



# Implementation of guidance and counselling services to Muhammadiyah elementary schools, Surakarta, provincial Central Java, Indonesia

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## Abstract

Referring to the Minister of Education and Culture's decree, a guidance and counseling provision or service is really crucial and urgently needed to be implemented in elementary schools. The schools involved principals and class teachers as counselors because they do not have any competent counselor. The subjects of the research were 5 SD Muhammadiyah Elementary Schools in 5 subdistricts of Surakarta. The recent research paper aimed at describing (1) guidance and counseling programs, (2) problems of implementing them, and (3) guidance and counseling problem solving of five SD Muhammadiyah Elementary Schools, Surakarta, Indonesia. A qualitative approach was used. The data collection employed observation, in-depth interviews, and questionnaire techniques. The data were analyzed with an interactive model. The results showed that (1) SD Muhammadiyah Elementary Schools provided guidance and counseling programs. (2) the problems of implementing the guidance and counseling programs were that there were no competent guidance and counseling counselors and insufficient facilities, and (3) the guidance and counseling problem solving was; providing the class teachers knowledge in guidance and counseling, inviting a physiologist to the class teachers' training and education, providing such facilities as test-instruments, and funding for the programs as part of schools' budgets.

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## Introduction

Education is a determinant of human resources development. It will produce a nation that has a high level of development,

and which can take an increasingly competitive role with other nations. Based on Act of National Education System No. 20/2003, Article 3 in particular, it is stipulated that national education functions to build and develop a nation's character and valuable civilization for making a nation critical in thinking, creative, communicative, and innovative and developing students' potential to the fullest. Also, they will be social, spiritual, knowledgeable, skillful, smart, democratic, and responsible citizens.

An effort of advancing and developing an elementary or primary education is closely related to formulating a learning outcome of knowledge and skill as well as attitude components.

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Arthur (2008) stated that competency-based standards define the attitudes, knowledge, and skills that guidance and career practitioners should hold. In the implementation, three aspects must not only take place in a learning process, but it is also necessary for elementary school students to get guidance and counseling services. Brown and Trusty (Engberg & Gilbert, 2013) stated that guidance and counseling programs aim at increasing an academic achievement.

A guidance and counseling provision is seen as a whole school responsibility, where schools are expected to collaboratively develop a school guidance plan to support the needs of their students (Hearne & Galvin, 2015). The provision is to build and develop students' social and personal competencies so that they can develop their cognitive, affective, and psychomotor aspects. Students in secondary schools experience problems that can impact on their well-being and educational outcomes (Glasheen, Shochet, & Campbell, 2016). It is really necessary to implement counseling in schools because globalization and industry 4.0 have made people increasingly competitive. School counseling as a specialty area of the counseling profession emerged and continues to evolve as a result of social, educational, political, and economic trends (Paisley & Borders, 1995).

According to Nadon, Samson, Gazzola, and Theriault (2016), guidance counselors are a pivotal component of the school as they complete tasks closely related to promoting students' overall development. The types of counseling guidance cover orientation, information, learning, individual, group, and long-term activity. Ruttah (2015) suggested that an organized guidance and counseling program is essential in assisting students to overcome the stresses they face while in and out of school. A guidance and counseling department is so crucial because it has an impact on the growth and the provision of quality educational programs (Lutomia & Sikolia, 2008). Yesilyaprak (2001, cited in Yukel-Sahin, 2009) suggested that guidance and counseling provision assisted an individual to understand and develop himself or herself to become self-confident and have effective interpersonal communication so that he or she can communicate with other individuals collaboratively, harmoniously, and smoothly.

For the importance of counseling guidance in a school, the Ministry of Education and Culture issued decree No. 111/2014 about Counseling Guidance in Elementary and Secondary School. Historically, many African governments have acknowledged the need for education systems to integrate counseling and guidance services into teacher training curricula (United Nations Educational, Scientific and Cultural Organization [UNESCO] 2002, 2016). Kiweewa, Luke, and Knettel (2018) stated that in response to policy pressures, guidance and counseling to students has received increasing attention in many national education policies. Through its National Youth Policy, for instance, the Kenyan Ministry of Youth Affairs (2006) called for the prioritization of counseling and guidance in all school institutions. During the past two or so decades, the school counseling profession has transitioned through reorganizational process as well, with its traditional emphases yielding to a more broad-based structure of assisting schoolchildren and their caregivers (Erford, House, & Martin, 2003; Gysbers, 2001; Gysbers & Henderson, 2000; Sink, 2002).

Similarly, the Uganda Ministry of Education & Sports (2005, cited in Van Leeuwen, Adkins, Mirassou-Wolf, Schweiger, & Grundy, 2016), through its Government White Paper of 1992, endorsed an earlier Education Policy Review Commission to place two guidance counselors in each school. Non-governmental organizations, universities, and other stakeholders have begun to implement small programs to improve the counseling capacity of schools in these nations. It has also happened in Kenya (Goodrich, Hrovat, & Luke, 2014). Bostwana (Stockton, Nitza, & Bhusumane, 2010), Nigeria (Okocha & Alika, 2012), and Zimbabwe (Richards, Zivave, Govere, Mphande, & Dupwa, 2012). The research by Egbo (2015) showed that the Nigerian education system adopted guidance and counseling as a school service program meant to promote well-being and optimal adjustment of learners. Its scope covers aspects that can enhance student's excellent academic performances, preparation for and adaptations into vocations, and abilities meant for use in resolving personal, social and psychological problems.

As stipulated in the decree of the Ministry and Education and Culture, a guidance and counseling counselor must be a graduate of a university graduation program. The research by Nadon et al. (2016) suggested that a guidance and counseling teacher in North America is a graduate of a master program, but in Ontario, he or she is a graduate of an undergraduate program. Clinedinst, Hurley, and Hawkins (2011) stated that a counseling guidance teacher spent less than 15 minutes for each activity. According to Ruttah (2015), a counseling guidance service is not based on a given time. Ndirangu (2000) stated that, in Kenya, most of the schools had difficulty in implementing a guidance and counseling activity. The schools that had an office of counseling guidance found it difficult to undertake management of time and infrastructure.

The present research paper aims at describing (1) the guidance and counseling programs, (2) the problems of enforcing or implementing these programs, and (3) the guidance and counseling problem solving of SD Muhammadiyah Elementary Schools, Surakarta, Central Java, Indonesia. The paper can give some significant contributions to the scientific development of guidance and counseling program and service managements of elementary schools. The government and school can collaborate with each other for managing guidance and counseling programs and services.

## Literature Review

### *Counseling Guidance in Definition*

Guidance and counseling is a program that can be helpful for students to overcome their stress or problems and increase academic performances and learning outcomes. Therefore, every school needs to have a guidance and counseling program to be able to assist the students for their growth and the overall discipline in schools. Ruttah (2015) suggested that an organized guidance and counseling program is essential in assisting students to overcome the stress they face in and out of school. It is a comprehensive discipline and procedure intended to assist an individual student to develop and cope with a problem as well as reach a specified objective (Hariko, 2016).

A guidance and counseling provision is highly meaningful to proactively and systematically facilitate an individual to reach an optimal, effective behavior, and environment development, and increase an individual's role in a community. It is hoped that it can enable students to cope with a problem so that they, or a group of individuals, can understand themselves to reach optimal development, live independently, and plan a better life in the future.

Referring to Act of No. 111/2014, a guidance and counseling provision is a systematic, objective, logical, sustainable, and programmed effort conducted by a counselor or counseling guidance teacher to facilitate students' development for achieving an optimal and intact development. It is an integral part of a learning program in education, so it must be systematic, sustainable, and well-managed.

The research by Ajowi and Simatwa (2010) showed that all of the state secondary schools provided guidance and counseling, but most of the counselors were untrained (Okech & Kimemia, 2012). The other research by Egbo (2015) showed that the education system in Nigeria provided guidance and counseling that emphasized life skills. The program was intended to assist students' academic achievement by solving personal, social and psychological problems. A guidance and counseling program is helpful for students who have difficulty in learning problems (Ilgar, 2004) and effective learning problems (Fitch & Marshall, 2004).

The objective of a guidance and counseling service is to understand, build, develop, and increase students' academic achievement. For this, it can be very useful to be implemented with students of elementary schools in particular. In general, it is relevant to the Act of National Education System No. 20/2003. It is intended to actualize Indonesian people who are smart in attitude, knowledge, and skill. They have good inner and outer spirit. Likewise, they adhere to and believe in God, perform good deeds, and have a sense of accountability or responsibility for nation and country.

H.M. Umar (2001, cited in Salahudin, 2010) stated that the objectives of guidance and counseling programs can be described as follows; 1) It assists students to develop self-understanding based on ability, interest, personality, learning outcome, chance. 2) It can help students develop a learning outcome as formulated in a competency standard. 3) It can be useful in guiding for solving problems, making decisions, and involving students in an education process. 4) It can be meaningful for obtaining self-satisfaction in a community. 5) Referring to social, mental, and physical aspects, it can be useful for students to socialize, communicate, and collaborate with other members in a community.

### *Objectives of Guidance and Counseling*

Referring to the Minister of Education and Culture's decree No. 111/ 2014, it is stipulated that those involved in the guidance and counseling program must comprehend and employ it. This is a fundamental guide for implementing the program. It is used to standardize the guidance and counseling services of Indonesian education.

Nurihsan (2010) suggested that a guidance and counseling program in elementary schools be divided into four aspects:

personal, social, learning, and career. An organized guidance and counseling program is essential to assist students in coping with the stress they face while in and out of school (Ruttoh, 2015).

### *Guidance and Counseling Management*

Counseling guidance management means empowering all of the components such as students, principals, teachers, and parents. It can be conducted in a given period of time. The programs of counseling guidance include 4 components: (1) fundamental, (2) individual's interest and plan, (3) responsive, and (4) system development (Kementerian Pendidikan dan Kebudayaan Republik Indonesia, 2014). These will make an impact on a qualified education program (Lutomia & Sikolia, 2008).

Guidance and counseling management involves the stages of needs analysis, planning, doing, evaluating, reporting, and sustainable development programs. It can be implemented to assist students to improve their character or actions such as with poor discipline and insincerity, that have a negative effect on their personality, school organization or structure, and society in general (Ochieng, 1986).

According to Hamdani (2012), a counseling guidance technique may use two approaches, individual and group. It can be managed by a department or division of school headed by a principal, secretary, and counseling guidance teacher as its member (GoK, 2009). It is responsible for collecting, analyzing, and using students as the data to assist them (Makinde, 1984). In running such daily with responsibility, they need to make a schedule and propose a budget as part of a school's budget (Mutie & Ndambuki, 1999). Hidayat and Herdi (2014) stated that a guidance and counseling program will work maximally if it involves three aspects, including a consultant, counselee (client or student), and situation. However, guidance and counseling management is often done without clear responsibility, education policy, and professional relationship (Hum, 1985). The research by Wambui (2015) indicated that only a few students sought counseling. In general, the teachers appeared skeptical as to whether students' issues were resolved through guidance and counseling. A half of both teachers and students reported that counselors used a counseling group.

### *Characteristics of Guidance and Counseling Management in Elementary School*

In education of elementary schools, a guidance and counseling program aims at assisting students to increase academic achievement. Therefore, it must be managed and planned with consideration to students' development assignments. It must be oriented in encouraging students to (1) develop good habits and attitude to God (2) develop basic skills and concepts, (3) learn to communicate or socialize and cooperate with peers, (4) learn to be an independent person, (5) develop sincere attitudes, morals, and values as a way of life, (6) develop a good attitude to a group, social institution, motherland, nation, and country, and (7) develop an understanding and early attitude to future planning.

A counselor's role was to develop students' knowledge and skills through structured experiences designed to support them in developing the skills necessary to function as responsible and productive citizens (Rahman & Atan, 2013). Guidance and counseling services in schools - consisting of professional support for students in educational, vocational and personal/social domains - have long been recognized as effective means for improving student functioning and long-term outcomes in a variety of areas (Gysbers & Henderson, 2012).

#### *Facilities of Guidance and Counseling Program*

A guidance and counseling provision will run optimally if it is supported by sufficient facilities such as a counselor's or guidance and counseling teacher's office room, information and communication technology (for example computer and internet) media, data collection instruments of test and non-test, administration, and guidance and counseling media. A representative room is very necessary because counseling guidance is also greatly dependent on physical facilities (Lutomia & Sikolia, 2008; Wango & Mungai, 2007).

#### *Counselor's Competencies*

A counselor or counseling guidance teacher is a professional teacher who has graduated from a graduate program or has got a bachelor's degree. The research by Rahman and Atan (2013) suggested the effective school counselors are those who can provide counseling services that enable students to develop their potential, identify and provide solutions to problems, and assist students in implementing individual learning plan directed toward identifying and achieving future academic and career goals. School counselors must focus their evaluation time documenting the positive results of their CSCP work on student performance (Sink, 2018).

Counselors must be certified, qualified and competent in counseling guidance and academically qualified with graduate or bachelor program in counseling guidance. They must be competent in pedagogy, have suitable personality, be social and professional. A guidance and counseling teacher must be emotional, accountable, self-confident, and trust worthy for students (Lutomia & Sikolia, 2008; Omulema, 2000) and educated and trained (Kinra, 2008). A counselor must also be theoretically and practically knowledgeable to be a school counselor (Koech, 1999).

### **Methodology**

#### *Research Design*

The study used a qualitative-descriptive approach. It emphasized a process and the data were analyzed with a modified-analytic induction based on the research case. The research design employed multi-case, including some different sites with the same characteristics. These were located at 5 SD Muhammadiyah Surakarta Elementary Schools, all A-accreditation institutions. All of the schools were located in Surakarta, Provincial Central Java, Indonesia.

#### *Participants*

In the study, the researchers served as a key instrument that adapted and made the responses to an interaction with the subjects (participants). They adhered to the principles of research ethics. The participants in the study included 5 principals and 5 class teachers of 5 SD Muhammadiyah Elementary Schools in 5 subdistricts of Surakarta.

#### *Data Collection*

The data were collected with the techniques of observation, questionnaires, and in-depth interviews. The questionnaires were distributed to respondents (or participants). To obtain more reliable data, an in-depth interview technique was used by interviewing the respondents, the principals and class teachers of SD Muhammadiyah Elementary Schools. The data were validated by the data/source triangulation techniques by using the first and second understanding approaches.

#### *Data Analysis*

The data were validated by using a data collection and data/source triangulation technique. The data collection technique compared the data or information collected by employing other techniques. The source triangulation technique was obtained from the respondents and observation results.

### **Results and Discussion**

The Minister of Education and Culture's decree No. 111/2014 makes an attempt at reorganizing guidance and counseling programs, including 4 components (Kementerian Pendidikan dan Kebudayaan Republik Indonesia, 2014). These are closely related to one another or not separated one from the other. The organization of the programs can give a counselor a good opportunity to deal with students' problems as well as their development and preventing bad behavior. Therefore, a school must provide a guidance and counseling teacher who serves as a counselor as well as a teacher responsible for assessing a students' learning outcome. It is stated that a guidance and counseling program has an effect on a students' learning achievement. This is relevant to the research by Marsudi (2015) suggesting that the SD/MIM Muhammadiyah Kartasura Elementary School teachers substantially understand fundamental theories of guidance and counseling.

The results of the survey and observation showed that the guidance and counseling programs of SD Muhammadiyah Elementary Schools, Surakarta, Provincial Central Java, Indonesia have implemented the Minister of Education and Culture's decree No. 111/2014. As stipulated in Article 6, in particular, they employed four guidance components, including fundamental, responsive, individual's interest and plan, and system development (Table 1).



**Table 1** Implementation of Guidance and Counseling Programs to SD Muhammadiyah Elementary Schools

Components of Programs	Elementary Schools				
	1	2	3	4	5
Fundamental	✓	✓	✓	✓	✓
Responsive		✓			✓
Individual's interest and plan	✓	✓	✓	✓	✓
System development		✓			✓

The components of the programs among schools were essentially the same, but were differently applied by the respective schools. In the implementation of the programs, one school was different from another. The fundamental guidance and counseling programs were implemented by giving some suggestions to the students and building their character and personality. It was part of a learning process and scheduled activity by the class teachers. Also, the responsive guidance and counseling program was realized by 3 schools for solving such problems as learning, addiction in game playing, social relationship, hyperactive behavior, and audio and visual disturbances. Coping with learning problems, for example, was realized by employing learning guidance individually and classically. The problems of addiction in game playing, social relationships, and hyperactive behavior were solved by taking a curative action such as modified behaviors. The learning and audio and visual problems were overcome with listening, speaking, reading, and writing skills programs. However, the two other schools only employed the learning problem. They referred to the psychologists for solving other problems.

The problems of an individual's interest and plan were managed with extracurricular activities such as achievement guidance and activities out of school. System development was collaboratively solved by 2 schools by inviting an expert and practitioner in psychology, social institution, consultant in student protection, and student's parents. The two other schools gave training to the class teachers to take a role in serving as a counselor. The other school would refer to a psychologist if the students experienced some problems. In other words, this school did solve the issue by itself. This is relevant to Yusuf (2009, cited in Novitasari, 2016), stating that the comprehensive guidance and counseling program employed the strategies, including (1) fundamental guidance, (2) responsive guidance, (3) individual's plan, and (4) system development. The fundamental guidance aims at facilitating students' personal and social development. The objectives of the responsive guidance are to assist in students' problems that must be immediately solved. The individual's plan is an activity to assist students based on their potential. The system development gives some guidance to students' development by involving the cooperation of teachers, teachers and other schools' teachers, students' parents, and the community. The research by Widada (2016) stated that guidance and counseling is a specific program provided to students for reaching an optimal development assignment as formulated in a learners' competent standard of independency (LCSI). It includes some aspects and each consists of three levels of introduction, accommodation, and action.

A guidance and counseling program was realized by employing an intervention strategy in consideration with management. Referring to the Minister of Education and Culture's decree No. 111/ 2014, a guidance and counseling program in elementary school is handled by a counselor and competent counseling guidance teacher. The research by Puspitaningsih and Nursalim (2009) showed that (1) from 2008 to 2009, SD Muhammadiyah Elementary Schools in Surabaya, East Java, Indonesia essentially used plus-17-pattern guidance and counseling: 6 guidance fields, 9 guidance programs, and 5 modified supporting activities based on learners' needs. SD Muhammadiyah 16 Elementary School was the only one that did not make any concrete and written program, but it employed the activities that look like a guidance and counseling activity and program in general. (2) Some of the schools had a significant problem probably due to a counseling guidance teacher who did not graduate from Counseling Guidance Department, but from, psychology or other departments. (3) From 2008 to 2009, the schools' guidance and counseling programs were different from one another. The following are some different programs: (1) there was no given schedule for a counselor to discuss materials in the class. This was experienced by most of the schools. Such a condition did not happen at SD Muhammadiyah 4 Elementary School, but the material was only discussed in one learning process in each month. This was a substantial problem and resulted in the program not working well. (2) There was a difference in facilities and competent personnel in the guidance and counseling field. (3) The schools' and learners' characteristics influenced making a guidance and counseling program and its realization. (4) One school's output was different from another school's output.

Other research findings of the implementation of the guidance and counseling programs to SD Muhammadiyah Elementary Schools are irrelevant to the Ministry of Education and Culture's decree No. 111, 2014 about Guidance and Counseling. The irrelevancies included the following aspects, (1) counselors, (2) organization structure of guidance and counseling, (3) guidance and counseling office, (4) budgets for guidance and counseling program, (5) scheduled guidance and counseling services, (6) facilities of guidance and counseling services, (7) training of guidance and counseling for class teachers, (8) guidance and counseling services (personal, social, learning, and career), (9) supervision, and (10) time allocation (see Table 2).

A counselor or counseling guidance teacher is a professional teacher who graduates from a graduate program or has got a bachelor's degree. This is relevant to the research by Rahman and Atan (2013). School counselors are those who can provide guidance and counseling services that enable students to develop their potential, identify, and provide solutions to problems. They must be competent in pedagogy, have personality, be social, and professional. A guidance and counseling teacher must be emotional, accountable, self-confident, and trust worthy for students (Lutomia & Sikolia, 2008; Omulema, 2000) and educated and trained (Kinra, 2008). An organized guidance and counseling program is essential in assisting students to cope with the stress they face while in and out of school (Ruttoh, 2015).

**Table 2** The Implementation of the Guidance and Counseling Programs to SD Muhammadiyah Elementary Schools

No	Aspects	Description of Findings	Notes
1	Counselors	Part-time counselor if needed	- Class teachers serving as part of a counselor's role - No recruitment of a counselor
2	Organization Structure of Guidance and Counseling	Unstructured Organization	Personal and informal structure
3	Guidance and Counseling Office	No offices for three schools	Unstandardized office designs for two schools
4	Budgets for Guidance and Counseling Program	No budgets	Non-budgets taken from operating schools
5	Scheduled Guidance and Counseling Services	Unscheduled	Incidental services
6	Facilities of Guidance and Counseling Services	Insufficient	Unstandardized
7	Training of Guidance and Counseling for Class Teachers	Organized and coordinated	Undefined knowledge and skill
8	Guidance and Counseling Services (Personal, Social, Learning, and Career)	Unstructured and uncoordinated	Incidental services
9	Supervision	Supervised by the principals	In general
10	Time allocation	Irregular	Length of unscheduled time (less than 24 to 40 hours a week)

A representative room is very necessary because counseling guidance is also greatly dependent on physical facilities (Lutomia & Sikolia, 2008; Wango & Mungai, 2007). Counseling and guidance programs should not be isolated to a single office, but they should become fully integrated into the school's operations (Aluede & Egbochuku, 2009). In running such daily with responsibility, counselors need to make a schedule and propose a budget as part of a school's budget (Mutie & Ndambuki, 1999). Guidance and counseling services in schools - consisting of professional support for students in educational, vocational and personal/social domains - have long been recognized as effective means for improving student functioning and long-term outcomes in a variety of areas (Gysbers & Henderson, 2012). According to the research by Ruttoh (2015), a counseling guidance service is not based on a given time. Ndirangu (2000) stated that in Kenya most of the schools found it difficult to implement a counseling guidance activity. The schools that had an office of counseling guidance found it difficult to manage counseling time and facilities.

To enforce the regulation and policy, therefore, the government needs to provide a counselor for elementary schools and help with facilities as needed to implement a school's guidance and counseling service. This is really essential for solving students' problems. Similarly, a school needs to establish an organizational structure of guidance and counseling.

### Conclusion and Recommendation

The guidance and counseling programs include 4 components: including fundamental, responsive, individual's interest and plan, and system development. These items are very useful for 5 SD Muhammadiyah Elementary Schools in solving the students' problems. However, these items were differently applied by the respective schools. Their implementation of the programs is essential, despite being different from one another.

Based on the analysis and discussion, it can be concluded that implementation of the guidance and counseling programs to the students of SD Muhammadiyah Elementary Schools has not been adapted to the Minister of Education and Culture's decree No. 111/2014. The problems of the programs comprise 1) counselors, 2) organization structure of guidance and

counseling, 3) guidance and counseling office, 4) budgets for guidance and counseling program, 5) scheduled guidance and counseling services, 6) facilities of guidance and counseling services, 7) training of guidance and counseling for class teachers, 8) guidance and counseling services (personal, social, learning, and career), 9) supervision, and 10) time allocation.

The government and schools collaborate with each other to implement the guidance and counseling program. The government issues the regulation and policy and needs to provide a counselor for elementary schools and help with facilities as needed to implement a school's guidance and counseling service. This is really essential for solving students' problems. Accordingly, a school establishes an organizational structure and allocates its budget for the guidance and counseling service.

Referring to the results and analysis, it can be recommended that 1) the research results can be used as an alternative for a counselor to increase a counseling guidance program and service management. A class teacher as a counselor should participate in activities such as program training and education, scientific forum, seminar, or conference on guidance and counseling program. The results can be used for other researchers to examine counseling guidance in other elementary or secondary schools.

### Conflict of Interest

There is no conflict of interest.

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