



**EFFECT OF ELIMINATION OF NATIONAL
EXAMINATION ON STUDENT GRADUATION
STANDARD ASSESSMENT**

RIZKI AKMALIA

Student of Management Islamic Education for Doctoral Program FITK UIN SU Medan
Rizki.akmalia@gmail.com

Abstract: *This paper discussed about the effect of the elimination of the National Examination on the standard of student graduation assessment starting from the introduction, the terminology of the national exam, the objectives, the positive and negative impacts of the implementation and elimination of the National Examination, the history of the National Examination from time to time, the standard of competence of educational unit graduates. Elementary and Secondary, the criteria for passing students after the National Examination were abolished and analysis of the elimination of the National Examination. The removal of the National Examination in 2020 yesterday, Nadiem Makarim issued a statement in Circular Number 4 of 2020 concerning the Implementation of Education Policy in the Emergency of the Spread of Corona Virus Disease (COVID-19) that UN participation was not a requirement for graduation or selection for higher education. So that in Circular No. 1 in 2020 explained that the graduation of students was determined through school exams based on the assessment of learning outcomes conducted by the teacher. Based on this statement, it could be interpreted that the graduation of students was in the hands of the teacher concerned.*

Keywords: *National Examination (UN), Standard Assessment, Student Graduation*

PENDAHULUAN

I. INTRODUCTION

Currently, the government was still limiting community mobilization in preventive efforts to break the chain of the dangerous Covid-19 virus and continuously socialize "working from home, learning from home and even

worshipping at home". The closure of educational institutions and schools did not mean that the teaching and learning process had also stopped. Various initiatives were carried out to ensure learning activities continued even though there were no face-to-face sessions (Arifa, 2020). To deal with this, the teaching and learning process was carried out over a distance using Information and Communication Technology (ICT). Technologies more specifically the internet, smartphones and laptops are now widely used to support distance learning and assessment (Sobron, Bayu, Rani, & Meidawati, 2019). Even electronic learning (elearning), google classrooms, zoom meetings, and others have been considered the best approaches in the teaching and learning process during this pandemic. In addition, the Ministry of Education and Culture is also partnering with several online learning applications. All of these resources support students and teachers so that students can learn from home (Abidah, et al, 2020).

The rapid spread of Covid-19 has caused disruption to Indonesia's education sector where around 45 million students are no longer able to continue their learning activities at school. As of April 17, 2020 it was estimated that 91.3% or around 1.5 billion students worldwide could not attend school because of Covid-19 (UNESCO, 2020). This number included more than 45 million students in Indonesia or about 3% of the total student population affected globally (Badan Pusat Statistik, 2020). Based on this data, the government had taken over to lock down all access, including the closure of educational institutions for an undetermined time limit.

In order to advance the welfare of education and in particular to improve the quality of education in Indonesia, the role and support of all parties involved were very much needed, both from the school, the community and the government. Therefore, Government Regulation Number 9 of 2005 article 63 paragraph 1 mandates three types of assessment to be carried out on students. One of them was the assessment of learning outcomes that must be carried out by the government. The form of assessment carried out by the government as stipulated in article 66 is to carry out the National Examination for certain subjects. The National Examination was considered as one of the instruments in evaluating student learning outcomes, the main goal was that Indonesia has a national standard assessment.

In the past, the national exam was something that was very frightening for everyone, for parents and even for the students themselves, so that in the end it caused various controversies. This is in line with Imaduddin (2019) who stated that "in its implementation, the national exam experiences many problems ranging from the pre-National Examination, implementation of the national exam, to post-national exams". That was why all students before facing the national exam are required to study harder and try their best to pass and pass standard scores. So that the value obtained can be used to enter the school you want to go to. Therefore, not a few students experienced psychological problems changing their learning

patterns to memorizing to prolonged stress because they have high anxiety for fear of not passing the national exam.

From the empirical facts that occur in the field, it could be analyzed that, the national exam emphasizes the final result and ignores the value of the process that should be enjoyed by each student so that all methods and practices of cheating are carried out when the results were considered more important than the process. The national examinations that had been conducted for years are actually not in line with the goals of national education. When viewed from the results of research by Hadi (2014), it showed that the concept of implementing the national exam is conceptual and can only be seen from the final results of the national exam, not the learning process that students get from the teacher. So that the results of the national exam were not entirely from the abilities of the students themselves.

Mendikbud Nadiem Makarim had planned to replace the National Examination which had been considered as a prerequisite for student graduation into a competency assessment and character survey. The replacement of the graduation requirements will be effective starting in 2021. The questions given later will not make students memorize but give birth to analytical power based on information. That is why Nadiem Makarim only uses two topics, namely literacy skills and numeracy skills

If observed carefully, in fact many also thought that the UN was no longer needed. This was due to the many considerations and field phenomena that occur. Ironically, the National Examination was used as a means of entertainment for the local education office, schools, school principals, teacher councils and students. There were even some parties who make a business arena. For example, there were many schools when the UN was underway, teachers send answers to their students in various ways. This must have been approved by the school and the school principal

The removal of the National Examination in 2020 yesterday, Nadiem Makarim issued a statement in Circular Number 4 of 2020 concerning the Implementation of Education Policy in the Emergency of the Spread of Corona Virus Disease (COVID-19) that UN participation was not a requirement for graduation or selection for higher education. So that in Circular No. 1 in 2020 explains that student graduation was determined through school exams based on the assessment of learning outcomes conducted by the teacher. Based on this statement, it could be interpreted that the graduation of students is in the hands of the teacher concerned.

II. RESEARCH METHODOLOGY

The method used in this research was descriptive qualitative literature research which aimed to explain, describe, provide an overview of an object, then study secondary sources from various sources such as books, encyclopedias,

journals, and the like relating to the elimination of the National Examination and standard student graduation assessment.

III. RESULTS AND DISCUSSION

National exam

A. Definition of National Examination

The national exam is one of the activities in the process of evaluating the national level learning which has been determined by the government with the aim of knowing student learning outcomes, whether it meets the assessment standards or not. National examinations are also seen as an effort to improve the quality of education nationally. The assessment of learning outcomes carried out by the government aims to assess the achievement of national graduate competencies only in certain subjects.

Agreeing with the above, Syawal Gultom (2017: 5) gives an understanding that the UN is a standard evaluation system for primary and secondary education in Indonesia. In addition, the National Examination is also a means to map the quality of various levels of education from one region to another.

Referring to the explanation above, the essence of the national exam is to see the extent of the quality of education in Indonesia and with the hope that there will be an equal distribution of quality in each region both in underdeveloped areas throughout Indonesia by providing the same standard of passing scores on a scale each student must pass.

From the above understanding, the authors conclude that the national exam is an exam that includes only a few subjects which are used as a national level exam as a form of evaluation of student learning programs and aims to assess the competencies that students have achieved, to measure the quality of education at the level national, as well as a tool that can be used as a selection for entrance examinations at the next level of education, and also to provide information to the wider community about a government program, so that it can be seen and analyzed whether the program is good or needs to be revised or even eliminated.

B. Objectives of the National Examination

The National Examination according to the Regulation of the Minister of National Education of the Republic of Indonesia Number 20 of 2005 Article 4, was taken into consideration as (1) determining the graduation of students from an educational unit, (2) Selection to enter the next education level, (3) mapping the quality of units and / or educational programs , (4) accreditation of educational units, and (5) coaching and providing assistance to educational units in efforts to improve the quality of education.

In addition, according to Furqon (2012: 12) the objectives of the National Examination are to: (1) encourage teachers to improve the quality of teaching; (2) increasing guidance efforts for students who have difficulty learning; (3) encouraging teachers to apply various methods to improve learning; (4) so that students are more diligent and active in learning; and (5) so that parents pay more attention to their children's learning.

C. The UN term from Time to Time

The national exam has been implemented since 70 years ago with a different name for each period. It's just that the national exam is carried out in accordance with the needs and abilities of students and the government at that time. The process of the national exam trip from time to time, namely:

- 1) Final Examination (1950-1964). All questions in this year were done in essay form and prepared by the Ministry of Education, Teaching and Culture. However, the exam materials were all subjects.
- 2) State Examination (1965-1972). At this time too, the test materials were all subjects. All exam questions are prepared by the central government and apply equally to all of Indonesia. The goal remains the same, namely to determine graduation, so that students can continue to public schools or colleges
- 3) country if it has passed the state exam. As for those who don't
- 4) passed the state exam, he still obtained a diploma and can continue to school or private college.
- 5) School Examination (1973-1979). In this era, the government did not make exam questions, but had been fully handed over to schools. In addition, schools also have the authority to determine assessments. The central government only provides a general policy on national examinations.
- 6) Ebtanas and EBTA (1980-2002). In this era, student graduation was determined by the combination of Ebtanas and EBTA scores. In this period the danem (list of pure ebtanas values) was known. The aim of Ebtanas and EBTA was to obtain a Certificate of Completion of Study (STTB) (liputan6.com).
- 7) National Final Examination / UAN (2003-2004). In 2003 there was a change that the average passing grade of the UAN was a minimum score of 3.01, while for each subject the overall average score was at least 6.0. Changes continued in 2004 where students passed the UAN if they achieved a minimum score of 4.01 in each subject, and there was no minimum average score. However, students who do not pass the UAN can take the retest one week after the UAN schedule has passed.
- 8) National Examination (2005-2014). In this era, the form and standard of graduation are the same as the UAN, it's just that each year has a different minimum average score that students must have.

- 9) Computer Based National Examination / UNBK / CBT (Computer Based Test) (2015-2019). Since 2015 the National Examination was no longer a determinant of graduation. Even in 2020, the UN has officially ended.

D. Positive and Negative Impact of the implementation of the National Examination

In the world of education, for parents, teachers and students, the UN was considered something very scary. As scary as they think, the UN must still be passed in order to continue to the next level of education. Even in its implementation, the UN in Indonesia has positive and negative impacts (Ghoeskoka, 2010). The positive impacts of implementing the National Examination were: (1) able to see the mapping of education; (2) can see the students' abilities; (3) Making students more active in studying, but only in certain subjects, and on the part of the teaching staff, they would be even more active in educating their students, which can be seen by providing additional time and stabilization for certain subjects. While the negative impact of the implementation of the National Examination, namely: (1) making students justify all means to pass the UN, and even laden with complaints of fate (lucky and unlucky), (2) subjects who did not participate in the UN are subject to children, in the sense that the UN was also has the potential to narrow the school curriculum (curriculum narrowing), (3) in education, currently it involved 3 aspects, namely (cognitive, affective, and psychomotor), whereas in the National Examination it only concerned cognitive aspects, even children's achievement and graduation is at stake for only a few hours, (4) So far, the results of the National Examination have been used as determinants of student graduation, to prepare students for and work on UN questions, teachers usually use the drill learning method, where students are trained to work on a number of questions that are suspected to come out on the exam.

E. Positive and negative sides are abolished UN

Not a few think that the elimination of the National Examination was a big loss for the world of education in particular. As for the positive and negative impacts of eliminating the National Examination, were described in the table below:

No	Stakeholders	Positive Impact / Benefit	Negative Impact / Loss
1	Government	Reducing the burden on the government budget	Difficulty in measuring student learning evaluation and the level of progress of national education. It was difficult to make equal distribution of the quality of education in each region, because the level of difficulty of the exam questions and the passing criteria made by the government, regions will vary.
2	School/ Teacher	Feeling more valued by the government because the government put student graduation assessments in their hands	Students' interest and persistence in studying was likely to decline because they feel that there was no passing requirement that was as strict as the national exam from the government
3	Students	Less psychological burden, and more focus on subjects of interest	Students lost a motivation and reason to study more seriously . Students felt they had no preparation for the grades used when registering for secondary school
4	Parents	Children who had excellent talents and achievements in a field but have deficiencies in the subjects tested in the National Examination, could be more easily guided to focus more on their strengths.	Parents found it difficult to assess the quality of a school's education

1. Student Graduation Assessment Standards

A. Competency Standards for Primary and Secondary Education Unit Graduates

Prior to the emergence of the Covid-19 outbreak and the abolition of the UN, there were also the criteria for passing students in the Indonesian Minister of Education and Culture Regulation No. 3 of 2013 chapter II Article 2, states that students were declared to have graduated from the education unit after:

- 1) Complete all learning programs;
- 2) Obtain a good minimum score on the final assessment for all subjects consisting of:
 - a) groups of religious subjects and noble morals;
 - b) citizenship and personality subject groups;
 - c) aesthetic subject group; and
 - d) physical, sports and health subject groups;
- 3) passed the S / M / PK examination for the science and technology subject group;
- 4) passed the UN.

B. Student Graduation Criteria After National Examination is abolished

Minister of Education and Culture (Mendikbud) Nadiem Makarim, officially announced the cancellation of the National Examination (UN) for the 2019/2020 school year. The elimination of the National Examination applied to junior high school education units / equivalent and SMA / SMK / equivalent in Indonesia by taking into account the safety and health of students in the midst of the Covid-19 pandemic. This stipulation was contained in the Minister of Education and Culture Circular Number 4 of 2020 concerning the Implementation of Education Policies in the Emergency Period for the Spread of Corona Virus Disease (Jakarta, Kemendikbud).

Circular Number 4 of 2020 concerning Implementation of Education Policies in an Emergency Period of the Spread of Corona Virus Disease (Covid-19), contained the cancellation / deletion of the National Examination. The cancellation of the 2019/2020 Academic Year, then the UN was no longer an absolute requirement in determining student graduation. The determination of student graduation for now was based on four criteria, namely: (1) Adjusting the entire learning program; (2) Obtain a minimum good attitude / behavior score; (3) Having a school examination score, and (4) Obtaining a score according to the Minimum Passing Standards set by the Education Unit.

Regarding School Exams, it could be carried out online. If a school was not ready to hold US online, then the implementation could be done in the form of a portfolio of previous reports and achievements, assignments, online tests, and / or other forms of remote assessment without gathering students in one place, except for those that had been carried out prior to discharge. SE Minister of Education and Culture RI No. 4/2020. For written examinations that were carried out online, the material contained is the authority of the teacher concerned. Schools now only act as determinants of student graduation based on evaluations conducted by teachers. So that mastery of the material really depend on the way students and teachers maximize online learning during emergency situations

In addition, students still received a diploma without including the UN score. Schools that have implemented US can use US scores to determine student graduation. However, for schools that have not implemented US, there were

several provisions. Elementary school graduation / equivalent was determined based on the value of the last five semesters (grades 4, 5, and 6 odd semesters), while the grade 6 even semester scores were used as an additional grade. SMP / equivalent or SMA / equivalent graduation is also determined based on the value of the last five semesters and even semester scores for grade 9 and grade 12 can be used as an additional pass mark. Meanwhile, for SMK graduation / equivalent, it was determined based on report cards, field work practices, portfolios, and practice scores for the last five semesters. Then the even semester scores of the last year were used in addition to the passing scores

In addition, the value of the Skills Competency Test (UKK) for vocational students was taken from the average practice scores for semesters 1-5 for 3-year SMK and semester 1-7 for 4-year-old SMK. As a substitute for UKK not being implemented, schools made Skill of Passports, which were certificates containing the scores of productive subjects from grades X, XI, and XII.

Based on the above, schools were given the authority to be able to carry out and facilitate the implementation of competency certification tests for students in 2019/2020 after they were declared to have graduated from school and the situation in the emergency period of COVID-19 had recovered and was safe. Regarding the final semester exams for class promotion, the technical implementation was left to the school, whether it was to be carried out online or offline, but still paid attention to the Minister of Education and Culture SE No. 4/2020 and was not carried out in the form of a test that gathers students in one place so that it created a crowd.

C. Analysis of the elimination of the UN

The removal of the National Examination has indeed generated controversy from all sides. There are several positive and negative impacts of the implementation of the UN itself, even the positive and negative impacts also resulted from the elimination of the UN, actually making the quality of education in Indonesia tossed around. Not only educational institutions, teachers also lost direction in determining student graduation assessments accurately. And for parents, they lost direction in determining the quality of educational institutions. Due to the polemic that occurred, now Minister of Education and Culture Nadiem Makarim had provided a solution to the confusion of the community and stake holders over the elimination of the National Examination.

From the various explanations and sources that the authors had described above, the authors analyze that educational institutions from an early age should have planned various strategies to help the quality of school education in various ways, including being able to:

Changing the learning strategy. From what was initially class-oriented and centered on the subject matter and focused on memorizing the material, it became a form of analysis in questions. In this case, teachers are required to have various

learning tools in addition to teaching tools. Thus, students who were given a question bank with reasoning focused more on their ability to analyze so that these questions were not only done at school, but also as homework.

- Adding a paradigm of student learning hours. The additional learning program was considered quite effective so far in achieving satisfactory results. It would be great if the school was willing to cooperate with a tutoring agency.
- Mastery of material and improvement of learning quality. Children were often required to always learn and absorb all the knowledge and knowledge provided by their teachers. The teacher taught in the classroom and provided learning according to the knowledge they had. Sometimes teachers in delivering material were less liked by children and were not even able to convey well to students. It had an effect on increasing children's competence in achieving their best performance. For this reason, so that children could achieve maximum competence, teachers must also be willing to improve their learning both in mastering the material and in how it was delivered to students.
- Textbook fulfillment and additional enrichment. To support the achievement of optimal achievement, teachers and parents need to meet the availability of teaching materials and books on endurance enrichment, both through online PDFs and physical books. Book collection questions were not a good solution for students to be able to learn to improve their competence. Enrichment books were also needed so that children gain insight and had a reliable understanding.
- This time the educational institution asked for the full support of parents. Teachers at school provide learning material and guide students to receive all the knowledge that had been transferred, while parents at home helped by providing motivation and paying attention to children's lessons so that they did not easily forget the knowledge that has been previously obtained

According to the author, the above could be used as a strategy in achieving the desired targets. And indirectly the increase in the competence of students increased.

IV. CONCLUSION

In its implementation, the national exam had drawn a lot of controversy. National exams also had positive and negative impacts, but in eliminating them, it did not mean that the national exams had no impact, in fact the elimination of the national exams also had negative and positive impacts as well. The positive impact of implementing the national exam was that students were motivated to study hard and had high enthusiasm to achieve better grades, while the negative impact was that students experience psychological and mental pressure and even had a very high level of concern that they were afraid of not passing the national exam. As a result, it had an impact on self-imposition where they had to master

the learning material to be tested, so that in the end the memorization method was the last way used by students.

As for the negative and positive sides of the elimination of the national exam, namely students lost a motivation and reason to study more seriously, and students felt they had no preparation for the grades that used when registering for secondary school. While the positive impact was that students no longer feel tired by studying every national exam questions and focused more on the subjects of their interest. In addition, the burden on the government budget also was reduced. Meanwhile, for schools and teachers, they felt more appreciated by the government because they have entrusted the assessment of student graduation in the hands of teachers or school institutions.

The elimination of national exams made the Minister of Education and Culture issue a new policy whereby student graduation was no longer based on UN scores but it was assessed on school exams. However, for schools that had not implemented US, there were several provisions. Elementary school graduation / equivalent was determined based on the value of the last five semesters (grades 4, 5, and 6 odd semesters), while the grade 6 even semester scores were used as an additional grade. SMP / equivalent or SMA / equivalent graduation was also determined based on the value of the last five semesters and even semester scores for grade 9 and grade 12 were used as an additional pass mark.

V. REFERENCES

- Abidah, Hidaayatullah, Simamora, Fehabutar, M. (2020). *The impact of covid-19 to Indonesian education and its relation to the philosophy of "MerdekaBelajar"*. *Jurnal Studies in Philosophy of Science and Education*, 1(1).
- Arifa, F. N. (2020). *Challenges of Implementing Home Learning Policy in the Covid-19 Emergency Period*. Brief Info; Brief Review of Actual and Strategic Issues, XII(7/I), 6. Retrieved 161 from http://berkas.dpr.go.id/puslit/files/info_singkat/Info_Brief-XII-7-I-P3DI-April-2020-1953.pdf
- Ghoeskoka. (2010). *Problematika National Examination between Problems and Expectations* <http://ghoeskoka.wordpress.com/-2010/04/29>
- Gultom, Shawal. *National Examination as a Vehicle for Evaluation of Character Education Development*.
- Hadi, S. (2014). *National Examinations in a Critical Review of the Philosophy of Pragmatism Education.. Scientific Journal of Teacher Education Madrasah*

Iblidaiyah, IV(2).
<https://doi.org/http://dx.doi.org/10.18592/aladzkapgmi.v4i2.139>

<https://www.kemdikbud.go.id/main/blog/2020/03/un-2020-dibatalkan-ini-syarat-kelulusan-siswa>

<https://www.liputan6.com/news/read/4218799/mendikbud-ubah-metode-penilaian-kelulusan-siswa-dengan-standar-internasional>

Mudasir. (2006). *Phenomenon of National Examination Level Madrasah Aliyah Se-Riau Province*. Tadrir: Journal of Teacher Training and Tarbiyah Science.

Mulyasa, E. (2006). *Curriculum perfected: Development of Competency Standards and Basic Competencies*, Bandung: Remaja Rosdakarya.

Notodiputro, Khairil Anwar. (2012). *National Examination: A Means to Build The Character of the Nation*. Jakarta: Ministry of Education and Culture, 2012

Nurudin, et al, (2007). *National Examination in Madrasah: People's Perceptions and Aspirations*, Jakarta: Gaung, Persada Press.

Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 3 Year 2013 concerning The Criteria for Graduation of Learners from the Education Unit and the Implementation of School/Madrasah Examinations/Equality Education and National Examinations.

Regulation of the Minister of National Education of the Republic of Indonesia Number 20 year 2005 Article 4

Government Regulation of the Republic of Indonesia Number 19 Year 2005 concerning National Standards of Education Article 66 paragraphs 1, 2 and 3

Sobron, A., Bayu, Rani, & Meidawati. (2019). *Student Perception In Online Learning Study Influences Interest in Science Learning*. SCAFFOLDING: Journal of Islamic Education and Multiculturalism, 1(2).

Circular Letter No. 4 of 2020 on The Implementation of Education Policy in the Emergency Period of Dissemination