

A Systematic Literature Review On The Management Of Guidance and Counseling Services In Junior High Schools

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Abstrak. Education at the junior high school level represents a critical developmental stage for early adolescents, requiring structured guidance. This study aims to synthesize evidence on the management of Guidance and Counseling (BK) services in Indonesian junior high schools, focusing on planning, implementation, evaluation, and influencing factors. Using a systematic literature review of ten articles published between 2020 and 2025, the findings indicate that most schools have implemented basic BK management functions. Planning is generally based on needs assessments; however, implementation faces challenges such as unfavorable student–counselor ratios, limited facilities, and insufficient time allocation. Program evaluation remains weak, hindering continuous improvement. Despite some progress, structural and technical constraints persist. Therefore, strengthening counselors' competencies, enhancing institutional support, and improving infrastructure are essential to ensure more effective and accountable BK services

Kata kunci: Educational Services, Guidance and Counseling (BK), Junior High School Education, Management of Counseling Services, Systematic Literature Review

A. INTRODUCTION

Education at the junior high school (SMP) level represents a critical developmental phase in students' lives, as they transition from childhood to adolescence. During this period, students experience significant physical, cognitive, emotional, and social changes, including the development of identity, emotional regulation, interpersonal relationships, and value systems (Santrock, 2018). In addition, they face increasing academic demands, emotional instability, and social pressures (Hurlock, 2018).

In this context, Guidance and Counseling (BK) services play a vital role in supporting students' development. As regulated in Permendikbud No. 111 of

2014, BK services aim to help students achieve independence and develop their potential optimally. However, the effectiveness of these services depends not only on their availability but also on how well they are managed. Without proper and systematic management, BK services tend to operate in a reactive, unstructured, and less measurable manner (Prayitno, 2017).

In practice, several challenges are frequently encountered, including inadequate program planning, overlapping roles of counselors, limited collaboration with stakeholders, and difficulties in evaluating program outcomes. Therefore, the implementation of effective BK management covering planning, organizing, implementation, and supervision is essential to ensure that services are delivered systematically and achieve their intended goals (Winkel & Hastuti, 2004).

Although previous studies have examined the implementation of BK management in schools, most tend to focus on general aspects such as planning and service delivery. There is still limited attention to the evaluation and follow-up components, which are crucial for ensuring program accountability and continuous improvement. As a result, weaknesses in these areas often lead to stagnation in program development and reduce the overall effectiveness of BK services.

The novelty of this study lies in its focus on synthesizing empirical findings related to the weaknesses of evaluation and follow-up components in the management of guidance and counseling services at the junior high school level, areas that have not been sufficiently explored in previous research. By highlighting these aspects, this study provides a more comprehensive understanding of the gaps between theoretical frameworks, policy expectations, and actual practices in schools.

Therefore, this study aims to analyze the implementation of BK management in Indonesian junior high schools through a systematic literature review. The research questions guiding this study are:

How are BK management functions (planning, implementation, evaluation, and follow-up) implemented in junior high schools?

What factors support and hinder the implementation of BK management?

To what extent do current practices align with theoretical frameworks and applicable regulations?

B. THEORETICAL FOUNDATION

1. Basic Concepts of Guidance and Counseling Management

Definition of Guidance and Counseling Management

Guidance and Counseling (BK) management refers to a systematic process of planning, organizing, implementing, and evaluating counseling services to achieve students' optimal development. Suherman (2021) defines it as a professional service management system that integrates all components of the BK program through coordinated processes to support students' developmental goals.

Similarly, Prayitno (2017) emphasizes that BK management involves organizing counseling activities in a structured and measurable way to ensure the effectiveness of services. These definitions highlight that BK management is not merely administrative but a comprehensive and continuous process aimed at improving service quality. The implementation of BK management in schools is formally regulated by Permendikbud No. 111 of 2014, which requires that guidance and counseling services be conducted in a planned, systematic, and measurable manner.

2. Functions of Guidance and Counseling Management

Guidance and counseling management consists of several key functions that ensure the effectiveness of services. These functions include:

Planning, which involves designing programs based on students' developmental needs and school conditions. Organizing, which refers to structuring roles, responsibilities, and resources to support service delivery.

Implementation, which includes delivering various counseling services such as preventive, developmental, and responsive interventions. Supervision and control, which ensure that services are carried out according to plans and standards. These functions are interrelated and form a continuous cycle, emphasizing that effective management is essential for delivering structured and goal-oriented counseling services in schools.

3. Guidance and Counseling Evaluation

Evaluation is a critical component of BK management as it determines the effectiveness and quality of services. It involves assessing both the implementation process and the outcomes of counseling programs. According to Nurihsan (2013), evaluation in guidance and counseling serves to measure program success, identify weaknesses, and provide a basis for improvement. Without proper evaluation, counseling services may become routine activities without clear impact or accountability. Furthermore, evaluation is closely linked to follow-up actions. The results of evaluation should be used to refine programs, improve service strategies, and ensure continuous development. Therefore, a strong evaluation system is essential to maintain the relevance, effectiveness, and sustainability of BK services in junior high schools.

4. Components of Guidance and Counseling Management in Junior High Schools

Guidance and counseling (BK) management in junior high schools consists of several interconnected components that ensure the effectiveness of services. These components primarily include program planning, organizing, implementation, and evaluation with follow-up actions, all of which operate as a continuous cycle.

Program planning is a fundamental stage that determines the direction of counseling services. It is generally based on a needs assessment that considers students' developmental characteristics, common problems, and available school resources. Through this process, counselors are able to formulate measurable and

relevant program goals that align with students' academic, personal-social, and career development needs.

Organizing refers to the structuring of resources and responsibilities to support program implementation. This includes the allocation of roles among counseling teachers, coordination with other school personnel, and the management of facilities and schedules. Effective organizing ensures that counseling services can be delivered systematically and efficiently within the school environment.

The implementation stage involves delivering counseling services in various forms, including developmental, preventive, and responsive services. These services are designed not only to address students' existing problems but also to support their overall growth and future planning. In practice, implementation often requires collaboration with teachers, parents, and other stakeholders, as well as the use of appropriate strategies and media.

Evaluation and follow-up are critical components that determine the quality and sustainability of BK programs. Evaluation is conducted to assess both the process and outcomes of services, providing evidence of program effectiveness. The results of evaluation should serve as the basis for follow-up actions, such as program improvement and adjustment. However, in many cases, this aspect is not optimally implemented, which may limit continuous development.

In the context of junior high schools, BK management must also consider the specific characteristics of early adolescents. Students at this level experience rapid physical, cognitive, emotional, and social development, which requires counseling services to adopt a developmental and needs-based approach. Therefore, BK programs should be flexible and responsive to students' evolving needs.

Overall, the success of guidance and counseling management in junior high schools depends on the integration of these components into a coherent and

sustainable system. A well-managed program not only addresses students' immediate concerns but also supports their long-term development.

C. RESEARCH METHODS

This study employs a systematic literature review (SLR) approach, which aims not only to summarize existing studies but also to critically evaluate and synthesize research findings to develop a comprehensive understanding of a particular topic (Snyder, 2019). The review process in this study follows three main stages: identification, screening, and eligibility, in line with established SLR procedures.

1. Identification Stage

At this stage, relevant literature was collected through several electronic databases, including Google Scholar, Portal Garuda, and SINTA (Science and Technology Index), as well as institutional repositories such as IAIN Ponorogo and Universitas Al Fithrah. These sources were selected because they provide broad access to Indonesian scholarly publications, particularly those related to education and guidance and counseling, thereby ensuring the contextual relevance of the studies reviewed.

The search process used a combination of keywords in both Indonesian and English, such as “manajemen BK SMP” (guidance and counseling management in junior high school), “implementasi bimbingan konseling” (guidance and counselling implementation), “pelaksanaan layanan BK” (BK service implementation), and “peran konselor sekolah” (school counselor role). The use of varied keywords was intended to capture a wide range of relevant studies and minimize the risk of missing important literature.

2. Screening Stage

The initial search identified 15 potential articles. These articles were then screened based on titles and abstracts to assess their relevance to the research focus. At this stage, studies that did not specifically address the management or implementation of BK services at the junior high school level were excluded.

3. Eligibility Stage

After the screening process, articles were further assessed using predefined inclusion and exclusion criteria. The inclusion criteria were: (a) empirical studies

(qualitative, quantitative, or mixed methods) or relevant theses; (b) focus on the management or implementation of BK services at the SMP/MTs level in Indonesia; (c) publication within the last five years (2020–2025) to ensure up-to-date findings; and (d) availability of full-text access.

The exclusion criteria included studies that only discussed theoretical concepts without empirical evidence or did not address managerial aspects of BK. Based on these criteria, 10 articles were deemed eligible and selected for in-depth analysis.

4. Data Extraction and Analysis

Data from the selected studies were systematically extracted using a structured template, including information on research location, objectives, methods, and key findings related to BK management. The extracted data were then analyzed using thematic content analysis (Elo & Kyngäs, 2008).

Through this process, findings were categorized, compared, and synthesized into key themes aligned with the research questions, namely: (a) program planning, (b) program implementation, (c) evaluation and supervision, (d) follow-up, and (e) supporting and inhibiting factors.

This structured approach ensures that the review process is transparent, systematic, and replicable, while also enabling a comprehensive synthesis of existing empirical evidence on BK management in junior high schools.

D. RESEARCH RESULTS

1. General Overview of the Literature

The ten selected studies represent research conducted in various junior high schools across Indonesia and predominantly employ qualitative approaches with case study designs. Overall, the literature reflects diverse contexts of BK (Guidance and Counseling) management implementation, yet reveals recurring patterns across schools in terms of planning, implementation, evaluation, and follow-up practices.

2. Synthesis of Findings Based on Management Functions

a. Program Planning

Across the reviewed studies, program planning generally demonstrates a formal and structured approach, with most schools preparing annual and semester-based programs. A common pattern indicates that planning is aligned with administrative requirements and institutional standards.

However, a key distinction emerges in the use of needs assessment. Some schools systematically utilize assessment instruments (e.g., developmental task inventories and problem checklists), resulting in more targeted and relevant programs. In contrast, other schools show a less explicit or less rigorous needs assessment process, suggesting that planning is sometimes conducted more as a procedural requirement than as a data-driven activity. This indicates that while planning practices are widely implemented, their quality and depth vary, particularly in terms of how strongly they are grounded in students' actual needs.

b. Program Implementation

The implementation of BK services shows considerable variation across schools, particularly in terms of strategies and support systems. A consistent finding across studies is the use of multiple service types, including developmental, responsive, and support services.

A prominent pattern is the importance of collaboration. Schools that actively involve teachers, parents, and peer support systems tend to demonstrate more effective implementation. The involvement of peer counselors, for instance, reflects an adaptive strategy to strengthen student engagement and extend service reach.

At the same time, nearly all studies highlight structural constraints, including limited time allocation, inadequate facilities, and high student-to-counselor ratios. These challenges force counselors to adopt flexible and creative approaches, often delivering services outside formal schedules. Thus, implementation tends to be adaptive rather than fully systematic, shaped by contextual limitations within each school.

c. Evaluation and Supervision

Evaluation emerges as the most inconsistent component across the reviewed studies. While some schools conduct evaluation activities, these are often limited in scope and lack systematic procedures. A clear pattern shows that evaluation is frequently administrative rather than analytical, with limited use of data to assess program

effectiveness. In several cases, evaluation results are not well documented or are communicated informally, reducing their potential to inform decision-making. This suggests that evaluation has not yet been fully positioned as a core mechanism for quality control and program improvement, leading to gaps between planned objectives and actual outcomes.

d. Follow-up

The findings indicate that follow-up practices are highly dependent on the quality of evaluation. Schools that implement structured and measurable evaluations tend to have clearer follow-up mechanisms, such as program revision and improvement.

Conversely, in contexts where evaluation is weak, follow-up activities are often minimal or absent. This results in a disconnected management cycle, where programs are repeated without significant development or innovation. This pattern highlights a critical issue: the lack of strong evaluation systems directly impacts the effectiveness of follow-up actions, ultimately limiting the sustainability of BK programs.

3. Cross-Study Patterns and Key Insights

Synthesizing the findings across studies reveals several important patterns: 1) Planning is generally well-established, but varies in its reliance on systematic needs assessment. Implementation is relatively strong but highly contextual, often influenced by resource constraints and the level of collaboration. 2) Evaluation is the weakest component, with limited systematic application across schools. Follow-up is inconsistent and often underdeveloped, largely due to weak evaluation practices.

Overall, the results demonstrate that although BK management functions are formally implemented in junior high schools, there is a clear imbalance in their execution, with evaluation and follow-up receiving significantly less attention compared to planning and implementation.

E. **DISCUSSION**

The synthesis of the reviewed studies indicates that the framework of guidance and counseling (BK) management, as proposed by Winkel & Hastuti (2004) and Suherman (2021), has been generally adopted in junior high schools. The findings suggest a gradual shift from reactive, problem-oriented services toward more preventive and developmental

approaches, in line with the perspective of Prayitno (2017). In several cases, effective collaboration such as the involvement of peer counsellors demonstrates how schools can strengthen their support systems and enhance service delivery.

Despite this progress, the review reveals a persistent gap between theoretical expectations and practical implementation. Program planning is widely implemented, yet its quality varies depending on counselor competence and institutional support.

Similarly, implementation practices are often adaptive rather than systematic, as counselors must navigate structural constraints such as limited time allocation, inadequate facilities, and high student-to-counselor ratios. These findings indicate that BK services are not yet fully positioned as a core component of the educational system, as envisioned in Permendikbud No. 111 of 2014.

A critical issue identified in this study lies in the evaluation component of BK management. The findings consistently show that evaluation practices are weak, unsystematic, and frequently limited to administrative reporting. As a result, evaluation does not function as an effective tool for quality control or program improvement. This weakness directly affects the follow-up stage, leading to a fragmented management cycle in which programs are implemented repeatedly without meaningful refinement. Consequently, the accountability and measurable impact of BK services remain limited.

The novelty of this study lies in its explicit synthesis of empirical evidence highlighting the systematic weakness of evaluation and follow-up components in BK management at the junior high school level. While previous studies have primarily focused on planning and implementation aspects, this review brings forward a critical yet underexplored issue namely, the lack of robust evaluation practices that ensure program sustainability and effectiveness. By emphasizing this gap, the study contributes to a more comprehensive understanding of why BK management often fails to achieve its full potential, despite the presence of structured programs and regulatory support.

Furthermore, this review identifies important directions for future research. There is a need for studies that develop practical, context-sensitive evaluation models that can be easily applied by BK teachers in schools. In addition, further empirical research is required to examine the direct impact of effective BK management on students' developmental outcomes, which remains insufficiently explored.

This study also acknowledges several limitations. The scope of the review is limited to selected databases and primarily includes Indonesian-language publications, which may restrict the generalizability of findings. Future reviews are encouraged to incorporate a broader range of international sources to enrich comparative perspectives.

F. CONCLUSION

This study concludes that guidance and counseling (BK) management in Indonesian junior high schools has generally adopted a structured framework, particularly in the areas of planning and implementation. These functions are relatively well-executed and, in several cases, supported by collaborative practices that enhance service delivery. However, the findings reveal a significant imbalance in the overall management cycle, with evaluation and follow-up emerging as the weakest components.

The limited use of systematic and data-driven evaluation practices reduces the effectiveness of program monitoring and weakens accountability. As a consequence, follow-up actions are often not optimally implemented, leading to discontinuity in program improvement and stagnation in service development. This condition highlights a critical gap between theoretical expectations, regulatory standards, and actual practices in the field. The implications of this study are closely related to its central finding regarding the weakness of evaluation and follow-up processes. For practitioners, particularly BK teachers, there is a need to strengthen competencies in designing and implementing measurable, evidence-based evaluation systems that can inform continuous program improvement. For educational institutions, stronger structural support is required, including the provision of adequate facilities, proportional counselor-student ratios, and sufficient time allocation to enable effective service delivery and evaluation.

At the academic level, this study underscores the importance of developing practical and applicable evaluation models that are contextually relevant for school settings. Future research is also needed to examine the direct impact of effective BK management particularly robust evaluation and follow-up mechanisms on students' developmental outcomes.

Overall, strengthening the evaluation and follow-up components is essential to ensure that BK management functions as a continuous, accountable, and improvement-oriented system, thereby maximizing its role in supporting students' holistic development.

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