar Tahap Akhir Nasional, the term for naming the assessment used before it was named as UN

⁵ UAN stands for Ujian Akhir Nasional, the term for naming the assessment used before it was named as UN

⁶ UNBK stands for Ujian Nasional Berbasis Komputer or Computer-based national examination

⁷ AN stands for Assessment Nasional or National Assessment

actual condition in the school environment. Somehow AN cannot change the function of the UN, namely as the government measuring tool in assessing student personal knowledge. Minimum competency assessment allowed the school to assess the students' level of competence by using various kinds of student projects such as portfolios that determine students' evaluation report cards or specific. This situation is a big deal for the teacher who is not familiar with the form of test besides UN. For those reasons above, this research aims to know: 1.) How is society's attitude toward National Examination in Indonesia? and 2.) How is the teacher's response to national assessment as a new form of student's instrument test?

Several studies say attitude is an evaluative statement about an object, person, or event. This reflects one's feelings towards something. Attitudes may result from behavior, but attitudes are not the same as behavior, and attitudes can be positive or negative [12]. An attitude is a set of beliefs about an attitude object, where an attitude object is a person, thing, event, or issue. According to Azwar S [13], attitude is divided into three components that support each other, namely cognitive, affective and conative. He said the cognitive component represents someone's beliefs, such as stereotype beliefs owned by an individual toward something, issue, or opinion. On the other hand, the affective component is related to someone's feelings or emotional aspects. He claimed this component mostly being a feeling which might be changing someone's attitude toward something. At the same time, conative is someone's tendencies or behaviors reflecting by their reaction in a specific way.

Referring to the explanation of attitude theory above, it can be concluded that attitude is one's tendency to an object with a positive or negative value, where the movement is influenced by three fundamental aspects: cognitive, affective, and conative. Mental elements will bring up attitudes based on characteristics of cognition that are believed by someone about an object which will later lead to an opinion of that object. While the affective will trigger an attitude from the emotional side of a person towards the thing. Furthermore, the conative aspect will bring up attitudes based on behavioral tendencies or reactions carried out by someone against the object.

In this study, the object referred to in understanding the attitude described earlier is National Examination. Researchers have a particular interest in knowing the perspective of the community, especially the people of Cilegon City, towards the National Examination. The intended attitudes, among others, are reviewed from the cognitive aspects, namely public knowledge about the National Examination, general knowledge about the National Examination as a form of assessment of national learning outcomes, and public knowledge about the quality of education through the National Examination. Then the affective aspects, which include community subjectivity, assess the contribution of the National Examination to the quality of education, public subjectivity to the budget of the National Examination funds, general subjectivity addressing the cheating in the National Examination and public subjectivity in determining the pattern of assessment of learning outcomes on a national scale. Then the conative aspects include the tendency of community actions to respond to family members who want to carry out the National Examination, the direction of community actions to respond to fraud in the implementation of the National Examination, and the tendency of community actions to contribute to organizing the National Examination. On the other hand, this study also

tries to reveal the teacher's response to National Assessment as a new form of the instrument made by the government aimed to change national examination to capture the student's capability, student learning environmental conditions in whole aspects.

2 Research Methods

This research used a combination method with a sequential explanatory design. This research method combines quantitative and qualitative research methods sequentially. The first research stage is carried out using quantitative methods, and the second stage is carried out using qualitative methods [14]. This research was conducted in Cilegon, Banten, Indonesia. In determining society's attitudes toward national examination, samples for this research were 67 people from the community divided into three types based on their educational background. First, people who passed the undergraduate school, then some are passed the graduated school, and some are unidentified respondents who were not giving their complete information while giving the responses. Their profession varies greatly. Some are teachers, some are working in the government, and some are freshly graduated. Then, the researchers contacted some of them for the interview depending on their willingness to share their response to the national assessment.

2.1 Data Collecting Technique

Quantitative data collecting technique

To reach the quantitative information for attitudes, the researcher developed a set of questionnaires consists of 18 items; later, after field trials were conducted, a total of 13 articles were considered to be valid and reliable. These questionnaires consist of three aspects such as cognitive, affective, and conative see Table 1.

Qualitative data collecting technique

To collect the qualitative data for attitudes, the researchers used open-ended questionnaire consist of two questions that require the respondent to give enough information related to their perspective about the implementation of UNBK in 2019. Those questions are: 1) Explain how you responded to implementing the Computer-Based National Examination in 2019. 2) Explain the problems that arose during the implementation of the Computer-Based National Examination in 2019. After having the data, the researcher confirms the respondents' answers by contacting them personally based on the respondents' willingness.

Thus, for having detailed information related to the teacher's response toward AN, the researcher conducted an in-depth interview with the teachers with the specific question: What do you think about National Assessment.

Table 1. Quantitative data collecting technique

Aspect	Items	Type	Number of question
Cognitive	National exams can describe the quality of education in Indonesia.	+	13
	An examination of interests and talents should replace the National Examination.	-	2
	National exam questions should be adjusted to the cultural context of the student's home region.	+	4
Affective	I feel that the different forms of National Examinations are too wasteful of the state budget.	-	1
	Because the National Examination is no longer a determinant of graduation, students are not encouraged to get the best grades. Therefore the National Examination should be abolished.	-	3
	I feel that the National Examination is not able to reflect student learning outcomes.	-	5
	I feel that the National Examination cannot be used as an educational mapping.	-	6
	For me, the national exam is vital for assessing students' abilities.	+	9
	National examinations at the high school level should be done in most subjects.	+	12
	I will try to voice that the national exam cannot be held with various considerations based on existing problems.	-	7
Conative	If there is a chance, I want to abolish the National Examination.	-	8
	If my brother wants to take an exam, I always facilitate my brother with books or UN preparation applications.	+	10
	I registered my child or sibling with a tutoring institution to prepare for the National Examination.	+	11

2.2 Data Analysis

Quantitative and qualitative data analysis

Descriptive quantitative analysis was used in this research. This technique is used to analyze the data and then described and interpreted it without changing the research data results. After obtaining data in the form of numbers, researchers put it by tabulating existing data. Then the researcher analyzes the data using Excel's help to classify the data based on the aspects studied then describes it into a percentage.

And also, for the qualitative, the researcher used qualitative descriptive analysis to describe the qualitative data obtained during the study. The attitudes data were obtained from an open-ended questionnaire and confirmed by personal interview, then the results of teacher response to national assessment were obtained by interpreting the discussion to some of the teachers.

3 Results and Discussion

Society's attitudes to National Examination

After obtaining the data and turn it into tabulation of data, this research found that society's attitudes toward National Examination in Indonesia are closely negative. Most of the respondents agree that National Examination should be deleted. Here is the quantification of the result based on the aspects. (See Table 2)

Table 2. Quantification result based on the aspects

Aspect	Items	Result in percentage
Cognitive	National exams can describe the quality of education in Indonesia.	29% agree 71% disagree
	An interest and talent test should replace the National Examination.	72,6% agree 27,44 % disagree
	National exam questions should be adjusted to the cultural context of the student's home region.	29.04% agree 70,96% disagree
Affective	I feel that the different forms of National Examination are too wasteful of the state budget.	71% agree 29% disagree
	Because the National Examination is no longer a determinant of graduation, students are not encouraged to get the best grades. Therefore, the National Examination should be abolished.	67,7% agree 32,3 % disagree
	I feel that the National Examination is not able to reflect students' learning outcomes.	19,35% agree 70,65% disagree
	I feel that the National Examination cannot be used as an educational mapping.	76% agree 24% disagree
	For me, the national examination is important for assessing students' abilities.	32,35% agree 67,65% disagree
	National examination at the high school level should have been done in most subjects.	63% agree 37% disagree
Conative	I will try to voice that the national examination is not feasible to be implemented with various considerations based on existing problems.	67,8% agree 32,2% disagree
	If there is a chance, I want to abolish the National Examination.	71% agree 29% disagree
	If my parent wants to take an exam, I always facilitate my parent with books or UN preparation applications.	70,1% agree 20,9% disagree
	I registered my child or sibling with a tutoring institution to prepare for the National Examination.	66,2% agree 33,8% disagree

As shown in Table 2, in a cognitive aspect, most of the society believes that National Examination cannot be used to describe the quality of education in Indonesia. This statement is supported by the speech from the ministry of education said at the Coordination meeting with heads of education offices throughout Indonesia on December 11, 2019. In his presentation, he said that 1) National Examination Material is too dense, so students and teachers tend to test

mastery of content, not competencies. 2) The National Examination is a burden on students, teachers, and parents because it is an indicator of students' success as individuals. 3) National Examination should have the function to map the quality of the national education system, not student assessments. Thus, almost all of the society agree to change the form of the National Examination to become a test of interest and talent. This is also supported by a new policy directive from the Ministry of Education that says that in 2021 the UN will be changed to a minimum competency assessment and character survey.

By seeing the result of the affective aspect and its component, the data shows that almost more than 60% of society in Cilegon negatively tend to perceived National Examination. For example, they said that Nation Examination takes a lot of costs. They also believed that National Examination could not reflect students' potency or even their skill. For those reasons, society believes the National Examination should be deleted.

In a conative aspect, it seems pretty different. At the same time, some of them believe and tend to support the National Examination. Some of them said that they would help their parents or siblings to get facilitation to prepare for the exam. And they bought some books and references to support. In another way, society said that if they can delete the exam, they will do it. And they will voice to other people by showing the problems that happened in the implementation of the National Examination so that the society can push the government to evaluate or even delete the exam.

After obtaining the quantitative data, the researcher did an in-depth interview with 5 High School teachers in Cilegon. All of them were included in a committee in National Examination in 2019. Based on the discussion, most teachers said that the Computer-based National Examination, known as UNBK, is better than last year. However, there was some problem that happened during the process. Some of them said they have trouble with the system because they are still unfamiliar with those systems at UNBK.

Another problem that occurred during the exam was the server trouble and internet connection crucial for UNBK. This problem making students nervous, and the exam becomes ineffective and inefficient. In addition, the number of computers is limited, so the time to work on UNBK must be divided into three sessions. This situation is directly increasing student's anxiety. They also said that data synchronization is very long and submission of UNBK results also requires a very long time, so a lot of time is wasted.

UNBK, as it said to answer the problems that happened in the exam like cheating and fraud, seems not practical. It is way too long from what makes UNBK was created for. New problems occurred and still going on now—this problem is in line with society's attitudes which negatively tend to perceived National Examination.

Teacher's response to National Assessment

After having an in-depth interview with some of the teachers who prepare for the implementation of the national assessment in schools, some of the teachers said that national assessment is not familiar with their behavioral learning system. In their opinion, the form of national assessment is very similar to PISA. Even though the government has been done the simulation, the state of national assessment is quite challenging to understand by the student,

even by the teacher. In line with the finding above, the research conducted by Novita, Mellyzar, and Herizal [15] also said in their study that the teacher's understanding of the national assessment is shallow, only about 28% from the samples of data very well-understanding the national assessment and the rest is not.

The teacher also says that they are concerned about the national assessment system, which is only given to the sample of the student, not the population. It will make a bias in determining the student's capability if the student who was included as a participant for the national assessment does not represent the whole student's abilities. They said, what if the participants are low-ability students.

For some reason, they said this assessment is good to enhance the teacher's capability in delivering the materials. But, somehow to change the behavioral learning system is not as easy as it sounds like. Significantly, the result of the national assessment will not be written in numbers that are so far numbers or values being the only tool to determine student's capability.

4 Conclusion

From this research, it can be concluded that society's attitudes in Cilegon tend to believe that the National Examination is not a good form to describe the quality of education in Indonesia. The organization also believes that the exam is supposed to be changed into a test of talent and interest. This voice is closely the same as the statement of the Ministry of Education. By the same time, UNBK, as it was created to fix a mess in the UN, still needs to be evaluated. Many problems also happened to this form of exams, such as a limitation of computers, server trouble, and network connection. Otherwise, national assessment as a new instrument created by the government to describe the actual condition in school like PISA tends to confuse the teacher. What makes them confused is because they are not familiar with the form of the test. Most of the test content is intended to measure students' ability to analyze a particular problem in a specific context. At the same time, the student's analytical skills are still in low stages based on the PISA result in 2018. These contradictions include an alert for the government to make sure the policy they created especially for the educational field. Lest because of personal selfishness, wanting to meet more expectations of Indonesian education by implementing various immature academic procedures that ultimately ignore the student's need.

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