Implementing Permenpan Number 16/2009 About Guidance and Counseling Services in Primary School: Teachers’ Need Analysis

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Abstract: The aim of this quantitative descriptive study is to describe the needs of primary school teachers in providing counseling services as the implementation Permenpan Number 16 of 2009, Permendiknas Number 35 of 2010 and POP BK SD. The population was primary school teachers throughout West Sumatera, totaling 129 people and were determined as the research sample. The data were collected by using questionnaire which assessed the obstacles faced by the teacher in the implementation of Guidance and Counseling, and the needs to overcome these obstacles. Scale measurement used the Guttman scale and distributed by using Google Form application. The research findings show that: 1) 96.9% of respondents had understood their responsibility to provide counseling services, 2) 86.8% had implemented counseling services. 3) The obstacles experienced in providing counseling services: a) lack of knowledge (61.2%). b) lack of skills in developing instruments (47.3%). c) lack of skills in processing instrument results (46.5%). d) lack of skills in implementing counseling services (48.1%) and e) lack of supporting infrastructure (66.7%). 4) The need to overcome the obstacles: a) increasing knowledge (71.3%), b) training in preparing need assessment instruments (58.1%), c) training in preparing counseling programs (58.9%) and d) skills training for providing counseling services (64.3%). It is expected that the findings of this study can be followed up by subsequent research so that the obstacles experienced by class teachers can be overcome and counseling services in primary schools can run optimally.

Abstrak: Penelitian deskriptif kuantitatif ini bertujuan untuk mendeskripsikan kebutuhan guru sekolah dasar dalam memberikan layanan konseling sebagai implementasi dari Permenpan Nomor 16 Tahun 2009, Permendiknas Nomor 35 Tahun 2010 dan POP BK SD. Populasinya adalah guru SD di Sumatera Barat yang berjumlah 129 orang dan ditetapkan sebagai sampel penelitian. Pengumpulan data dilakukan dengan menggunakan angket yang menilai kendala yang dihadapi guru dalam pelaksanaan Bimbingan dan Konseling, serta kebutuhan untuk mengatasi kendala tersebut. Skala pengukuran menggunakan skala Guttman dan didistribusikan menggunakan aplikasi Google Form. Hasil penelitian menunjukkan bahwa: 1) 96,9% responden memahami tanggung
Jawabnya dalam memberikan layanan konseling, 2) 86,8% telah melaksanakan layanan konseling, 3) Kendala yang dialami dalam memberikan layanan konseling: a) pengetahuan yang kurang (61,2%), b) kurangnya keterampilan dalam mengembangkan instrumen (47,3%), c) kurangnya keterampilan dalam mengolah hasil instrumen (46,5%), d) kurangnya keterampilan dalam melaksanakan layanan konseling (48,1%) dan e) kurangnya sarana penunjang (66,7%). 4) Hambatan yang perlu diatasi: a) peningkatan pengetahuan (71,3%), b) pelatihan penyusunan instrumen penilaian kebutuhan (58,1%), c) pelatihan penyusunan program konseling (58,9%) dan d) pelatihan keterampilan untuk memberikan layanan konseling (64,3%). Diharapkan temuan penelitian ini dapat ditindaklanjuti dengan penelitian selanjutnya agar kendala yang dialami oleh guru kelas dapat diatasi dan layanan bimbingan dan konseling di sekolah dasar dapat berjalan dengan maksimal.

Keywords: Need Analysis, Counseling Services, Primary School Teacher

INTRODUCTION

Permenpan Number 16 of 2009 Chapter VII, article 13, point i, and Permendiknas Number 35 of 2010 concerning details of classroom teacher responsibilities point 9, (Permenpan Nomor 16 tahun 2009, 2009) explicitly stated that the main task of classroom teachers at any levels is to provide guidance and counseling in the classroom which are their responsibility (especially classroom teachers) in addition to the obligation to teach. Guidance and counseling services are needed by students at every level of education, including elementary schools (Hadiarni et al., 2021; Kurnianto, 2018; Maliki, 2015). The purpose of guidance and counseling at this level is provide solutions for students who experience problems both internally and externally which hinder their development, beside increasing students' interest in learning (Evi, 2020; Telaumbanua, 2016). Guidance and counseling must be maximally implemented in primary schools so that students get services or assistance (Evi, 2020). However, the facts show that there are still very few primary schools that have counselors. Consequently, guidance and counseling function is carried out by classroom teachers (Dina & Farozin, 2020; Kholilah & Khusumadewi, n.d.). This is also based on the fact that until present the government has not recruited guidance and counseling teachers for primary schools (Kurniawan et al., 2019). This implies that these teachers have a dual role, namely as classroom teachers and also as guidance and counseling teachers (Sukadari, 2021). Based on this, the readiness of the class teacher is needed to carry out the guidance and counseling services, because apart from being a class teacher with demands to teach students in the class that is his responsibility, a class teacher also has another task, namely providing guidance and counseling services (Putri, 2019). The role of the classroom teacher is very important in providing assistance to students when they face problems (Milenda, 2022). determines the optimal development of students (Sujatmiko, 2022).

Regarding the responsibility of the classroom teacher as a guidance and counseling teacher in the classroom which is In addition, Permendikbud Number 111 of 2014 article 10 paragraph 1 states that guidance and counseling in primary schools or its equivalent is carried out by a counselor or guidance and counseling teacher (Permendikbud Nomor 111 Tahun, 2014). Furthermore, in the Operational Guidelines for the Implementation of Guidance and Counseling (POP BK) for primary schools, it is emphasized that, when a school or cluster does not have a guidance and counseling
teacher or counselor, such services are carried out by the classroom teacher. The responsibilities in implementing guidance and counseling include planning, implementing, evaluating the implementation of guidance, analyzing the results of implementing guidance, and following up on guidance plans (Kementerian Pendidikan Dan Kebudayaan Direktorat Jenderal Guru Dan Tenaga Kependidikan, 2016; Kementrian Pendidikan Indonesia, 2010). The description above confirms the existence and implementation of guidance and counseling in primary schools. Besides that, such regulations also show how hard the task is carried out by a classroom teacher. Such a workload results in less optimal implementation of guidance and counseling services in schools.

The results of previous research found that the participation of primary school teachers in the city of Mataram in implementing counseling at schools was less than 45%. This low participation rate is largely due to the incomprehension of class teachers in implementing guidance and counseling in elementary schools due to their limited knowledge, insight and skills in the field of guidance and counseling (Witono, 2020). Furthermore, the low knowledge of educators with non-counseling backgrounds regarding guidance and counseling also has an impact on the lack of optimal handling of student problems. In fact, indications are often found that educators experience difficulties and do not reflect the characteristics of a counselor (Nugroho & Fathoni, 2022), so that so far what has happened in the field even if there is a guidance and counseling program in primary schools, is only guidance in the sense of seeking student self-development. (Sukadari, 2021). In other words, the provision of guidance and counseling services in primary schools is mostly conditional and limited to the knowledge of the class teacher. Services are only provided in a classical format according to the subject matter because classroom teachers do not allocate special guidance and counseling hours and do not understand the proper implementation of guidance and counseling (Kurniawan et al., 2019).

Related to the problems that occur in the implementation of guidance and counseling in elementary schools and the demands of class teachers to master basic science, it is necessary to carry out a needs analysis. Ambiyar & Dewi (2019) states that needs analysis aims to determine problems and appropriate solutions in carrying out a development in a particular field (Achyar & Rusdinal, 2021). Due to the fact that it has not been found yet studies that investigate the needs of classroom teachers in primary schools for guidance and counseling.

This study aims to describe the needs of classroom teachers for knowledge and skills in implementing guidance and counseling in elementary schools as a first step to meet the demands of Permendiknas No. 35 of 2010 optimally. To be specific, this study was expected to provide the following information: 1) classroom teachers’ knowledge of the responsibility to provide guidance and counseling services in their classes, 2) whether the teachers had provided such services, 3) the obstacles faced in providing such services, and 4) their needs in overcoming such obstacles.

The ability that must be possessed by classroom teachers in providing guidance and counseling services is to provide equal rights to all students to get a proper education. The learning success of students in the classroom is largely determined by the teachers’ ability to know, understand, guide, educate and train students to live according to the values that exist in their environment (Nurdiati, 2014).

This articles is expected to provide gap in relation to needs of classroom teachers for knowledge and skills in implementing guidance and counseling in elementary schools as a first step to meet the demands of Permendiknas No. 35 of 2010. This paper will elaborate the four points and each will be described respectively.
METHOD

This was quantitative descriptive research using cross-sectional design. This type was chosen in order to describe the reality of the actual situation based on statistical calculations. The population in this study was primary school classroom teachers throughout West Sumatera. The sample was 129 teachers which were taken from simple random sampling technique. The data were collected by using questionnaire which was distributed using Google Form. This instrument was used to assess obstacles faced by the teachers in implementing guidance and counseling in their classes and needs to overcome such obstacles. The measurement scale used was the Guttman scale. The questions posed in the instrument were prepared based on indicators of the needs of primary school classroom teachers for insight and skills in implementing guidance and counseling referring to the obligations of class teachers stated in POP BK and Permendiknas Number 35 of 2010. The indicators were: The instrument was validated by 3 experts. First by a lecturer from Islamic Elementary School Teacher Training Department (PGMI), who recommended that the instrument as a whole could already be used, but it should be prioritized at the beginning with the question whether the class teachers in primary school (SD) knew that they were responsible for the implementation of guidance and counseling (BK) in their schools. Furthermore, he also provided some notes concerning with questions regarding counseling constraints in their schools; it would best if the answers made were linked to things that made those elementary school teachers easier to understand. Next was by Instrument Development Expert, who recommended that it was necessary to clarify and provide a statement about BK in SD and add alternative answers to the question of obstacles in implementing BK in SD and the last one by lecturer of Individual Counseling subject, who recommended to link the alternative answers to the BK assignments and added a question about whether there the teachers carried out BK in the school where they were teaching.

Data analysis was carried out by using descriptive statistical methods (Ananda & Fadhli, 2018; Nasution, 2017) using the following formula as suggested by Arikunto (2010), namely \( P = \frac{F}{n} \times 100\% \); where \( P \) = percentage, \( F \) = frequency of answer, and \( n \) = number of respondent (Azahrah et al., 2021). The result of the calculation was interpreted based one the table below:

<table>
<thead>
<tr>
<th>No.</th>
<th>Percentage (%)</th>
<th>Interpretation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>100</td>
<td>All</td>
</tr>
<tr>
<td>2</td>
<td>76-99</td>
<td>In general</td>
</tr>
<tr>
<td>3</td>
<td>51-75</td>
<td>Most of</td>
</tr>
<tr>
<td>4</td>
<td>50%</td>
<td>Some</td>
</tr>
<tr>
<td>5</td>
<td>26 – 49</td>
<td>Few</td>
</tr>
<tr>
<td>6</td>
<td>1 – 25</td>
<td>Very few</td>
</tr>
<tr>
<td>7</td>
<td>0</td>
<td>None</td>
</tr>
</tbody>
</table>

RESULTS AND DISCUSSION

Result

The results of the research related to the needs of classroom teachers for guidance and counseling in primary schools include 1) their knowledge of their responsibility to provide guidance and counseling services, 2) whether they provide such services, 3) the obstacles they face, and 4) their needs to overcome obstacles. In detail described as follows.

Did the teachers know that they were responsible to provide counseling services?

Regarding the above questions, the results are obtained as shown below:
Figure 1: Classroom Teachers’ Knowledge about the responsibility as the providers of guidance and counseling services

Figure 1 shows that of the respondents, 96.9% understood their responsibilities as the providers of guidance and counseling services, while the remaining 3.1% were not aware of these responsibilities. This means that in general classroom teachers understood their responsible to provide guidance and counseling in the class they were responsible for.

*Did the class teachers provide guidance and counseling services in their class?*

Related to the question above, the results are obtained as shown in the figure below:

![Figure 2: Implementation of BK by class teachers](image)

The distribution of data in Figure 2 shows that 86.8% of class teachers have provided guidance and counseling services in the class they were responsible for, while 13.2% of them had not provided it. Based on the distribution of these data, it can be concluded that in general the class teacher has provided guidance and counseling services in the class that they were responsible for.

*What were the obstacles faced by the teachers in the provision of guidance and counseling in services in their class?*

The third question was focused on the obstacles faced by the teachers in providing guidance and counseling services. The results of data collection are illustrated in Figure 3.

![Figure 3: Classroom Teacher Obstacles in Implementing Guidance and Counseling in Primary Schools](image)

Figure 3 above shows some of the obstacles experienced by primary school teachers in providing counseling guidance services: 1) lack of knowledge about guidance and counseling in elementary schools (61.2%). 2) lack of skills in preparing instruments for need assessment (47.3%). 3) lack of skills in processing the results of the need assessment instrument (46.5%). 4) lack of skills in implementing guidance and counseling services (48.1%). 5) lack of facilities and infrastructure to support guidance and counseling services (66.7%).

*What did the teachers need to overcome obstacles in providing guidance and counseling services in primary school?*

Based on the questions above, the 56 research samples provided various answers.
regarding the need to overcome obstacles in carrying out guidance and counseling. The data distribution is obtained as shown in Figure 4 below:

![Figure 4: Classroom Teachers’ Need for Providing Guidance and Counseling Services in Primary Schools](image)

Figure 4 above provides an overview of what classroom teachers need to overcome the obstacles they faced in the provision of guidance and counseling services. Based on the results of data collection from 56 respondents, the following results were obtained: 1) the need of increased knowledge about providing guidance and counseling services in primary school (71.3%). 2) 58.1% the need for training related to skills in preparing need assessment instruments. 3) the need for training related to the preparation of the guidance and counseling program in primary schools, and (58.9%) 4) the need for training related to skills in providing guidance and counseling services in primary schools (64.3%).

Discussion

The findings above was in line with the results of Kamaludin's research (2011) which states that classroom teachers who were given the task of providing guidance and counseling in addition to teaching state that they had never been given training on the providing of guidance and counseling; this would certainly have an impact on the quality of services provided (Batubara & Ariani, 2018; Tanod et al., 2019). Furthermore, the results of Nilasari's research (2017) found that classroom teachers received less training on guidance and counseling which in turn would have an impact on their lack of understanding in its implementation. As a result, the guidance and counseling services they provided were limited to their abilities so that students' problems were not optimally resolved (Mustika et al., 2022). Furthermore, Carr (1999) emphasized that teacher training was useful for increasing skills in terms of their knowledge, experience and skills (Fadriati, 2020). Classroom teachers are educators with non-BK backgrounds who are given the task and responsibility of providing guidance and counseling services. This background implies their lack of insight and knowledge so that when helping to solve problems students will experience several obstacles so that the results are not optimal (Fitriani et al., 2022; Nugroho & Fathoni, 2022).

The findings of further research indicate that what is needed by classroom teachers in carrying out guidance and counseling is skills training related to the preparation of instruments for conducting need assessments and training in preparing programs. Classroom teachers who act as providers of guidance are required to understand all the characteristics and abilities of each student (Nurlaily, 2019). To understand student characteristics, a counselor must have skills related to carrying out assessment instruments. This skill is part of the competence that must be owned by a counselor. These skills include: (1) choosing an assessment technique, in accordance with the needs of guidance and counseling services, (2) compiling and developing assessment
instruments for guidance and counseling purposes (Ridhani et al., 2020). Furthermore, Setyoningtyas et al (2014) stated that in order for the goals of guidance and counseling to be achieved properly, guidance and counseling teachers must be trained in various skills such as mastery of the concept of assessment praxis to understand student needs, skills in designing programs and skills in implementing services (Batubara & Ariani, 2018). Guidance and counseling in principle provide assistance, therefore counselors are creatively required to prepare various programs needed by students related to potential development, adjustment and alleviation of problems (Fitriani et al., 2022). Guidance and counseling services at the basic education level will not be possible to carry out properly if they are not programmed systematically, starting from planning, organizing, directing and controlling existing resources. This is all more focused on the workload of guidance and counseling teachers in schools and madrasas (Mulyadi, 2019). However, the unavailability of an easy and practical program development model to guide classroom teachers in developing their own guidance and counseling programs in elementary schools makes guidance and counseling services not work as they should (Christiani, 2012).

Other classroom teacher needs that were found from the results of the research were training related to skills in carrying out guidance and counseling. Soedarmadji (2013;57) states that a guidance and counseling teacher must have adequate skills in carrying out guidance and counseling services (Lianawati, 2017). The implementation of guidance and counseling services in elementary schools does not provide optimal results because class teachers have limitations in insight and skills in implementing these guidance and counseling services (Setiowati & Nuryanto, 2022). The results of research by Mahdhita & Kurniawan (2017) concluded that the skills of guidance and counseling teachers in carrying out services are directly proportional to students' interest in participating in services, meaning that if the teacher is skilled then student interest will increase (Rahmi & Suriata, 2019).

CONCLUSIONS
This research was motivated by the issuance of Permendiknas Number 35 of 2010 and Permenpan Number 16 of 2009 which emphasized the obligation for class teachers in elementary schools to provide guidance and counseling services. In general, they are very aware of these obligations. However, in practice, they experienced various obstacles. This study has conducted an analysis to describe their needs for guidance and counseling which includes increasing insight and knowledge, skills in preparing and processing instruments and skills in providing guidance and counseling services. It is expected that the findings of this study can be followed up with further research that can facilitate elementary school teachers in carrying out guidance and counseling services optimally.

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