



Analysis of Guidance and Counsellor Supervision: Implementation, Constraints, and Solutions

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Abstract

The current issue is the suboptimal implementation of supervision for guidance counselors, impacting their professionalism in carrying out service tasks at school. Therefore, a model, tool, or instrument for supervising guidance counselor with a comprehensive guidance and counseling approach is needed. The objective of this research is to analyze the implementation of supervision for guidance counselor in schools and to identify the obstacles along with possible solutions. This study employs a descriptive method with a qualitative approach. The collected data is presented in descriptive form. Purposive sampling is used as the sampling technique, involving four school principals and nine guidance and counsellors as research subjects. Data collection methods include interviews and document studies, with a questionnaire used as the data collection instrument. The data analysis technique employed in this research is qualitative descriptive.

Index Term- Supervision, Guidance Counsellor

INTRODUCTION

Education plays an important role in the progress of a nation, and improving the education system is the key to addressing social problems such as corruption, radicalism, poverty, and unemployment. Education in accordance with Indonesian Law *UU No. 20/Th 2003/Pasal 1* aims to develop the potential of students in various aspects of life, including self-control, personality, spiritual aspects of religion, intelligence, noble morality, and skills needed as members of society and the state.

In the school education system, there are three main pillars that are interrelated: administration, teaching, and guidance & counseling. Guidance and Counseling is a service provided by the Guidance Counselor with the aim of helping students in achieving personality maturity, academic ability, social skills, and career development (Purwaningrum, 2018). Guidance and Counseling services are also very important in implementing the *Merdeka* curriculum in Indonesia to maintain students' mental and emotional well-being and help them develop optimally. Moreover, Guidance and Counseling plays a role in developing the *Profil Pelajar Pancasila* (Student Profile Values in Indonesia), strengthening project plans to achieve optimal development (Hendriansyah, 2022).

The approach in Guidance and Counseling has shifted from a focus on the counselor and being clinical and remedial to an approach that is more development-centered and preventive. The development of comprehensive guidance and counseling aims to achieve the developmental tasks of students and address the problems they face (Permendiknas, 2008).

Therefore, Guidance Counsellors need to have good academic and professional qualities, extensive knowledge, and the ability to educate, guide, and facilitate students so that their development is optimal.

The Standard of Academic Qualifications and Competencies for Counselors and Guidance and Counseling in Elementary and Secondary Education in Indonesia (*POP GC*) provides detailed guidelines on the implementation of guidance and counseling in schools, including the roles, tasks, and responsibilities of Guidance Counsellors (Permendiknas, 2008; Permendikbud No 111, 2014). However, previous research indicates that only half of guidance counselors work professionally (Umari, T., & Yakub, 2018). Additionally, there are still many misconceptions about Guidance Counsellors that contribute to a decline in professionalism in this field. The perception that guidance and counsellors are less professional and less competent in their work has led to various negative views on Guidance and Counseling, both among students and other stakeholders (Yeni Karneli, 2021). Although Guidance and Counseling is recognized as a profession by law, public perceptions of it are not uniform. Therefore, intensive mentoring and supervision are needed to improve the quality of guidance counselors or school counselors.

In Presidential Regulation Number 57 of 2021 ((PP) Nomor 57, 2021), it is clearly stated that supervision, monitoring, and assessment are crucial in the field of education to enhance the quality of learning and the learning process itself. Therefore, in the context of Guidance and Counseling, supervision serves as assistance provided to Guidance Counsellors in solving

their tasks and improving competence to achieve the goals of Guidance and Counseling in schools (Robert J. Marzano, Toni Frontier, 2011). Sukardi also emphasizes that supervision should serve as a motivator for Guidance Counsellors to perform better (Sukardi, 2008). However, the supervisory practices found in the field do not align with these principles. In practice, findings indicate that school principals' supervision tends to be directive and focused on limited tasks, especially related to classical guidance. This has the potential to reduce the effectiveness of supervision because it does not cover other aspects of the work of Guidance Counsellors. This difference creates a gap between the expectations expressed in supervision theory and the daily implementation in the field. Furthermore, the lack of understanding by school principals regarding the field of Guidance and Counseling, as well as the absence of specific supervision models and guidelines for Guidance Counsellors, emphasizes that supervision is not only less than ideal but also lacks direction according to the needs of Guidance Counsellors. This situation underscores the need for the development of more suitable supervision models and clear guidelines to enhance the effectiveness of supervision in this field.

The aim of this research is to examine how the supervision of Guidance Counsellors is implemented in schools, identify the challenges they face in its execution in the field, and find solutions to each obstacle. This research is intended to assist Guidance Counsellors in maximizing their potential in carrying out their professional duties.

METHOD

This research employs a descriptive method with a qualitative approach, where the collected data are presented in descriptive form. The sampling technique used in this study is a saturated sample technique, where the researcher selects all members of the population as research subjects. In this case, it includes all Guidance Counsellors from kindergarten to high school in one private Christian school in the city of Bogor, Indonesia, consisting of eight schools. The data collection methods in this research involve interviews and documentary studies. The questions posed are open-ended, allowing respondents to provide more in-depth answers. To test the credibility, the researcher conducted triangulation through member checks or verification with other teachers to compare and ascertain the credibility of the answers given. The data analysis technique used in this research is qualitative description following the Miles and Huberman model. Initially, the researcher will reduce the data, present it in descriptive form, and then verify the data as the final stage of data analysis.

RESULT

The interview results with three Guidance Counsellors at the elementary school level revealed that the supervision of Guidance Counsellors, traditionally conducted once a year, involves evaluating teachers while they are teaching in the classroom. Subsequently, interviews with three Guidance Counsellors at the junior high school level found that two of them expressed the same approach as the elementary school level, where supervision is carried out classically. However,

one Guidance and Counseling Teacher at the junior high school level stated that they have never undergone supervision. This aligns with the findings from interviews with Guidance Counsellors at the kindergarten level, where they have not been supervised in their capacity as Guidance Counsellors. Instead, they undergo supervision in their role as homeroom teachers, as their primary duty is class teacher. The position of Guidance and Counseling Teacher is assigned for administrative school fulfillment only.

Meanwhile, interviews with two Guidance Counsellors at the high school level revealed that supervision is conducted by assessing them while they are teaching in the classroom. In other words, supervision is carried out classically, similar to subject teachers. The following is a citation from the interview with Guidance Counsellors:

"Because there is no clear guideline on how Guidance Counsellor supervision should be conducted, supervision is often only carried out when requested by the Foundation or the education department, and its implementation is equated with regular subject teachers." (Source: Elementary School Guidance Counsellors, July 7, 2022)

"During my time as a Guidance Counsellor, I have never been supervised, hehe. I don't have scheduled class hours either. Usually, for counseling, I receive recommendations from the homeroom teacher or subject teachers. Other GC programs implemented are things like seminars for parents. On a daily basis, I'm more involved with multimedia because I am responsible for the school's media and technology section. Perhaps my GC duties are not optimal. But, well, I just follow instructions from my leader." (Junior High School Plus Guidance Counsellors, July 7, 2023)

"I have been supervised once when I was about to be appointed as a permanent teacher. The principal assigned me a theme about the growth mindset to present in the class. In addition, my GC duties include counseling based on recommendations from homeroom teachers and parent seminars held twice a year. The rest of the time, I am more involved as a person in charge implementing the Christian Values program." (Senior High School Plus Guidance Counsellors, July 8, 2023)

"Actually, if I were asked whether I fulfill my duties and role as a Guidance Counsellors, the answer is certainly no. Because I myself still don't fully understand what the duties and roles of a Guidance Counsellors are. I am a homeroom teacher, and on a daily basis, I perform tasks as a class teacher. The GC position is only a requirement that there should be one GC in this unit. Perhaps the tasks related to this GC position that I carry out are limited to readiness tests for the school, in which I collaborate with the testing bureau and parent seminars." (Kindergarten Plus Guidance Counsellors, July 8, 2023)

To obtain comprehensive data, the researcher conducted interviews with the school principal and the guidance and counseling teacher coordinator. The interview results revealed a similar pattern, indicating that the supervision of Guidance Counsellors is conducted by assessing them while teaching in the classroom. Additionally, supervision is not yet systematic and regularly scheduled for Guidance Counsellors. This is because the school lacks specific tools, models, or guidelines for the supervision of Guidance Counsellors. Most school principals also do not fully understand the duties and roles of Guidance Counsellors in the school. The school principals are aware that supervision is often carried out due to requests from the Foundation for the appointment of permanent employees. The following is a citation from the interview with the school principal:

"It might be because we are at the elementary school level. According to the government itself, it's not mandatory to have a Guidance Counsellors. Because most issues are handled directly by the class teachers. As a result, Guidance Counselors end up being more involved as persons in charge of activities, dealing with multimedia, or other tasks that may not actually be their main duties. Supervision is never conducted because they don't enter the classroom and don't handle administrative tasks like other subject teachers, so it's difficult to supervise unless there's a specific instrument for Guidance Counselors." (Source: Elementary School Principal, Interview July 8, 2022)

"It's really regrettable that the supervision of Guidance Counselors is neglected. However, this is because there is no clear guideline or procedure regarding the implementation of supervision specifically for Guidance Counselors. Moreover, many of us do not fully understand the duties and fundamental roles of Guidance Counsellors in the school." (Source: Junior High School Plus Principal, Interview July 7, 2022)

"I am a new school principal. What I know is that Guidance Counselors are tasked with handling problematic students. However, Guidance Counselors here don't have scheduled class hours because the curriculum is already full. Additionally, we don't have a specific supervision instrument for Guidance Counselors, so supervision is not optimal. I held it once, but it was for the process of appointing Guidance Counselors as permanent teachers. So, I asked the Guidance Counsellors to teach in the classroom with a topic I specified, using the instrument I usually use for subject teacher supervision." (High School Plus Principal, Interview July 10, 2022)

"The Guidance Counsellors in this kindergarten is actually not a kindergarten teacher; she is a class teacher given the additional task of being a Guidance Counsellors. Because in this foundation, the rule is

that there should be a Guidance Counsellors at all levels. However, in daily practice, she is a class teacher. For supervision and administration, it is done as a class teacher, not as a Guidance Counsellors. Her duties as GC involve tasks such as readiness tests for the school or parent seminars, that's all." (Kindergarten Plus Principal, Interview July 7, 2022)

"So far, my Guidance Counsellors has been doing her part well. Maybe not optimal yet, but the Guidance Counsellors here has scheduled class hours once a month. Additionally, individual and group counseling programs, as well as other services, are also running well. However, for supervision, I haven't had a specific instrument. So far, I have used the same instrument as subject teachers, with some points adjusted to the context of Guidance Counselors." (High School Principal, July 10, 2022)

Furthermore, the researcher conducted interviews with Guidance Counsellors regarding the impact of this suboptimal supervision on their performance at school. Guidance Counsellors stated that what they have been implementing so far is merely routine. Moreover, they find themselves doing additional tasks that are unrelated to guidance and counseling duties and services. Many young Guidance Counsellors often receive additional responsibilities in media and technology, become responsible for various school programs, and take on duty teacher roles. These tasks consume more time and energy than they should, diverting their focus from their core guidance and counseling responsibilities.

Frequent supervision, often equated with subject teachers and sometimes not implemented at all, has led Guidance Counsellors to become disinterested in completing other guidance and counseling services. This is because, in the end, their performance is only assessed during classroom teaching or not at all. This situation also affects how colleagues and students perceive the presence of Guidance Counsellors, often viewing them with a bias and considering them as teachers with more idle time.

"Because there is no clear guideline on how Guidance Counsellors supervision should be conducted, supervision is often only carried out when requested by the Foundation or the education department, and its implementation is equated with regular subject teachers. Therefore, I don't know how my performance has been evaluated so far. Everything just flows, so as a guidance and counseling teacher, my work becomes scattered, always more involved in school event committees, and I rarely perform guidance and counseling tasks or develop GC programs." (Source: Elementary School Guidance Counsellors, July 7, 2022)

"My GC duties include counseling, based on recommendations from homeroom teachers and parent seminars held twice a year. The rest of the time, I am more involved as a person in charge (PIC),

implementing the Christian Values program." (High School Plus Guidance Counsellors, July 8, 2023)

"The GC position is only a requirement that there should be one GC in this unit. Perhaps the tasks related to this GC position that I carry out are limited to readiness tests for the school, in which I collaborate with the testing bureau and parent seminars." (Kindergarten Plus Guidance Counsellors, July 8, 2023)

"On a daily basis, I'm more involved with multimedia because I am responsible for the school's media and technology section. Perhaps my GC duties are not optimal. But, well, I just follow instructions from superiors." (Junior High School Plus Guidance Counsellors, July 7, 2023)

Based on the interview results and document reviews conducted at eight schools, several main issues in the implementation of supervision for Guidance Counsellors are as follows: not all school principals fully understand the duties and roles of Guidance Counsellors in the school, the implementation of supervision for Guidance Counsellors is equated with the supervision of subject teachers, supervision for Guidance Counsellors is not conducted on a scheduled basis and often only occurs when there is an employee assessment from the Foundation, and furthermore, there is a lack of clear guidelines and procedures regarding the implementation of Guidance Counsellors supervision in schools.

DISCUSSION

The research findings indicate that supervision for Guidance Counsellors is not optimally conducted in schools. The supervision for Guidance Counsellors is equated with subject teachers, and its implementation is neither systematic nor periodically scheduled. Supervision is only carried out when requested by the Foundation for promotion purposes, and there are no specific guidelines or models for Guidance Counsellors. As a result, Guidance Counsellors are not professional in carrying out their duties.

Based on the interview results, it is evident that the role of supervision significantly influences the performance of teachers, which indirectly impacts the school's quality. Through supervision, schools can enhance the performance of teachers in carrying out their duties, ultimately affecting the quality of school graduates (Hoque et al., 2020; Nasution et al., 2021; Zulfakar et al., 2020). One crucial role in supervision is the supervisor, in this case, the school principal's leadership, which affects the development of guidance and counseling teacher performance (Kusumaningrum, D. E. et al., 2020). This is supported by research on Guidance Counsellors in Bandung (Wardhani, Farida, 2019), indicating that a significant number of Guidance Counsellors are less professional. These findings align with research in Medan (Umari, T., & Yakub, 2018), which found that only half of the Guidance Counsellors in schools meet professional standards. Another study conducted

in Bengkulu (Yunani et al., 2021) found that poor and ineffective supervision leads to Guidance Counsellors being less professional.

Brown et al., (2018) states that supervision is a crucial element in the development of the professional identity of school counselors. However, specific supervision training for school counselors is still very lacking. Chen & Hayes (2013) in their book states that most supervisors are not trained to conduct specific supervision for Guidance Counsellors. Supporting this view, (Motley et al., 2014) states that trained supervisors will enhance the professionalism of the supervised counsellors.

The implementation of supervision for Guidance Counsellors in schools has not been optimal. The results show that schools have not applied continuous and comprehensive supervision suitable for Guidance Counsellors to ensure they can perform their service duties effectively. Continuous supervision is necessary to develop the performance of teachers in educational institutions (Hasanah, M. L., Kristiawan, 2019). Based on the research findings, the suboptimal implementation of supervision is due to the lack of suitable instruments, guidelines, or tools that can be used by school principals to supervise Guidance Counsellors. Therefore, the presence of specific supervision instruments or guidelines for Guidance Counsellors is highly needed. This aligns with previous research stating the importance of supervision instruments to provide accurate guidance in the supervision and evaluation process (Bulunz, N., GURSOY, E., KESNER, J., Baltaci Goktalay, S., & Salihoglu, 2014).

Thus, the researcher finds the urgency of the need for comprehensive tools, models, or specific supervision instruments for Guidance Counsellors to enhance their professionalism. This is consistent with the research findings of Muhammad & Kabir (2018) that supervision is a professional service to help counselors understand themselves and improve their professional abilities. McMahon (Gines & Lumiqued, 2022) states that supervision for school counselors includes three concepts: 1) Supervision as a relationship, 2) Supervision as a developmental process, and 3) Supervision as a learning environment. With these three concepts, supervision can be conducted both online and offline. Additionally, Gines & Lumiqued's book also mentions types of supervision that can be used to supervise school counselors: a) Clinical Supervision: conducted by fellow school counselors or experts in the field of guidance and counseling, focusing on professional counseling orientation. b) Administrative Supervision: supervision focusing on organizational, managerial, and procedural issues. The research results conducted in the Philippines with 253 respondents showed that 73% implemented counseling supervision, 5% conducted clinical supervision, and 22% did not use specific supervision for school counselors, and its implementation was during the teaching process in the classroom (Muhammad & Kabir, 2018) in his research conducted in Australia stated that in its implementation, supervision of school counselors or Guidance Counsellors should cover three areas, namely: 1) Formative - The

supervisor shares their teaching experiences with the counselor. 2) Normative - The supervisor asks the counselor to be accountable and defend their work. 3) Restorative - The supervisor offers support if the counselor has ethical or practice-related issues. The types of supervision that can be used are a) one-on-one, individual supervision between school counselors or Guidance Counsellors and supervisors. b) Peer Supervision, where Guidance Counsellors supervise each other. This is only possible if the number of teachers in a school is more than one and is limited to counselors with good qualifications c) Group Supervision, several Guidance Counsellors or school counselors meet regularly with a supervisor for discussions with the goal of training, learning, and improvement. d) Supervision via Skype or telephone, online supervision when conditions do not allow face-to-face meetings. This type of supervision has become quite efficient in the current era, making it more easily accessible.

Given that Guidance and Counseling implemented in Indonesia is currently Comprehensive Guidance and Counseling, supervision should also be comprehensive, not just classical supervision like subject teachers. The researcher found that to implement Comprehensive Guidance and Counseling optimally in schools, comprehensive supervision is also needed. This is supported by research conducted by Hidayat and Herdi (Bhakti, 2017) that the comprehensive guidance and counseling model is created to address various problems faced by school counselors. This model is an alternative guidance and counseling model that provides an opportunity for academics and practitioners to participate. With the implementation of the Comprehensive Guidance and Counseling supervision model in schools, counselors have the opportunity to demonstrate what they do, which helps the guidance and counseling profession gain recognition in society.

There are several alternative models, instruments, or tools that can be used to supervise Guidance Counsellors in schools. However, it requires the willingness of the school principal or supervisor to learn and be willing to use these media to supervise Guidance Counsellors. Thus, the implementation of supervision for Guidance Counsellors is no longer equated with other subject teachers (Nurismawan et al., 2022)

CONCLUSION

The research results indicate that the supervision of Guidance Counsellors in schools is not functioning well. Supervision for Guidance Counsellors is equated with that of subject teachers; it is conducted by requesting the Guidance Counsellors to teach in the classroom. The school principal and supervisor lack a mature understanding of the duties and roles of Guidance Counsellors in the school. Additionally, there is a lack of specific media, instruments, or supervision models for Guidance Counsellors. All of these factors contribute to the insufficient professionalism of Guidance Counsellors in carrying out their duties at school.

Several ideas for types of supervision that can be utilized include one-on-one supervision, peer supervision, supervision via Skype/telephone, clinical supervision, administrative

supervision, and Comprehensive Guidance and Counseling Supervision.

Thus, the researcher emphasizes the urgency of the need for specific tools, models, or supervision instruments for Guidance Counsellors. This is expected to enhance their professionalism, particularly in the context of implementing Comprehensive Guidance and Counseling in Indonesia. Specialized supervision models for Guidance Counsellors are considered an alternative that can provide greater recognition of the role of school counselors in society.

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