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EDUCATIONAL EVALUATION MISCONCEPTIONS AS NATIONAL EXAMINATION POLICY IN INDONESIA

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ABSTRACT

Improving the quality of human resources impact on the continuance and the progress of nations. The quality of human resources is also an indicator forward whether or not a nation. With education certifiable is able to make all, human certifiable so education into a hope for the future for the better. But that wish to fade when the spirit of education was stopped instantly because it a student is "not pass" the national exam. Yes, indeed, during this is a polemic in the world of education, namely the national exam. This writing more emphasized for straightening mistake understanding (misconception) about the evaluation of education as a policy of a system of national exam. To slant evaluation who served as education policy of national exams capable of being done with effective to cultivate participants certifiable and improve human development index (HDI) in order to compete in domains of regional national and international.

Keywords: Misconceptions, evaluation, education, policy, the exam national

INTRODUCTION

Lately appeared a new policy on the education system in Indonesia is about "Character Education". Character education means education requires all aspects of young people able to print the character of the nation. Not only the students who are required to have character, but educators and even parents are also required students to provide examples of character education in accordance with the character of the Indonesian nation. Real meaning of education lies in how to make the process of developing quality human resources for the advancement of quality and character of the Nation.

According to Zainuddin (2008), education is a fundamental aspect in the effort to prepare human resources in the face of the process and the dynamics of community life in the state and nation in the midst of pluralistic. Education is an ongoing process, continuous and lasts a lifetime (long life education) in order to realize the human adult, independent and responsible as well as the faith and fear of God Almighty (Zainuddin, 2008:1). Education is expected to improve the quality of human resources.

Improving the quality of human resources affect the continuance and progress of the nation. Quality of human resources is also an indicator of whether or not a nation's progress. With a quality education makes man capable of quality as well, so that education becomes a hope towards a better future. But that hope seemed to vanish when the spirit of education for learners stopped immediately declared "not passed" National Exam. Yes, it has been the focus of debate in education is the National Exam.

National exams originally used as an absolute benchmark of graduation students. If the student in carrying out the national test is declared "not passed", then the students would not want to repeat the studies for 1 year. Sometimes it is at the inequities in the implementation of the National Exam. Education that has been pursued for 6 years (for primary schools) and be gone for 3 years (for junior high and high school equivalent), determining the graduation only held for 3 days only. If within 3 days that students are not able to reach the minimum value set by the government, then the student is declared "not pass the" National Examination which means the school did not pass.

Another reason being debated in the implementation of National exam is on cheating during the execution of the National Exam. Because the National Examination used as the standard of education quality, rigging efforts carried out systematically by several stakeholders such as educators, learners and parents. With the expectation that students pass the exams and education quality is considered good in the community, despite using dirty means in practice. And is happening now on the fanfare "character education " seems to be reconsidered given the fraud that occurred during the National Exam cheating takes place and almost done annually.

Data from East Java Education Office, school year 2011/2012 the percentage of junior high school students in East Java equivalent that does not pass by 0.16 %. Earlier in the year 2010/2011, the percentage of students who do not pass by 0.21 %. While the academic year 2009/2010 is not passed by 0.28 %. Equivalent to high school students, East Java is the best province for at least noting the percentage of failure. Of 210 586 high school students who take the test, which did not pass just 256 people or the percentage is 0.07 %.

Based on the above data, it is clear that the actual quality of education in Indonesia, especially East Java has shown improvement. This is proven by the decrease in the number of students who did not pass the national exam every year. However, when the data is examined with the fact that everything happening now is just perverse that the quality of education is good and the implementation of the National Examination as educational evaluation tools has been reached. Yet when looking at the fraud that occurred in the field, the test cannot be used as reference national evaluations of education. Learners who did not pass the exam are declining, but cheating was done by learners and educators are increasing from year to year. Although there has been a change in the policy of the National Examination almost every year.

This paper is actually not to prolong the polemics and controversies enactment or implementation of the National Examination must stop its execution, but this paper is emphasized to correct misconceptions (misconceptions) about evaluation as a policy enforcement education system National Exam. So that the nature of educational evaluation policy is presented as capable of performing the National Examination effective to grow the quality of students and improving the Human Development Index (HDI) in order to compete in the arena of regional, national and international.

HISTORY OF THE NATIONAL EXAMINATION

Although the implementation of the national exam to invite a lot of debate and controversy , but the implementation is mandatory because it mandated and listed in PP. 19 Year 2005 on National Education Standards. Implementation of the National Examination actually has been around since Indonesian independence. Since Indonesia's independence until the early 1970s, the National Examination referred to as the state exams. The purpose is to determine the graduation exam and continuing education to higher education. Because they assessed its implementation inefficient because the methodology employed is not appropriate, then in 1970 to 1979 was replaced by the term school exams. However, as in previous years, the school has not been defined test execution side force school because each school exams are free to create questions that are tested and the test results of each school varies.

Later in the year 1985 to the 2000s, the National Examination replaced with the term EBTANAS (National Evaluation of Learning End Stage). This means that the purpose of the EBTANAS as educational evaluation tools. Referred to as an evaluation tool but no results were evaluated as EBTANAS showed 100 % graduation. Evaluation is not done, but cheating on the part of schools that serve students graduated. So in 2002, a change again into UAN (National Final Examination) or that now is known as the UN (National Exam). National Examination policy is actually not much different from test execution 1970s. The difference is only government intervention in the matter of making a little more. More a matter of making left to the school authority. The process is still going on cheating since the beginning until now difficult to avoid even inevitable.

UNDERSTANDING MISCONCEPTIONS ACTUALLY NATIONAL EXAMINATION

Based on the education minister republic of Indonesia number 20 year 2005 explained that national exams are the measurements and learners appraisalment national competence for elementary and secondary education. National exams exercised on certain subjects followed by learners, junior high school, Islamic junior high school, inclusion junior high school, senior high school, Islamic senior high school, vocational high school and Islamic vocational high school held by a standard national education (BSNP).

The national examination was meant to assess the attainment of competence graduate from the nationally on the subjects of being determined of a group of science and technology in order the attainment of national standard of education. The result of national exams used as an ingredient of consideration for the determination of the graduation participants of a unit of education, selection in the next education level, mapping quality unit and / or an educational program, accreditation education unit and development and education aid to a unit in the efforts to improve the quality of education.

Based on the meaning of national exams as an activity measurement and judgment against participants didik, national to be said that the national examination used as an ingredient of evaluation education in order to increase the quality of education national. If the national examination be used as an evaluation on education, it is not in accordance with the aspect of the evaluation of education itself. This is what eventually will become a fallacy understanding (misconception) about the evaluation education is the policy in the national exam.

As has been expressed by Wringstone (1959) (in Purwanto, Ngalm, 2008) on the evaluation education namely: "Educational evaluation is the estimation of the growth and progress of pupils toward objectives or values in the curriculum". (Evaluation education: Assessment on the growth of and progress students toward the objectives or values that has been set in the curriculum).

This seems clear that a national examination used as evaluation education less appropriate because in the implementation of the national examinations, the purpose of purpose or values on curriculum can't be fully achieved. The activity of evaluation can't be done in relaxing without by a process. Evaluation education must be conducted through a systematic. This means that evaluation of teaching is an activity that planned and carried out in 2012. Evaluation not only activity that is performed at the end or cover of a program such as carried on the national examinations course. But activity that is performed at the beginning, during the on-going program, and at the end of the program lasted (Purwanto, Ngalm, after 2008: 5).

Actually there is no harm if the national examination be used as a tool to evaluate the national education overall wrong if there is a mistake understanding of the meaning evaluation of education itself. Educator supposed to really understand will meaning evaluation itself. Moreover, in government regulation number 20 years 2005 also explain in detail uses the result of national exams. Originates from the activities of evaluation education nationally for measuring the quality of education in Indonesia misconception will its policies, if there is can occurred in define and become a polemic every year.

STARTED FROM EDUCATION, EVALUATION RESULT IN CHEATING

Almost every year the implementation of the national examinations, always tinged with the act of cheating. Why is that happening? This is a result of misconception evaluation of education in the national exam. Currently, the result of national exams are not a determiner graduation absolute the participants. Graduation not only determined by the results of the national examinations, but also very helpful in determining the role of school pass or failure participants years lesson 2011 / 2012 by comparison 60 %, 40 %.

Benefits convention of the national examination according to he (in Lussy Dwiutami, 2011) is to describe education indicators conditions in Indonesia in general it means an educational institution international (UNESCO) can know the condition of education in Indonesia via the national exam. Based on the statement, writers have to conclude if the national exams are held as the evaluation of the education nationally. Regulation education minister of the republic of Indonesia number 20 year 2005, also mentioned test scores

as the evaluation of the national education will be used for sealing victory graduation participants, selection to University, the mapping of quality and accrediting educational institution.

National Education Minister M. Nuh said that in dealing with education can't problems, regardless of a including in the execution of national exams. And almost every year occurs the changes about the national examination. This change towards repairing the national examination not only to increase presents graduates, but also must be able to answer other problems appeared (multy objectives). In addition, national education minister also expressed his policy base related to the national examination that the national exams cannot be detached from a system of evaluation and learning process in every levels of education.

Because national examination as part of a system of evaluation, then the principle of the first in the national examination is the principle of comprehensiveness (whole or one whole). Wholeness learning process is to fill and prepare for three basic cognitive aspects, namely competence of affective and psychomotor in a mature manner. The national examination is only cognitive aspects of course, can measure while aspect of affective and psychomotor measured through internal evaluation done by educator and their schools. So, starting in 2011, the result of national exams as determiner graduation 60 % of the exam results national and 40 % of study result of the students in a school.

When national exams used as evaluation education, then the result of national exams are considered worthy be used as a standard determiner graduation. Happened next is the practices cheating conducted in well-planned and systematic by some parties among them are reforms, participant's even parent's participants. Various kinds of cheating begin to applied e.g. cheating filch and divulging the test to the participants to all the participants students get satisfactory results and pass the exam 100 %. When a school expressed participants students graduated 100 %, the school students has been able to assume that participants through the national examination as a standard graduation. So that the school did not will hold evaluation study result of the in the students. Assumption that evaluation are no longer required done by the school because the results of the national examination' have been very satisfactory.

Misconception testing policies as the evaluation of the national education which is when the result of national exams it can be used as a standard determiner passes the exam means the result of national exams can be used to enter University selection. This is what foster the school commits iniquity luminance the national examination. However, when this policy is really will be applied there is a denial of selection to university enforcement authorities. With consideration that the validity of the exam results still doubtful, national means of national exams cannot become as an evaluation on national education.

The problem up next is the result of national exams used for mapping quality and accrediting an education institution. Mistake of the meaning of understanding will meaning evaluation can lead to all aspects. If the result of national exams used for mapping quality and accrediting educational institutions, practices cheating can't stop. More and more schools trying to commit iniquity for the sake of obtaining recognition school "finest" or "accredited A". The national examination as evaluation education really there is a mistake understanding the meaning of evaluation.

The national examination used to improve the quality of education in Indonesia in the end will never achieve. According to the opinion Shadiq (2010), there are three the root causes lowness the quality of education in Indonesia, i.e. the role of the principal more to veer toward the administrative and financial than toward education, not objective appraisalment education and culture of a pulley value. This is what causes of national exams cannot be used to improve the quality of education.

THE FACT NATIONAL EXAMS IN FOREIGN COUNTRIES

The national examination is not only done in Indonesia course, but overseas also hold the national examination as in the country Finland. The education system in Finland it can be best in the world. And it even profoundly recognized by the United States. Finland has beaten the United States in the fields of education through international Olympic event. The primacy of the quality of education in Finland is not surprise because this country has a small region by the number of nation relatively little.

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The quality of education in Finland can't doubt. In measuring the quality of education in his country, Finland use of reference how big students who managed to win international Olympic event. As it did in Indonesia to use national reference test scores in the finish national exam there are indeed but it is not exercised in elementary school students, junior high school and senior high school. National exam really reduced. The national examinations only do when they went to college which is called by matriculation examination.

On the issue of education policy that exists in Finland, education policy not interfered with more than 40 years. It is very different with the policy which applied in Indonesia already suffering changes in policy many times. In fact it is education in Indonesia although it has experienced many times, the new policy the quality of education remains as one from even sink further. Writer assume that policy in Indonesia it's just devised a system of trial and error only (trial-error). While in Finland, a policy that is not interfered with but the quality of education better even to be the best in the world.

The concept of evaluation education the truth. According to the authors, the concept of evaluation education nationally actually to improve the quality of education in Indonesia. Who became missing, i.e. in the object that will be evaluated. Far, has always been evaluation of an object that is the result of national exams. The government assume the result of national exams become an indicator in determining whether or not forward the quality of education in Indonesia. In fact, the national exams cannot be said to be invalid because of the deceit happened during implementation the national exam.

In addition, who always make the implementation of the national examination full of polemics because the policy of the national examination applied experienced the turn of the many times in the hope of improving the quality of education in Indonesia. However, hope it's just stay hope only. The quality of education, there was no progress there are only the quality of higher education in decreasing. This is what ought to be observed by the policymakers. Should not policy always replaced to advance the quality of education, but must do evaluation on the other.

We must be able to look in the quality of education that exists in Finland. In doing evaluation of the quality of education, reference used not on the outcome of the national exam. If the results of the national examinations, using the reference will surely there is a mistake understanding meaning evaluation of education itself. Evaluation education misused to contend obtain the predicate school very nice that accredited a and educator who professional so participants students passed examinations 100% and can easily enter state university through selection to state university. In fact, what happens in fact only the act of duping in the student with commits iniquity when do the national examination systematically and expand cultural a pulley value.

The most effective way in must do evaluation of national education not to the concept of an evaluation, there is a mistake among other: (1) Who became an indicator of improving the quality of education, rather than the result of national exams but how much participants Indonesia managed to win Olympic education in the international arena. If participants Indonesia has managed to win in the Olympics, the quality of education Indonesia increasingly recognized especially by other countries; (2) An object evaluation of education is not situated on a student who is required to take at least in line with the value of school to be able to pass the exam. But the object of evaluation more emphasized on the quality of teacher. Currently, teachers being desire most people because wages are obtained pretty big. Supposed to, the qualities of being principal concern educator before see the quality of students. Because quality a participant determined by the quality of teacher. Quality educator also it can be used yardstick the quality of school and in accreditation a school; (3) The implementation of national exams are held, must remain but not used for evaluation of national education but more emphasized to spur the rate of learning participants because the national examination many have a positive impact. However the national examination should run mandated in the regulation of the Indonesian government no. 19 / 2005 about national education standard. But that is essential for emphasized;

increase the quality of education must not by doing new policy to many times. Policy only arranged one times and must be evaluated many times.

CONCLUSION

The national examination, which until now this is still a polemic show that the quality of education in Indonesia is increasingly decline. Moreover, the implementation of the national examination always tinged with the act of cheating and cultural a pulley value. Not proper if the evaluation of the national education is based on test scores. If it is always done, instead of improving the quality of education obtained but the effort to embody education characterless in Indonesia was never be reached because always occurs misconception will meaning evaluation education the truth.

Radiating from a mistake of the meaning of education, evaluation fatal against all aspects start of the exam results national used for selection entrance state university, indicators of quality and the provision of accrediting educational institution. We should reflect with education was overseas like Finland that the quality of education recognized number one in the world. If in Indonesia always experience the national examinations, the new policy in Finland education policy never replaced since 40 years ago. The policy made by a government impressed as a policy of trial and error (trial-error). So that the quality of education can't be good.

The implementation of the national examination outside the land not always done let alone to used as the evaluation of the national education. The result of national exams still doubtful validity. In Finland, implementation the national examination minimized as possible and there is only one the implementation of which is when going in college. The concept of evaluation should not emphasize on the outcome of the national examinations, but emphasized at the quality of pedagogues. The quality of a participant determined by the quality of a teacher. The quality of an education can also be used as yardstick the quality of school and in accreditation a school. The implementation of national exams are held, must remain but not used for evaluation of national education but more emphasized to spur the rate of learning participants because the national examination many generate positive impacts and appropriate trust government regulation the republic of Indonesia no. 19 / 2005.

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