Implementation of School-Based Assessment: The Experienced Teachers’ Thoughts

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ABSTRACT
Background: In School-Based Assessment (SBA), teachers have the autonomy to carry out formative and summative assessment. In a sense, teachers’ integrity and credibility is recognized and enhanced. Teachers are indeed suitable to continuously monitor their students’ performance in schools. SBA was officially introduced by the Ministry of Education Malaysia, and implemented in stages, in line with the Standards-based Primary School Curriculum, starting in the year 2011 as part of Malaysia’s educational reform. Literature has shown that teachers still have difficulty in accepting the changes made in the school assessment policy, they do not get sufficient information on SBA and as well as relevant trainings. Objective: This paper deals with the implementation of SBA in Malaysia and the issues related to its early years of implementation, which include teachers understanding of SBA and their readiness to implement SBA in their respective schools. This paper sets out to provide a glimpse of the purposively selected group of seven teachers’ understanding of SBA and to what extent are they ready to implement SBA in their schools. Results: In this exploratory qualitative study, it was found that there are respondents who lacked knowledge about SBA. Some of them were less satisfied with the ways knowledge about SBA was disseminated to them by the authorities. Some of the respondents also reported that despite some hiccups with the trainings they received, they are ready to implement SBA in their schools. Conclusion: The findings in the study contribute to knowledge about teachers’ understanding of SBA and their state of readiness during the early years of the implementation of SBA within Malaysia’s education system.

INTRODUCTION

School-Based Assessment (SBA) is designed to reduce the overly dependence on data (grades and scores) obtained through central examinations in getting information about students in the school system. SBA is expected to enhance the meaningfulness of assessment where the focus is more on students’ development and growth in learning rather than merely on their scores or grades.

When School Based Assessment was first introduced in Hong Kong in 2001, it was called the Teacher Assessment Scheme (Yip & Cheung, 2005). They reported that “many teachers view teacher assessment as additional work imposed on them by the authorities and, together with the lack of implementation skills and supporting resources, the scheme adds extra workload and pressure to their routinely busy timetable” (p. 161). The Education system in Hong Kong had already embarked on SBA. Kennedy (2013) viewed that in Hong Kong the biggest issue in SBA’s implementation is the examination-oriented approach that has long been generally accepted in Hong Kong society, whereby the focus is on assessment of learning. According to Cheng (2004), a high percentage of teachers and students emphasized on achieving well in examinations and many are proud of their performance. In Queensland, Australia, Klenowski (2013) reported that “Teachers in the education system are viewed as the primary change agents, who through judgment practices that are integral to the requirements of assessment tasks and expectations of quality performance, are best placed to identify important steps for students to improve in their learning and to develop useful insights about how best to change pedagogy to meet students’ particular learning needs” (p. 8).

In Malaysia, the concept of School-Based Assessment (SBA), which was implemented beginning Year 1 in 2011 and Form 1 in 2012, is a re-engineering process of the educational assessment
in accordance to the National Key Result Area’s (NKRA) agenda and as part of Malaysia’s national educational transformation plans to achieve the aspiration of its National Philosophy of Education in developing learners’ physical, emotional, spiritual and intellectual abilities comprehensively and holistically (Norzila, 2013). The implementation of SBA marked the transformation to a much more meaningful assessment. It is characterized by its authenticity and robustness besides being holistic, integrated, low stake and comprising of quality assurance. SBA consists of four major components, the School Assessment, the Central Assessment, and the Physical Activities, Sports and Co-curricular Assessment and the Psychometric Assessment SBA, which are being introduced to produce world class human capital. It is a move towards reducing the over reliance and over dependence on public examinations for certification (Norzila, 2013).

According to Malaysia Ministry of Education (MOE), SBA is introduced because it is more holistic and also emphasizes physical, emotional, spiritual and intellectual aspects (MOE, 2014a). The previous assessment focused on students’ achievement through examination results. SBA assesses both the learning outcomes as well as the learning processes. Therefore, both formative and summative assessments, which encompass assessment for learning and assessment of learning, are employed. Before SBA, the approach of assessment in Malaysia Education System focuses mainly on assessment of learning, which is largely summative in nature, implemented at the end of the learning processes. SBA gives autonomy and due recognition to teachers to carry out formative and summative school-based assessments at their discretion. Hence, teachers’ integrity and credibility are actually enhanced in SBA. Teachers are most suitable to assess their students because they can continuously monitor their students’ growth, provide constructive feedback to help improve their students’ learning abilities, better understand the context and environment most conducive to assess students, appraise and provide feedback regarding their students’ performance based on the Performance Standards (MOE, 2014a).

There are two features in SBA. Firstly is the concept of Standard Referenced Assessment in which students’ achievement is measured against a Performance Standard which determines what they are expected to achieve. The second concept is the introduction of SBA Management System, which will assist teachers in recording and storing data concerning students’ achievement.

The main issue identified, which is related to human resource, is school readiness in implementing SBA, whereby it was found that school administrators and teachers have difficulties in accepting the changes made in the assessment policy (Norzila, 2013). One reason to account for the aforementioned issue is that the teachers do not get sufficient information on SBA and lack relevant trainings. Another issue is about teachers’ skills, which are found inadequate especially in the aspect of developing various assessment instruments other than written tests which they are already used to. Materials on SBA are found to be insufficient for teachers’ reference whenever they encounter problems or have uncertainties in implementing SBA. Moreover, training all the teachers is a big challenge as it involves a large number, up to a few hundred thousands of them. Additionally, many teachers have different interpretations on how to carry out SBA in schools. Adi (2006) reported that most Malaysian teachers are far from ready to implement the SBA in their classrooms.

Rozila (2013) had also pointed out that the cascading model adopted by the ministry was not very successful in disseminating knowledge about SBA to teachers in Malaysia. Noteworthy, as of 31 December 2104, there are a total of 238,073 primary school teachers and 181,747 in Malaysia (MOE, 2014b). There is a need to establish to what extent the early dissemination of knowledge about implementing SBA via the cascading model had yielded less than satisfactory result. For instance, there is little research that explores the extent of teachers’ knowledge with regards to SBA in the northern states of Peninsular Malaysia, despite the fact that SBA had been introduced in 2011. Hence, it is appropriate to seek answers to the following questions: For about three years later, are the teachers in the northern states of Malaysia well informed about SBA? How do they understand SBA? To what extent are they ready to implement SBA? By exploring their views about SBA, the relevant personnel from the education departments and the education ministry can gauge or tap these teachers’ views, which can be the basis for the relevant authorities to suggest and design appropriate actions to ensure the smooth implementation of SBA within Malaysia Education system in the coming years.

Research Objectives:

This paper intends to provide a glimpse of teacher-related issues with the implementation of School-Based Assessment in the Malaysia Education System. Hence, what is presented in this paper covers only a portion of a bigger study currently being carried out that looks into the issues and challenges in the implementation of SBA within Malaysia Education System and culture. Accordingly, the objectives of this study are:

(i) to explore the teachers’ understanding of School-Based Assessment, and

(ii) to explore to what extent are the teachers ready to implement School-Based Assessment in their schools.
Methodology:
This paper reports the findings from the interviews with seven teachers from the national primary schools and national secondary schools (RES2, RES3, RES4, RES5, RES8, RES9, and RES18). The face-to-face interviews were carried out in the year 2014. During the interviews, the researchers had used the interview schedule, which comprised of main questions that were designed by the researchers and evaluated by a panel consisting of two experts in qualitative educational research.

Results:
The results of the interviews are as shown below. The teachers’ thoughts about SBA are presented as individual cases in order to provide a glimpse of teachers’ knowledge and readiness with regards SBA, especially after almost three years of the implementation of SBA within the context of Malaysia Education System.

Teachers Understanding of SBA: 
The Case of RES2:
Respondent RES2 was asked about his understanding of SBA. She seemed to think of SBA as “an excellent programme” and she welcomes the idea of changing the assessment method to a new one (SBA), which to her had the capability of “boosting the confidence of low achieving students” (RES2, 2014). According to her:
“According to my understanding and own perception, School Based Assessment is an excellent programme in which students from various level will be able to achieve something. By something, I mean the learning outcomes. It helps both the stakeholders, teachers and parents to see what the students have been able to do. Traditionally, we could only learn about student’s achievement just from the exam results. Based on my experience, I could see the low achievers in my classroom gained a little bit of self-esteem when they are able to achieve at least Band one (1) when before this they would only get a failed or at least five marks in their exam” (RES2, 2014).
She had also shared her thoughts regarding “the need to do documentation in SBA”. She had mentioned about the significance and appropriateness of having to keep all related documents and mentioned that “the documentation also allows teachers to be able to keep track of the students’ progress and what they lack and need to be practiced on” (RES2, 2014). She also thinks of SBA as “a system that actually recognized teachers’ credibility in implementing assessment on their students” (RES2, 2014). Furthermore, according to her:
“School Based Assessment shows that our education system is actually growing and at the same time acknowledging teacher's credibility by giving them the freedom to come up with instruments which are applicable to their students' surrounding as long as they follow the given DSP (Standard Performance Document)” (RES2).

RES2 had also thought of SBA as having issues. For instance, she said that parents do not really comprehend the use of Bands within SBA. She commented:
“However, it does have its own drawbacks. First, parents who are used to be able to check on grades and exam marks complained that giving Band means nothing to them if they could not see different grades achieved by their children” (RES2, 2014).

The Case of RES4:
RES4 thought of SBA as “formative assessment which could lessen the teachings to the test approach in schools” (RES4, 2014). His further response was:
“School based assessment is a formative assessment where it evaluates the learners based on their ability to pass the assessment. Besides, SBA also is one of the programs implemented in order to reduce the exam-oriented learning among the learners but it evaluates more on the learners’ learning progress. It tested on the four skills which are reading, writing, listening and speaking” (RES4, 2014).

SBA to RES4 needs to document students’ progress and keep as evidence of their learning. As also stressed by RES4:
“SBA also requires the teachers to enhance their integrity in assessing, recording and reporting the learners’ progress. All the students’ works must be documented as evidences” (RES4).

The Case of RES8:
To RES8, SBA is different from what teachers had been doing with regards to students’ assessment. RES8 viewed that:
“In general, PBS is a formative assessment where students are evaluated for their understanding of the subject throughout the year. This definitely differs from what we are used to do previously in terms of students’ assessment where students normally sit for examinations (middle, final year or monthly tests) for a couple of times throughout the year” (RES8, 2014).

RES8 had thought of SBA “as government’s initiative towards transforming the traditional practice of teaching among teachers” (RES8, 2014). Through SBA, “students will have the opportunity to be more critical thinkers” (RES8, 2014) and also:
“I believe that this is the government’s effort to avoid students and teachers to be awfully exam-oriented and only teach/study to the test. I also think that PBS is meant to encourage students to be more critical of what they are learning throughout the year and not only focus on specific things which may be informed by the teacher just before they sit for an examination. Apart from that, it is also intended to inspire teachers to develop their students wholly and prepares them for the real world rather than
producing students who are good at answering exam questions” (RES8, 2014).

The characteristics of SBA were also highlighted by RES8, which include the Bands, the opportunity for teachers to use variety of assessment methods, the need for teachers to show evidence of students’ learning, and also the need for the teachers to analyse the students’ understanding of the content:

“SBA is made up of six bands, Band One being the lowest level and Band Six being the highest. Through this system, students are assessed based on the Bloom’s Taxonomy. Teachers are free to employ different assessment methods such as school exercises, quizzes, folios, scrapbooks or small-scale projects that they deem necessary and capable to review students’ development throughout the year. The students’ work is defined as evidence and teachers would have to keep and display these evidences preferably in a file where it would be easier to keep and check. Then, teachers would have to record students’ progress on the PBS website. Through the website, the school administrators, teachers, students and their parents would be able to analyse students’ progress” (RES8, 2014).

The Case of RES9:
RES9 views that SBA “plays an important role in English Language teaching” (RES9, 2014). She related SBS to both formative and summative forms of assessment. She had also thought of the significant role and responsibilities which teachers have when implementing SBA, which include the teachers’ task of providing appropriate “evidence to support their identifications of students’ achievement within the Bands in SBA” (RES9, 2014). According to her:

“In School Based Assessment, assessment for both formative and summative purposes is integrated into the teaching and learning process, with teachers involved at all stages of the assessment cycle, from planning the assessment programme, to identifying or developing appropriate assessment tasks. In school based assessment, the pupils are tested by grading them into bands, from 1 till 6. They were also given evidence for every band. Therefore, a pupil can move to a higher band only if he/she managed to clear the first band” (RES9, 2014).

The Case of RES18:
RES18 thought of SBA as something that can take place while teachers are in the classrooms and also teachers can evaluate their students’ knowledge during the teaching and learning process. She mentioned that:

“SBA is being carried out by the teachers during the teaching and learning process…to evaluate students’ ability according to certain levels. For example, students are evaluated from level one ...the basic level, that is knowledge until level six, that is know, understand, and can do it with appropriate values” (RES18, 2014).

To RES18, “School Based Assessment can also be carried out by using formative and summative ways”. She further said:

“Formative assessment is the assessment that we do in the class…at certain times …according to levels as well as content that we have taught. Summative is the overall evaluation...that is carried out at the end of the month or semester” (RES18, 2014).

RES18 had also voiced out her opinion about the “opportunity for the students to know of their progress of achievement in a particular subject” (RES18, 2014). She also spoke of the need for teachers to constantly monitor their students’ competence. In RES18’s view:

“The students’ results will be determined as a whole and according to level of attainment. Students can also know their level of attainment, for example at the end of the year they can know what Band they have achieved. School Based Assessment helps teachers to evaluate the students’ level of achievement. If students are at the low level of achievement, teachers will work to raise the students’ ability…to enhance the students learning on the topics or skills that they are weak in. Hence, in School Based Assessment, teachers need to always make sure that their students have achieved well in the subject” (RES18, 2014).

Teachers’ Readiness to Implement SBA:
The Case of RES2:
RES2 was sure that she is ready to implement School Based Assessment partly because had previously experienced similar assessment approach while she was studying overseas. According to her, “having technological skills would be an advantage in SBA” (RES2, 2014). She further asserted that:

“I believe that I am fully able to implement the School Based Assessment much because of being new to the teaching profession allows me to easily adapt new changes. It is also due to the fact that I was exposed to School Based Assessment in another country, and at the same time learning about it while I was doing my degree. Furthermore, being technologically literate, I could use it to my own advantage in preparing the best instruments to suit my students and at the same time preparing them to achieve a particular Band” (RES2, 2014).

The Case of RES3:
RES3 voiced her concern about her readiness, as well as capability, to successfully carry out the tasks within the context of SBA. She felt that she “has not received proper training and guidance to handle the matters relating to School Based Assessment” (RES3, 2014), despite having attended a course on SBA. She mentioned that:

“...not enough practice and guidance were given to the teachers and it seems that the Examination Syndicate is simply pushing it to
happen. This was based on the complaints I personally got from the teachers and including myself. We were asked to attend a course which was supposed to explain how to go about in implementing the SBA. However, we could not ask any questions as our instructors confessed that they could only teach what was given to them as they themselves are in confusion” (RES3, 2014).

RES3 also touched on her readiness to always plan some work for the high achievers because according to her “the high achievers in my classroom became too laid back as they do not need to push themselves to compete with one another to get good grades” (RES3, 2014).

She also felt uncertain about having to design the assessment tasks herself. She attributed the feeling of anxiousness to the amount of training that teachers received:

“I find that by leaving the instruments to the teachers to be created, the difficulty of the instruments varied too much just by looking at the low frequency vocabularies. In addition, there are still teachers who are not well trained to produce good instruments and to invigilate one” (RES3, 2014).

The Case of RES4:
RES4 seemingly indicated that he is not ready yet to implement SBA. Class size is a concern to him and he felt that with SBA, “students seem to work less” (RES4, 2014). According to him:

“Personally, I do not think that I am prepared enough to implement School Based Assessment ...because due to the time constraint since PBS requires teachers work more on filing system. It will be fine if the amounts of the students are not too many. For my school I have to evaluate 80 students and all their evidences must be documented. Besides, I did not see any changes since it is implemented in my school. My students are more relax because they do not have to do homework like previously. Students keep telling themselves that School Based Assessment is not important because it will not be tested as PMR (the Form Three Public Examination) ... and due to that they will do School Based Assessment just because they are asked to do it not because of their heart-willing” (RES4, 2014).

The Case of RES5:
RES5’s opinion differs from that of RES2 as portrayed above. She reported that she do not really understand why the need for SBA to be implemented in schools. She confessed of being very annoyed about having to get involved in SBA. According to her:

“I do not think that I am ready to implement the PBS next year because I do not really understand the purpose of doing it for the teachers and also for the pupils. I will feel very annoyed if doing thing which is not beneficial or I have to do it because I have to satisfy my stakeholders. I said that it was not beneficial because as a teacher I know that I cannot afford to complete such a burden task appropriately but to ensure the successful of the PBS, the teachers must make the evaluation appropriately” (RES5, 2014).

RES5 also spoke of the amount of time needed to carry out SBA related tasks. The number of students that each teacher needs to handle is also a concern to her:

“It is because the evaluation work is a time consuming task and we teachers have to deal with hundreds pupils per year for the evaluation. As a normal human I will try to make it but by looking at my routine in school nowadays I do not know where to find the time to do all the works. We are not only teaching and doing the evaluation but we must also do other administration works which sometimes more than our core-business” (RES5, 2014).

The Case of RES7:
RES7 had raised the issue of teachers’ preparation for SBA who will be pressured to ensure the success of SBA. He also mentioned about the practicality aspect of implementing SBA in Malaysia. According to RES7:

“Although the idea of School Based Assessment does seem very ideal, some teachers may perceive it to be rather ambitious and impractical within the Malaysian context. It is an acknowledged fact that the Malaysian education system is exam-oriented and the Education ministry and the State/District Education Department are competing with each other to be on top. This pressure would also be put on schools and subsequently the teachers and students. Rather than testing students only a few times within the period of a year, now teachers would have to prepare a lot more questions, exercises or any assessment in order to carry out the system. Therefore, this is one of the sources of conflict that is raised among the teacher community with the introduction of School Based Assessment” (RES7, 2014).

Despite having raised the abovementioned issue, RES7 seemingly welcome the introduction of SBA and he believes that SBA could promote students’ engagement in the learning tasks given to them:

“One aspect that I deem is significant to be pointed out is that the numbers of items between various subjects differ. I know that critical subjects such as Mathematics and Science would have about up to hundred items. As for English, students are assessed according to their skills and there are only about thirty plus items. I also advocate the system as I believe students should not only study for the sake of getting good grades for examinations but also to prepare themselves for the real world. When I carry out the School Based Assessment, I notice that students are more involved in their work and they would also have more focus in what they do in class.
Thus, with this in mind, I would say that I am ready to carry out the School Based Assessment” (RES7, 2014).

The Case of RES8:
As for RES8, she affirmatively said that she is not ready to implement SBA and she had not attended any SBA related courses. Nevertheless she welcomes the move to change the assessment approach in schools:
“As for myself, I am actually not ready to teach or to carry out on school based assessment because all the while I was teaching the upper primary pupils. Furthermore, I didn’t attend any courses regarding SBA but still I am eagerly waiting for next year because the first batch of Level two pupils…Year Four… will be involved. Although I am not involved this year, I still try to upgrade myself with some knowledge about SBA from my friends whom are involved” (RES8, 2014).

The Case of RES9:
RES9 confessed that she is not ready to implement SBA and she raised questions that have been bothering her with regards to the implementation of SBA, for instance with regards to the format of the examination questions:
“Personally I am not ready to implement SBA in school. This is because there are still many issues and questions regarding SBA those needs to be resolved. For example, I am still confused about its implementation. Must the questions be implemented in a certain acceptable format? If there is such a format, what type of format can I use for my students? And where can I get this format? Is it like the PMR (Form Three Public Examination) format? Is the PMR format still relevant…since PMR will be abolished?” (RES9, 2014).

RES9 also raised concern regarding evidence in SBA, including its format, kind and validity:
“I am still wondering about students’ evidence. Must they be kept in files” … And can any related work be used as evidence? What if all those evidence are lost? And what about the validity of the assessment?” (RES9, 2014).

Monitoring students who are always absent from schools is another issue voiced out by RES9, which she relates to the determination of the appropriate Band to be awarded to indicate students’ actual performance, especially for those who are academically poor:
“I also have problems with students who are always absent from school. How can I give the Bands to them? We also need to give Bands to the very weak students. How can the highest Band be given to them when they are academically very poor? Other than chalk and talk, what are other effective teaching techniques that I can use to help my students can achieved Band Six” (RES9, 2014).

RES9 also attributed her feeling “of not ready to implement SBA” (RES9, 2014) to the way the knowledge about SBA is being disseminated to the teachers by the authorities. She said:
“I am also confused about its implementation which often changes. At one time it was decided that it is compulsory that students achieved at least Band Three…but when I attended one course about SBA, the facilitator…from the Education Department…said it is up to the teachers to fix the students’ achievement Band.” (RES9, 2014).

Nevertheless, RES9 also had raised concern about the absence of meaningful actions taken by the authorities prior to the implementation of SBA:
“School Based Assessment is still new in the Education System. The relevant or accountable party must give sufficient information to all the teachers before implementing this system” (RES9, 2014).

Discussion And Conclusion:
The findings in this study indicate that there are teachers who lack knowledge about SBA and the rationale of implementing SBA within Malaysia Education System. Some of the teachers were uncertain about the types of assessment encompassed by SBA – whether it includes only formative assessment or it covers both formative and summative assessments. They are evidence within this study which shows that teachers’ knowledge and awareness about SBA are still deficient. For instance, within the respondents’ responses in the interviews excerpts as provided in this paper, we did not find any of the teachers who talked about the four components in SBA as highlighted by MOE (2014b). None of them had mentioned about SBA measuring both the curricular and the non-curricular aspects. There are teachers who do not readily accept the implementation of SBA and the fact that it brings with it extra work for the teachers, a finding which concur with the finding of Yip and Cheung (2005).

There are teachers who were less satisfied with the ways knowledge about SBA was disseminated to them by the authorities. Some teachers had reported that there are not ready to implement SBA in their schools, while there are those who felt that are ready and indicated willingness to accept SBA and support its success. This finding is parallel to the finding of Adi (2006) as well as Norzila’s (2013). Noteworthy, the findings in the study contribute to knowledge about teachers’ understanding about SBA and their state of readiness to embrace the process and success of SBA during the early years of the implementation of SBA within Malaysia Education System.

In conclusion, teachers still need further knowledge about SBA. Having effective training sessions perhaps could fulfill their needs. Trainings that are domain-specific or subject-focused would have the potential of providing the needed skills and competence for them to be ready in dealing with
matters and processes that they will be facing when implementing SBA, which includes training about the concepts and principles behind the shift from the old assessment system to SBA. Additionally, the teachers would presumably also need series of trainings pertaining to the designing and construction of assessment tasks or activities as well as skills to evaluate their students’ performance. These trainings are deemed important because, with the autonomy given to them, as pointed out by Klenowski (2013) and MOE (MOE, 2014b), the teachers definitely are responsible and accountable for reporting valid and reliable facts about their students’ performance in schools.

REFERENCE


