THE IMPACT OF LEARNING ASSESSMENT EMERGENCY ON THE EDUCATION QUALITY

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Abstract:
The learning process that switches to the online system requires the enactment of assessment emergencies in various schools. This study aims to determine the assessment process of student learning during Covid-19, the impact of emergency assessment on student conditions during learning, and the implications of emergency assessment on the quality of education. This research method is a mixed method with a phenomenological approach. The instruments used are in the form of questionnaires and interviews. The results of this study show that the emergency assessment was carried out not optimally. The implementation of emergency assessments leads to a decrease in motivation, participation, understanding, and changes in the way students learn. This makes the quality of learning during the Covid-19 period worse. There has been a decline in student motivation, learning achievement, and morals, as well as a cumulation of competency standard (KD) loads at the next level.

Abstrak:
Proses pembelajaran yang beralih ke sistem online membutuhkan pemberlakuan keadaan darurat penilaian di berbagai sekolah. Penelitian ini bertujuan untuk mengetahui proses penilaian pembelajaran siswa pada masa Covid-19, dampak darurat penilaian terhadap kondisi siswa saat pembelajaran, dan implikasi darurat penilaian terhadap kualitas pendidikan. Metode penelitian ini adalah metode campuran dengan pendekatan fenomenologis. Intrumen yang digunakan berupa kuisioner, dan wawancara. Hasil penelitian ini menunjukkan bahwa penilaian darurat dilakukan secara tidak optimal. Pelaksanaan penilaian darurat menyebabkan penurunan motivasi, partisipasi, pemahaman, dan perubahan cara belajar siswa. Hal tersebut menjadikan kualitas pembelajaran di masa Covid-19 semakin memburuk. Telah terjadi penurunan terhadap motivasi, prestasi belajar siswa, dan akhlak siswa, serta penumpukan beban standar kompetensi (KD) di tingkat berikutnya.

Keywords:
Assessment Emergency, Student Learning, Covid-19, Quality Education

INTRODUCTION

The Covid-19 pandemic forced all segments of society to reduce their activities. Formal institutions are the main elements that must adhere to health protocols such as avoiding crowds, washing hands with soap, wearing masks, and keeping their distance.

The effect of the rule brings almost all social activities to a standstill. All activities as much as possible are done in their respective homes including work and study (Damayanti et al., 2020; Rulandari, 2020). During the Covid-19 pandemic, the activities of education must continue to run, which is referred to as an emergency. The learning process as the core of the education activities, during the emergency period of education, is carried out online (Almonacid-Fierro, Vargas-Vitoria, De Carvalho, & Fierro, 2021). Online learning has a negative impact, among others in the form of saturation and decreased levels of understanding (Maulyda, Affandi, & Hidayati, 2021). This is due to the failure of students and teachers in overcoming learning support facilities such as internet quota fees and internet connection stability (Efriana, 2021; Yudiawan, Sunarso, & Suharmoko, 2021). Indirectly, this problem has an impact on the learning assessment. The learning assessment system during the Covid-19 period raises problems. They are: 1) the implementation of assessment is constrained as a result of the absence of face-to-face; 2) the results of the evaluation conducted do not describe the actual ability of students; and 3) assessment in the cognitive, affective and psychomotor realms cannot be implemented effectively (Tamrin, Enita, & Marpaung, 2021; Upoalkpajor & Upoalkpajor, 2020).

Assessment is defined as the process of gathering evidence related to student learning outcomes (Harlen, 2007). It is a conscious and systematic activity conducted by teachers to collect information, and to analyze, interpret and describe conclusions related to the abilities and characteristics of students (Berry, 2008). In the Law of the Republic of Indonesia, Number 20/2003 on the National Education System Article 57 paragraph 1 mentioned that "assessment is carried out in the framework of national education quality control as a form of accountability of education organizers to interested parties, including students, institutions and educational programs" (Kemendikbud, 2003).

The focus of learning assessment is the success of students in achieving graduate competency standards (SKL). SKL is a graduate ability qualification that includes attitudes, knowledge, and skills. The qualification is contained in the Core Competencies (KI) spelled out in the Basic Competence (SK) which is rationalized in the Learning Achievement Indicator (ICP) (Febriana, 2019). The purpose of learning assessment is to obtain evidence showing the success rate of students to achieve curricular goals. In addition, learning assessment can also be used to determine the effectiveness of the teaching process, the learning activities, and the learning methods used. Learning assessment has several functions, e.g.: (1) to know the learning progress of students; (2) to find out the level of education and teaching program; (3) as information on students guidance and counseling services; and (4) to know the development and improvement of the school curriculum (Prijowuntato, 2016).

In an emergency period of education, the assessment process refers to the emergency curriculum issued by the Ministry of Education. The implementation of the assessment is carried out diagnostically about several principles, i.e.: valid, reliable, fair, flexible, authentic, and integrated (Keputusan Mentri Pendidikan No. 17, 2020). Emergency assessment may be conducted using the remote assessment method and may

use applications connected to the internet network, such as google classroom, google forms, e-mail, web, and social media platforms. Assessment in learning is carried out with test and no-test forms that correspond to the characteristics of competence and student development. Test assessment includes descriptive (essay) and objective tests. The description test consists of limited and free description tests. Objective tests include multiple-choice forms, matching, true-false, fill-in, and short answers (Adom, Mensah, & Dake, 2020). The results of knowledge and skills tests are shown in the form of scores. Non-test assessment is an assessment that measures the ability of students directly with real tasks. Some types of non-test assessments are; multilevel scales, questionnaires, checklists, interviews, and observations (Prijowuntato, 2016). Non-test assessments can be used to assess attitudes (Thacker, Ho, & Khawaja, 2021) to know the coaching and character formation of students (Febriana, 2019).

This research aims to complement the previous findings related to the emergency of learning in the Covid-19 period. In line with it, the following research questions are: (1) How is the process of student learning assessment in the COVID-19 period? (2) What effect does the assessment emergency have? (3) What are the implications of assessment emergencies on the quality of education? Those questions are formulated to be the main objectives of this study.

RESEARCH METHOD

This research uses mixed methods of research with concurrent types. The concurrent mixed method is a combination research method using qualitative methods and quantitative methods together, then the data obtained are analyzed into a conclusion (Creswell, 2009) and (Phillip Bowen, 2017). In its implementation, quantitative methods are used to obtain data related to the emergency effects of assessment of the quality of education described by the percentage level of each indicator. Qualitative methods are used to obtain data on the implementation of assessment emergencies in each school, and more specific data related to the effects and implications of assessment emergencies in the field of education. The approach used is phenomenology. This approach aims to reveal a phenomenon based on the experiences and realities of individual life (Flick, 2009). Through a phenomenological approach, the study reveals the implementation of assessment emergencies as well as their implications for the quality of education based on the reality that occurs in various schools, from the beginning of the pandemic to the present.

The research data were obtained using questionnaires and interviews. The questionnaires used are open questionnaires and closed questionnaires. In an open questionnaire, respondents were given freedom of speech. Instruments in open questionnaires are questions related to the minimum completeness criteria (KKM = *Kriteria Ketuntasan Minimum*), the implementation of emergency assessments, and efforts to ensure the graduation of students in the assessment emergency. In closed questionnaires, respondents are only allowed to answer yes or no. Instructions are used in the form of questions related to the form of assessment, the implementation of group

reference assessment (PAK), the effects caused by emergency assessment, and the emergency implications of assessment on the quality of education. The interview was an in-depth interview. The instrument used is in the form of several questions that are in the questionnaire. However, the question is evolved according to the needs of researchers. Therefore, more specific and in-depth data are able to be obtained.

After the data is collected, researchers use data analysis techniques in the form of quantitative descriptive and qualitative descriptive analysis. In this study, quantitative data were processed using google forms. It is then described through bar charts (KKM values) and tables (percentages of each indicator). Qualitative data are analyzed using the description of words obtained from the results of the interview. Qualitative data are used to strengthen quantitative data and deepen research results.

The respondents to this study are 25 teachers who have carried out assessment emergencies at various levels of education. The inclusion criteria are: teachers who work at various levels of schools in Indonesia, teachers who teach in the Covid-19 situation, and teachers who carry out assessment emergencies during the Covid-19 pandemic. The research has been conducted in 25 schools in Indonesia. The various schools are located in various provinces, including; Central Java, East Java, West Java, Banten, and Lampung.

RESULTS AND DISCUSSION

Process of Learning Assessment in the COVID-19 Period

The learning process as the core of educational activities continues during the covid-19 period with various adjustments (Daniel, 2020; Muslih et al., 2021). Learning assessment has several functions, e.g.: to know the learning progress of learners; to find out the level of education and teaching program; as information on learners' guidance and counseling services; and to know the development and improvement of the school curriculum. A series of assessments conducted by teachers should be able to describe the ability of students in understanding the material, and also its nature does not make students depressed (Wahyudi, Rufiana, & Nurhidayah, 2020). Online tests are the same as tests conducted conventionally in the classroom, but the only difference is the implementation is different and the media used (Masruria, 2021). During the educational emergency during the covid-19 period, learning evaluation is carried out in two ways, non-tests and tests (Ahmad, 2020; Tuah & Naing, 2021). One of the teachers at Darul Ulum Senior High School said:

> "I assess student achievement by giving assignments to students. Some of the things I assigned to them included: summarizing learning materials, making videos, doing questions on student worksheets (LKS), etc."

One of the teachers at Purwosari Junior High School also said:

> "Assessment of learning achievement during the Covid-19 period has not been carried out effectively. There are many factors and obstacles that cause students not follow the learning properly. Therefore, the determination of students' scores from working on various questions in

student worksheets is only determined by their compliance with submitting assignments ordered by the teacher."

Based on the results of the two interviews, it is known that non-test evaluation includes the assignment and delivery of test instruments. The function of the test instrument in this type of assessment is different from the test assessment type. The test instrument is only used as a student assignment collection tool without considering the results obtained. So that the teacher will provide an assessment based on the student's compliance in collecting the test instrument sheet, not based on the results obtained from the test. The test assessment includes the type of multiple-choice, essay, and a combination of both. Data on the forms of the tests were collected through an open questionnaire sent online with Google Forms to teachers in 25 target schools. Their response can be seen as follows.

Table 1. Form of Emergency Assessment

Name of School	Non-Test		Test		
	Assignment	Test Instrument	MC	Essay	Combined
Sumur Primary School 2	V	V			V
Lahab Primary School	V	V	V		
Savana Primary School	V	-			V
Muhamadiyah Vacational High School	V	V			V
Tadika Junior High School	V	V			V
Cipta Bangsa Senior High School	V	V			V
Mesuji Junior High School 21	V	-		V	
Darul Ulum Senior High School	V	V			V
Al-Azhar Primary School 29	V	V			V
Ass'udah Primary School	V	V			V
H. Isriati Junior High School	V	V			V
NU I'anatul TIslamic Senior High School	V	-			V
Sumenep Islamic Senior High School	V	V			V
Krasak Primary School 31	V	V			V
Al-Azhar Senior High School 14	V	V	V		
Bina Amal Primary School	V	V			V
Annisa Primary School	V	-	V		
Jekulo Junior High School	V	V			V
Miftasa Primary School	V	V			V
Larangan Primary School 2	V	V			V
Gunung Sari Primary School 3	V	V			V

Slamet Islamic Junior High School	V	V		V
Purwosari Junior High School	V	V		V
Insan Mulia Primary School	V	V	V	
Nurul Islam Vacational High School	-	-	V	

The data above show that the assignment assessments are conducted by 24 schools, the test instrument assessments are conducted by 20 schools, the multiple-choice tests are conducted by 4 schools, the essay tests are conducted by 2 schools, and the combined tests are conducted by 19 schools. The distribution of the use of evaluation instruments indicates that non-test assessments are more widely used than test assessments. According to the number of types of tests used, 20 schools used 3 types of tests, 4 schools used 2 types of tests, and 1 school used 1 type of test.

The emergency assessment on non-test type assessments is not much different from assessments in normal situations. In this type of non-test assessment, teachers in 20 schools have given scores in the form of numbers based on the number of instruments returned. While the other 5 schools do not make the return of test instruments as a benchmark in the provision of student grades. The assessment is carried out by teachers in all schools in the form of Daily Tests (UH), Midterm Tests (PTS), Final Tests (PAS), and Year-End Tests (PAT). Tadika Junior High School (SMP) does not only carry out assessments at the end of students' semester but also during the implementation of the learning process. Whereas, the teachers at Krasak Elementary School 03 provide an additional assessment to students during the initial assessment of learning (pretest). Non-test assessments (assignments and instrument tests) are used by teachers as a UH, while the test assessment is given to students during the PTS, PAS, and PAT.

Graduation standards in assessment emergencies are based on the passing grade of the minimum completeness criteria that has been set by the school. The minimum completeness criteria (KKM) of each school is as follows:
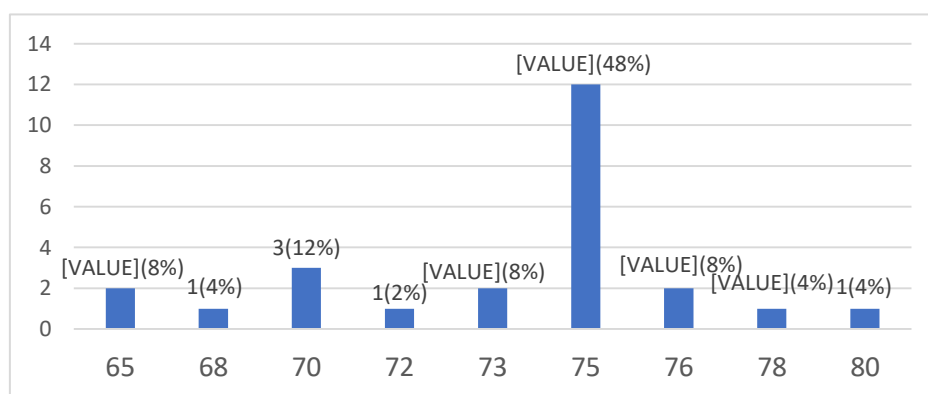

Figure 1. The Minimum Completeness Criteria

Based on the diagram above, the range of the minimum completeness criteria (KKM) values is at the value of 65 - 80. The average school uses a score of 75 as the

minimum completeness criteria in each subject. The value of 65 becomes the lowest minimum completeness criteria, and the value of 80 becomes the highest KKM. The determination of the lowest grade standard equal to the minimum completeness criteria of each school is based on three criteria, among others; 1) liveliness and task collection (used in 10 schools), 2) grades (used in 5 schools), and 3) a combination of grades, liveliness, and assignments (used in 5 schools). Students who have met several criteria set by each school will get grades according to existing KKM standards. Then to guarantee the graduation of students, teachers in schools use group reference assessment patterns (PAK). The percentage between schools that use the PAK pattern and those that use the benchmark reference assessment pattern (PAP) is 88%: 12%.

In general, the learning process has been able to run as expected by the Minister of National Education, namely by reducing the learning burden of students, and students must graduate. In general, the learning process has been carried out according to the direction of the Ministry of Education and Culture. The two emergency messages make teachers challenged to develop their creativity in providing educational services to students. To measure students' success in absorbing subject matter, teachers used test instruments for learning outcomes (Ramadhan, Sumiharsono, & Mardapi, 2020). In the emergency learning process conducted online, teachers admitted that they could not know their students' learning activities optimally as they were done at normal times (Asha, 2021). Therefore, not all teachers use optimal standards of learning success. There are two things that teachers do in evaluating learning. First, the evaluation conducted by the teacher is using a product-based evaluation approach. That is, to the extent that there is an evaluation product submitted to the teacher, then the teacher will give a to the student, regardless of the evaluation completion process. Second, teachers do not decrease the minimum criteria of mastery learning standards but use reference group assessments in processing student test results. Thus, whatever the lowest test result is obtained by the student, it is converted to the same as the minimum criteria of mastery learning (Nurbayani, 2012). The results of these tests can be obtained from test assessments or non-tests with various types. Although admittedly, this form of evaluation has many weaknesses, that is what can be done in times of emergency.

The Effects of Assessment Emergency

Evaluation of learning in times of emergency is carried out to ensure the continuity of the learning process. The results of the evaluation cannot be a measure of the absorption rate of student learning materials. In some ways, the process and type of evaluation performed affect the negative attitude of the students (Sari, 2020). This is because students feel certain to pass under any circumstances so various forms of tests given give the impression of formality and do not have a positive effect on students' learning motivation. Assessment emergencies have some effect on students. From the results of research that has been done, Indicators from the implementation of assessment emergencies. Further explanation is shown in the table below:

Table 2. Effects of Assessment Emergency

Indicators	Influential	No Effect
How to learn	84%	16%
Learning motivation	84%	16%
Participation in learning	92%	8%
Student Understanding	88%	12%

The table above shows that the assessment of emergency as an evaluation of learning in the Covid-19 pandemic has an impact on 4 indicators related to students. The first is how students learn. On this indicator, 84% of teachers state that the assessment emergency influences the way students learn. Only 16% of teachers say that it has no effect. One of the teachers at Savana Primary School said:

> "Most students rely on the internet as an alternative answer in every assignment. This can be seen from the students' answers in doing the questions. The answers that the students use in answering questions are relatively the same as what is on the internet. In addition, before the implementation of the assessment, students do not prepare themselves by repeating the lesson."

Based on the interview, it was explained that the way students learn during the Covid-19 pandemic has changed. Many students are not serious about doing the questions. They rely solely on the answers available on the internet. In addition, at the time of the test, most of them do not prepare themselves by repeating the material that has been studied.

The second is the students' learning motivation. 84% of teachers agree that the assessment emergency affects students' learning motivation while teachers who disagreed are as many as 16%. Based on the results of interviews with several teachers at Al-azhar Primary High School 29, Mesuji Junior High School 21, Krasak Primary School 3, and Bina Amal Islamic primary school, it shows that at the time of learning, most students do not have the will and enthusiasm to learn. In addition, they do not collect the assigned tasks, as well as do not work on them seriously.

The third is the learning participation of students. 92% of teachers consider a decrease in student participation, and only 8% of teachers disagree. The teacher at Sumur Primary School 2 said:

> "Learning during the Covid-19 period is carried out using WhatsApp groups. During learning, students rarely ask questions or respond to questions in the group. Some students were also absent and did not collect assignments during learning."

One of the teachers at Al-Azhar Senior High School 14 also said:

> "Learning during the Covid-19 period utilizes the zoom application. However, most students often turn off the camera or sound while learning is in progress. In addition, they are not serious when studying. Some students were seen doing other activities unrelated to learning."

Based on the interview, it shows that students' participation in learning has decreased. This can be seen from the passive attitude of students when learning is carried out. Some of them disable the camera and do other activities during online learning.

The fourth is the students' understanding. In this indicator, the comparison between teachers who agree if the assessment emergency makes the student's understanding becomes lower compared to teachers who disagree, which is in a ratio of 88%: 12%.

Therefore, it can be concluded that the emergency assessment affects the decline in the quality of each indicator. Based on the data displayed, it is inferred that the implementation of assessment emergency has the most effect on decreasing students' participation in learning, both online and face-to-face with a percentage of 92%. The level of students' understanding is in the percentage of 88%. This shows that emergency assessment effects on decreasing the understanding of students with percentage levels that are not too high and not too low while the assessment emergency has the lowest effect on indicators of how students learn and motivation to learn with a percentage of 84% each.

The purpose of the evaluation of learning includes several aspects. They are: to know the level of students' mastery to the material that has been given, to know the skills, students' motivation, talents, interests, and attitudes of students towards learning programs, to know the level of progress and conformity of students' learning outcomes with established standards of competence and basic competencies, and to determine the class increase (Wragg, 1997). The implementation of learning evaluation in the Covid-19 period seems far from the expectations set because the implementation is only to ensure the continuity of the learning process. Moreover, the messages of the Minister of Education (Kemendikbud) that learning during the Covid-19 period so as not to burden students and still give graduation to students. Thus, the achievable goal is to determine the formality of class increases. As for other objectives, it should be an implication for the implementation of the next learning (in the new normal).

The Implications of Assessment Emergency on the Quality of Education

The quality of education can be influenced by various factors, including the learning process. The quality of education indicates the success rate of all related factors measured through learning evaluation. Success is defined as the completion of a set goal. In addition, success focuses not only on learning outcomes but also on the learning process. In the Covid-19 pandemic period where the learning process is carried out with various reductions, the evaluation activity is carried out in reduced conditions. The implications of assessment emergency on the quality of education can be seen on the following indicators:

Table 4. Implications of Assessment Emergency on The Quality of Education

Indicators	Involved	Not Involved
Student learning achievement	96%	4%
The basic competence learning load buildup in the following year	56%	44%
Motivation to learn when face-to-face learning	92%	8%
Learning habits	96%	4%
Characteristics and behavior of students	92%	8%

The data explained that the quality of education during the Covid-19 pandemic in Indonesia changed compared to before. This is indicated by the decline and changes in several indicators, including; First, 96% of teachers stated that emergency assessments were involved in the decline in students learning achievement, and only a small percentage of teachers said no, with a percentage of 4%. Second, the addition of basic competence (KD) burden in the following year is more done by teachers, with a percentage of 56%, while the other 44% do not do it. Third, the motivation factor of learning students at the time of face-to-face learning also has 92% involvement, and 8% of teachers state the absence of involvement. Fourth, 96% of teachers think students learning habits have changed and only 4% of teachers disagree with it. Fifth, 92% of teachers see an involvement between emergency assessment and student characteristics and behavior, and few teachers disagree, with a percentage of 8%. After looking at the percentage of the implication of assessment emergency implications of the assessment of the five indicators, it can be taken several points, including; 1) student learning achievement and learning habits have a great involvement, which is as much as 96%; 2) indicators of learning motivation and characteristics and behavior of students have the same percentage of involvement, which is as much as 92%; and 3) between teachers who state the buildup or addition of KD load has a difference that is not much, which is a percentage of 56%: 44%.

Learning assessment has several functions, e.g.: to know the learning progress of students; to find out the level of education and teaching program; as information on students' guidance and counseling services; and to know the development and improvement of the school curriculum. Assessment emergency as an alternative to conducting assessments during pandemics is considered less effective and comprehensive (Prijowuntato, 2016). Because the assessment must touch on three aspects, namely cognitive, affective, and psychomotor aspects (Tamrin et al., 2021; Wei et al., 2021). Validity and reliability of assessment should be established to ensure students' achievement of the learning objectives. The ability to solve any technical obstacle met during the online mock exam helped the e-assessment committee to manage the subsequent exams appropriately (Elzainy, El Sadik, & Al Abdulmonem, 2020; Wragg, 1997). This is questionable whether the results of the assessment are appropriate or not with reality. Based on the results of the study, it proves that most teachers argue that the assessment affects students' understanding of online learning that is already underway

considering the learning that runs certainly encounters many obstacles in its application. Therefore, it cannot be denied the quality of education in various regions when the Covid-19 pandemic has decreased, this is seen from the results of research that teachers argue that the assessment emergency has implications for student learning achievement.

Based on the data obtained, the assessment emergency has implications for 4 factors. The first is student learning achievement. The decrease in student learning achievement can be seen from student learning outcomes that are below the minimum completeness criteria (KKM) (Sari, 2020). Some teachers use group reference criteria (PAK) to improve student learning outcome scores. The second, there is a buildup of competency standards (KD) in the following year. Many obstacles in learning assessment during the Covid-19 period caused many students not to achieve competency standards. In the next year, teachers were indirectly required to re-teach the KD. This needs to be done because KD at a higher grade level is a continuation of KD at the previous grade level (Febriana, 2019). Third, emergency assessment has implications for students' learning motivation when face-to-face. Ineffective assessment implementation causes student participation and motivation to be low (Sari, 2020). The decline in participation and students' interest in learning during the pandemic can affect student motivation in face-to-face learning. The four is the characteristics and the behavior of the students. An attitude assessment is needed to know how good the students' character is and their attitude (Astuty, 2021). Without attitude assessment, teachers will find it difficult to nurture students and shape their character. The emergency assessments that are carried out non-optimally result in teachers not being able to know the attitudes and character of students, so coaching on student morals is carried out non-optimally.

CONCLUSION

The study found that assessment emergencies carried out during the Covid-19 period have drastically decreased the quality of education. The implementation of assessment emergencies is not effective so the students do not understand the material taught by teachers. This decrease in the level of learning understanding is due to emergency assessments being unable to increase students' motivation and participation in learning. Finishing assignment by copying answers from the internet is also one of the factors that affects students' understanding of being low. The characteristics and behavior of students also decreased. The absence of authentically enforced assessments causes students to no longer have a responsibility to behave well. In addition, after the assessment emergency was imposed in various regions, students' learning achievement decreased. Therefore, it can be concluded that the implementation of emergency assessments has decreased the quality of education.

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