Description of the Implementation of Guidance Counseling Management Services

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Submitted: 02-12-2022

Revised: 18-05-2023

Accepted: 26-05-2023

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First publication right:

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How to cite: Zulfikar, M., Ferdiansyah, M., & Alridho Lubis, M. (2023). Description of the Implementation of Guidance Counseling Management Services. *Ghaidan: Jurnal Bimbingan Konseling Islam Dan Kemasyarakatan*, 7(1), 23-33.

https://doi.org/https://doi.org/10.19109/ghaidan.v7i1.

Published by:

UIN Raden Fatah Palembang

Journal website:

https://Ghadian.co.id/index.php/bcp

E-ISSN:

2621-8283

ABSTRACT:

Optimization of guidance and counseling services is important so that guidance and counseling services really contribute to the achievement of the Nation or school's vision, mission and objectives. The guidance and counseling service program in schools is unlikely to be achieved if it is not managed in a good quality management. This study aims to describe guidance and counseling management in junior and senior high schools in public and private schools in Jakarta Indonesia. The data obtained can be used as a reference and the basis of plans for improvement and development of guidance and counseling management systems in the school. This research uses descriptive quantitative design with survey method. This study obtained a diverse score on the implementation of the BK management system. In general, the aspects that are quite good are the analysis of the needs when planning the program with the instrument, the making of Satlan, and the division of work tasks. In general, the aspects that need improvement are the addition of BK teachers and skills in using IT.

KEYWORDS: Management System, Counseling and guidance program, Survey

INTRODUCTION

Guidance and counseling has an essential role in students' achievement. Optimization of guidance counseling services is important so that it truly supports the attempt to achieve the vision, mission, and objectives of national education in the school. This optimization cannot be achieved if it is¹ not governed with good management (i.e., clear, systematic, and directed). ² defines management in an organizational context can be interpreted as an activity of managing, regulating, driving, directing, controlling, handling, managing, organizing, carrying out, implementing and leading the efforts to achieve organizational goals. The quality of management very much determines by the approach being used as the foundation and its implementation. The importance of management in optimizing guidance counseling services encourages guidance counseling experts in Indonesia to form appropriate approaches in order to answer the developmental needs of students.¹

Researches has begun from 1996-1999 and 2000-2003 by studying the guidance counseling' literature both literature in Indonesia and other country, especially literature from the American School Counselor Association (ASCA) which at that time had used a Comprehensive model. This research has resulted guidance counseling developmental approach which already contained a

¹ Kartadinata, S. Dari Bimbingan dan Konseling menjadi perkembangan ke komprehensif. Refleksi 2 tahun mengawal perjalanan bimbingan dan konseling 1996-2017. (2017): 1-8. Google Scholar

² Suherman AS., U. *Manajemen Bimbingan dan Konseling (Bandung: Rizqi Press, 2010. Google Scholar*

comprehensive approach. This approach has been implemented since 2003 but has not been carried out optimally. Then in 2007, the guidance counseling service management used guidance counseling developmental or guidance counseling comprehensive approach where practitioners used this term interchangeably.³

Because of the importance of structuring guidance counseling regulations for better management, then based on the 2013 curriculum; guidance counseling comprehensive was formally used as the latest approach for guidance counseling management which was legitimized by the Decree of the Minister of Education and Culture No. 111 of 2014. From this regulation, Operational Implementation Guide of Guidance Counseling was formulated in 2016 as guidelines for managing Guidance Counseling services in Indonesia. This approach is oriented to the developmental task using a comprehensive strategy inspired by the ASCA model where some parts are contextualized according to the Indonesian context.⁴

Thus, Guidance Counseling management in Indonesia changed from Guidance Counseling 17 Plus to Guidance Counseling Comprehensive. According to the Ministry of National Education (2007)⁵, this change marks a shift in the paradigm of the Guidance Counseling approach that is traditional, remedial, clinical oriented, and centered on counselors to a developmental-tasks and preventive oriented approach. explained that the Guidance Counseling Comprehensive model was designed to help school counselors respond to the increasingly complex problems of student development³.

Guidance Counseling Comprehensive is an approach oriented to help students achieve developmental tasks, develop potencies, and alleviate problems. Development tasks are formulated as standard's competency that must be achieved by the counselee, so this approach is also called standard-based guidance counseling. Furthermore, according to Bowers & Hatch (Rahman, 2009) the guidance counseling program is not only developmental in purpose, but also comprehensive in scope and preventive in design. First, developmental in purpose means that the guidance counseling program is service oriented that facilitates students to achieve their developmental-tasks. Second, a comprehensive in scope means that the guidance counseling program facilitates achievements in the psychological development of students in the totality of the four domains (i.e., personal, social, academic, and career). Guidance and counseling services are directed to serve all students. Third, preventive in design means that the guidance counseling programs are designed for preventive strategy to prevent the development of serious problem.

The guidance counseling comprehensive contains the following principles: 1) The service subject is all students; 2) focus on the students' learning activities and encourage the development of students; 3) the counselor and teacher are functionaries who work together; 4) organized and planned guidance programs as a vital part of comprehensive guidance counseling 5) focuses on self-acceptance, self-understanding, and self-improvement; 6) focuses on the process; 7) team work oriented and requires the services of professionally trained counselors; 8) flexible and sequential.

Based on the latest regulations⁶, guidance counseling comprehensive has four components namely program components, service fields, service structures and programs, activities and service time allocations. Program components include basic services, individualization and planning

³ Direktorat Jendral PMPTK. (2007). Google Scholar

⁴ Departemen Pendidikan dan Kebudayaan. Peraturan Menteri Pendidikan dan Kebudayaan Nomor 111 Tahun 2014 tentang *Bimbingan dan Konseling pada Pendidikan Dasar dan Menengah*. Jakarta: Depdikbud. Google Scholar

⁵ Direktorat Jendral PMPTK. (2007). Google Scholar

⁶ Kementerian Pendidikan dan Kebudayaan (2016). Pedoman Operational Penyelenggaraan Bimbingan dan Konseling 2016. Jakarta. Google Scholar

services, responsive services, and system support. There are 4 service fields, namely personal, social, learning, and career. The structural components and service programs cover the systematics of service programs (rational, mission vision, description of needs, objectives, program components, service fields, action plans, themes, evaluations / follow-ups, budgets) and service programs (annual programs, semester programs). Components of activities and time allocation are guidance counseling service activities in and outside the class and service time allocation.

A program contains students' services and prepared based on the program management mechanism with the following steps: needs analysis, planning, implementation, evaluation, reporting, and follow-up in collaboration with school stakeholder. This mechanism adopted the ASCA National Model which divides program management into 4 areas of foundation, delivery, management, and accountability⁷.

Based on the Guidance Counseling' Guidelines in the formal education setting issue⁸, Chapter III, guidance counseling management conceptualized as a whole or integrated framework with a comprehensive approach. The overall process of the guidance counseling program development in the formal education setting is illustrated in Figure 1.

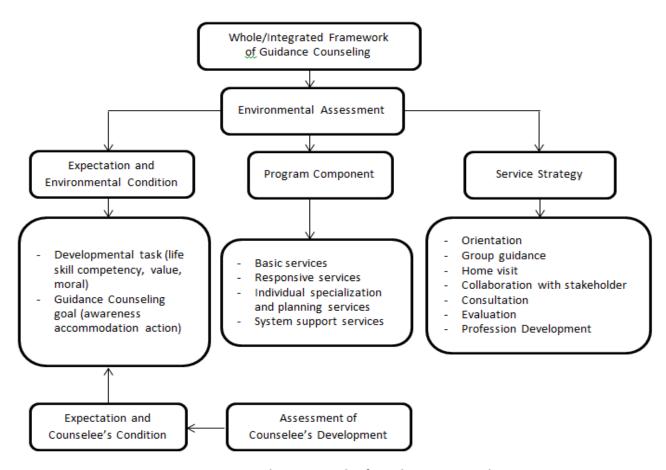


Figure 1. Integrated Framework of Guidance Counseling

⁷ American School Counselor Association. *The ASCA national model: A framework for school counseling programs* (3rd Ed.) (Alexandria, VA: Author, 2012). Google Scholar

⁸ Departemen Pendidikan Nasional. *Penataan Pendidikan Profesional Konselor dan Layanan Bimbingan Konseling dalam Jalur Pendidikan Formal* (Jakarta: Direktorat Jenderal Pendidikan Tinggi, 2007. Google Scholar

Figure 1 shows that all guidance counseling services carry out in schools / madrasas are covered by and guided by a whole/ integrated framework. Within this framework lays the important functions of management (i.e., planning, implementation, evaluation, analysis and follow-up). This framework provides an appropriate management guideline for guidance counseling services so that it may run effectively and productively.

Research on the effectiveness of a comprehensive guidance counseling management system in improving guidance counseling services has been carried out since 1994 even though at that time the term guidance counseling comprehensive had not been used. Research conducted, shows that guidance counseling management was able to improve the quality of the process and the quality of the results of education in senior high schools (SMA) in West Java. Further research continues to be developed by 10. They showed that a comprehensive guidance counseling management system was able to improve the quality of education in high schools in Padang, Manado, and East Nusa Tenggara. 11 found that the developmental approach was able to improve the quality of guidance counseling service management in Elementary Schools (SD), secondary schools and colleges in West Java.

With the recent development of guidance counseling management and findings regarding the effectiveness of guidance counseling management in improving the quality of guidance counseling services in schools, it is expected that progress in program management will be optimized by schools at the junior, senior and vocational high school level. There are several studies that examined the implementation of guidance counseling comprehensive management in a number of schools in Indonesia. examined guidance counseling management at a high school in Jakarta and found the management used was Guidance Counseling 17 Plus¹². The managerial aspects that have been carried out by the guidance counseling teacher at the school are: the implementation of the guidance counseling teacher's main tasks, preparation, supervision, and guidance on guidance counseling personnel. Conducted research on counselors at high schools in Magelang¹³. The researcher found that guidance counseling teachers had a moderate understanding of programs planning. This means that more effort needed to achieve maximum implementation. A similar study was conducted by Jarkawi (2015) on guidance counseling teachers at the junior high school in Banjarmasin. Jakarwi examined the extent to which program planning has been well developed in accordance with the components of internal, external, focus and impact variables¹⁴.

⁹ Nurihsan, J. Bimbingan Komprehensif: Model Bimbingan dan konseling di Sekolah Menengah Umum (Studi Pencarian Model Bimbingan untuk Meningkatkan Mutu dan Sistem Manajemen Layanan Bimbingan di Beberapa SMU Negeri Jawa Barat) (Disertasi, Program Pasca Sarjana IKIP Bandung, 1998). Google Scholar

¹⁰ Nurihsan, J. Model Konseling Multibudaya Dalam Kerangka Bimbingan Komprehensif untuk Mengembangkan Kompetensi Sosial Siswa Usia Remaja Kearah Persatuan Nasional Indonesia. *Laporan Hibah Stategis Nasional*. DP2M Dikti. (2009). Google Scholar

¹¹ Kartadinata, Ahman, Karnoto. Kubus Perkembangan: Suatu Model rekabangun Tugas Perkembangan Bagi Kepentingan Bimbingan dan Konseling. *Jurnal Bimbingan dan Konseling UPI* 6, no. 11 (2003): 50. Google Scholar

¹² Adawiyah, R. *Penerapan Manajemen Bimbingan Konseling di SMA Negeri 68 Jakarta*. (Skripsi, UIN Syarif Hidayatullah Jakarta, 2005). Google Scholar

¹³ Daryono. *Model Program Bimbingan dan Konseling Komprehensif di SMA*. (Tesis, Universitas Negeri Yogyakarta). (2015). Google Scholar

¹⁴ Jarkawi. Perencanaan Progrogram bimbingan Dan Konseling di SMP 25 Banjarmasin. *Jurnal Konseling GUSJIGANG* 1, no. 1(2015). Google Scholar

Moreover, ¹⁵reported that not all guidance counseling teachers at the junior high school in Gunung Kidul understood the guidance counseling comprehensive program management. Even in vocational schools, research ¹⁶concluded that guidance counseling teachers in Bantul were in the moderate category for understanding the guidance counseling comprehensive program planning. Moreover, examined Vocational Schools in Pontianak based on LPMP data in 2012 regarding the Competency Test of Guidance Counseling Teachers in Vocational Schools. Based on this data and the researcher's initial observations, the study revealed that guidance counseling teachers had below average standards and were not professional in organizing guidance counseling programs¹⁷.

From the research mentioned above, the majority was conducted outside Jakarta and only one was carried out in Jakarta. Given that Jakarta is a metropolitan city where the challenges faced by students and guidance counseling teachers may be more complex than other cities, it is important to conduct research on the implementation of guidance counseling comprehensive management in school in Jakarta. Based on the problems above, the researcher conducted research entitled "Overview of the Implementation of Guidance and Counseling Management System in Junior High School, Senior High School and Vocational High Schools in Jakarta" to make comparisons in these three-school unit¹⁸. This study aims to describe the guidance and counseling management system of SMP, SMA, SMK Public and Private Schools in the City of Jakarta. The findings of this study will be aimed as a reference or basic plan for improvement and development of the guidance counseling management system in these schools.

METHODS

The design used in this study is quantitative descriptive employed survey method. The survey method is intended to obtain data of the implementation of guidance and counseling management systems in junior high schools, high schools, and public and private vocational senior high schools in the city of Jakarta. The research subjects were guidance counseling teacher from three schools in Jakarta, these are: SMP, SMA and SMK. The sampling technique for participant inclusion used Proportionate Stratified Random Sampling technique. The school chosen in this study are the Public Junior High School 248 West Jakarta, the Senior High School 15 in North Jakarta 15, and the Ksatrya Vocational Senior High School in Central Jakarta.

The data collection technique in this study used a non-test instrument, namely a questionnaire from ASCA National Audit Program Model that translated according to the context of guidance counseling in Indonesia. This instrument was developed¹⁹ as an evaluation tool to determine the level of implementation of the guidance counseling program management and assist in future decision making. This instrument also guides the guidance counseling teacher to apply the standards, maps the strengths and weaknesses of guidance counseling programs in schools according to 4 main elements in the ASCA National Model, namely: (1) foundation, (2)

¹⁵ Bhakti, C. P., Kumara, A. R., & Safitri, N. E. Pemahaman guru bimbingan dan konseling tingkat SMP tentang bimbingan dan konseling komprehensif. *Counsellia: Jurnal Bimbingan dan Konseling* 7, no. *1* (2017): 11-19. Google Scholar

¹⁶ Kumara, A.R. Pemahaman Guru Bimbingan dan Konseling Terhadap Program Bimbingan dan Konseling Komprehensif di SMK Negeri se-Kabupaten Bantul. *Jurnal Komprehensif 2, no, 1* (2015): 12-18. Google Scholar

¹⁷ Nurrahmi, Hesty. Kompetensi Profesional Guru Bimbingan dan Konseling. *Jurnal Dakwah Alhikmah* 9, no. 1(2015): 45-55. Google Scholar

¹⁸ Rambu – rambu penyelenggaraan Bimbingan dan Konseling dalam jalur formal.

¹⁹ American School Counselor Association. *The ASCA national model: A framework for school counseling programs* (2nd Ed.) (Alexandria, VA: Author, 2005). Google Scholar

delivery system, (3) management system, and (4) accountability²⁰. The administration of this questionnaire ranges from 30-45 minutes which contains 115 questions. For the scoring technique, the data was analysed using Likert Scale (0-3) with the distribution of values as follows²¹.

Table 1. Scoring Category in Likert Scale

<u> </u>				
No	Category of Answer	Score		
1	None	0		
2	In progress	1		
3	Completed	2		
4	Implemented	3		
5	Not applicable	0		

Then to obtain an overview of the implementation of the guidance counseling program management system in schools, the data were analysed through descriptive statistical calculations by looking for the mean.

Table 2. Category of Guidance Counseling Management Implementation

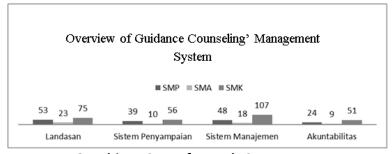
No	Percentage	Category
1	10% - 45%	Low
2	45% - 75%	Medium
3	75% - 100%	High

RESULTS AND DISCUSSION

Based on the research conducted on the implementation of the guidance counseling comprehensive management system in junior high, high school, and vocational high schools in the city of Jakarta; the implementation fall in the low, medium, and high categories as shown in Table 3 and Graphic 1.

Table 3. Results And Discussion

No	School	Score	%
1	SMP N 248 Jakarta Barat	164	48%
2	SMA N 15 Jakarta Utara	60	17%
3	SMK Ksatrya Jakarta Pusat	289	84%



Graphic 1. Score for Each Component

²⁰ Palmer, L, E. Predicting Student Outcome Measures Using the ASCA National Model Program Audit. *The Professional Counselor* 2, no. 2 (2012): 152-159. Google Scholar

²¹ Palmer, L, E. Predicting Student Outcome Measures Using the ASCA National Model Program Audit. *The Professional Counselor* 2, no. 2 (2012): 152-159. Google Scholar

As for the score of each aspect, SMA 15 has a score of 9 on the accountability component (i.e., results report, counselor performance evaluation and program audit), scores of 10 on the aspects delivery system (i.e., curriculum guide, individual student planning, responsive, and system support). Score of 18 on the management system component (i.e., school counselor / administrator agreement, advisory board, use of student data and monitoring, data usage and eliminate gaps, action plans and use of time). Lastly, score of 23 on the foundation component (i., e beliefs and philosophy, mission school counseling program, authority, and objectives and ASCA National Standards / Competencies) with a total score of 60 (17%) and categorized as low.

SMPN 248 has a score of 24 on the accountability component (i.e., results report, counselor performance evaluation and program audit), score of 39 on the delivery system component (i.e., curriculum guide, individual student planning, responsive service, and system support), score of 48 on the management system component (i.e., school counselor/administrator agreement, advisory board, use of student data and monitoring, data usage and eliminating gaps, action plans and use of time). Lastly, score of 53 on the foundation component (i.e., beliefs and philosophy, school counseling program mission, authority of areas and objectives and ASCA National Standards/Competencies) with a total score of 164 (48%) and categorized as medium.

SMK Ksatrya has a score of 51 on the accountability component (i.e., results report, counselor performance evaluation and program audit), score 56 on the delivery system component (i.e., curriculum guide, student individual plan, responsive service and system support), score 75 on foundation component (i.e., beliefs and philosophy, mission of school counseling program, authority of domain and objectives and ASCA National Standards/Competence) and score 107 on management systems component (i.e., school counselors/administrator agreements, advisory board, use of student data and monitoring, data usage and eliminating gaps, action plans and use of time) with a total score of 289 (84%) and categorized as high.

Based on the results from questionnaire's administration and interviews with guidance counseling teachers in SMPN 248 West Jakarta, the component of guidance counseling comprehensive that has been well implemented are: the balance ratio of the number of guidance counseling teachers and students, guidance counseling teachers' educational background meet the academic qualification although none has a counselor profession licensure yet. The implementation of guidance counseling management falls in the medium category. System support from school leaders is also considered good. Guidance counseling teachers are encouraged to take part in various seminars and training, and even pursue further education to improve their competence.

However, the component needs to be improved is accountability. The result reflected that the evaluations of all stages of the guidance counseling program have not been implemented properly, namely, evaluation of the process and outcome both short and medium term. The guidance counseling teacher also reported the lack of competency in IT skills so that he was overwhelmed with administrative work which led to inefficient guidance counseling working hours. He also has difficulty in the delivery system such as deliver a program "Satlan / RPL" due to his own weakness and limitations.

Next, the following discussion is description of the implementation of the guidance counseling management system in SMA 15 North Jakarta. In general, the implementation of the guidance counseling management system in this school is relatively good even though falls under low category on ASCA National Audit Model Questionnaire.

Based on the results, the component that have been well implemented in the process of program planning are need assessment use AUM instruments, formulating Satlan, work tasks management, good and comfortable counseling room facilities. System support from school leaders is also considered good. Guidance counseling teachers are encouraged to take part in various seminars and training, and even take further studies to improve their competence. Budget policy is also good.

Nevertheless, the following are areas that still need to be improved. The accountability component needs to be enhanced. The finding reflected that evaluation on the program formulation process and the outcome both short and medium term has not been implemented. Similar to guidance counseling teachers in SMP, difficulty and lack of competency in the IT skill also present. Guidance counseling teachers in this SMA were overwhelmed with administrative work which caused ineffective working hours.

Lastly, the implementation of guidance counseling management system at SMK Ksatrya Central Jakarta will be discussed in the following section. Guidance counseling teachers in SMK Ksatrya have implemented the management system. The finding reflected that this school have good management systems, clear division between guidance counseling teachers' role, and file a fairly complete data. System support from school leaders is considered moderately good. Guidance counseling teachers are encouraged to take part in various seminars and training, taking further studies to improve their competence. Unfortunately, researchers were unable to get an example of their complete counseling program. However, the score of guidance counseling program management are categorized as high compared to senior high school and junior high school.

CONCLUSION

The implementation of guidance and counseling program management system in these three school unit, namely, SMP, SMA and SMK both Public and private in the City of Jakarta are in categories ranging from low, medium and high with a mean score of 50%. The aspect of the guidance and counseling program management system that is quite good in general is the need assessment during program planning where guidance counseling teachers make use of AUM, DCM, and ITP instruments. Next is the creation of Satlan which formulated based on the need assessment result. Lastly, Guidance counseling has made division of work tasks. The aspect of the guidance and counseling program management system that needs to be improved in general is the addition of guidance counseling teachers. The lack of skills in using IT causes low and minimal level of program report or accountability, thus, guidance counseling teachers necessarily need to upgrade this area. Lastly, guidance counseling teacher need to enhance the accountability component of the program. The study has some limitations. It is a survey study with small number of participants, thus, the finding cannot be used to generalize the implementation of guidance counseling program management in the entire Jakarta. Further study is needed to examine implementation of comprehensive program management in the entire Jakarta to gain a general picture from this metropolis city. Next study that also seems urgent is examination on guidance counseling teachers' challenges in implementing the comprehensive program management.

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