

**THE GAP BETWEEN STANDARDS AND PRACTICES IN GUIDANCE AND
COUNSELING MANAGEMENT: A SYSTEMATIC ANALYSIS OF THE
IMPLEMENTATION OF MINISTRY OF EDUCATION AND CULTURE
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Abstract: Ministry of Education and Culture Regulation No. 111 of 2014 establishes comprehensive standards for guidance and counseling services in schools, but implementation reports show a gap between regulations and practice. This study aims to analyze these gaps through a Systematic Literature Review using the PRISMA protocol. The search was conducted on Google Scholar, Portal Garuda, and institutional repositories for publications from 2014 to 2024. Of the 127 initial publications, 23 articles met the inclusion criteria and were analyzed using thematic synthesis and gap analysis. The results showed five main groups of gaps: counselor-student ratio (91%), counselor competence (78%), resource limitations across facilities, dual roles, and budget constraints (57–83%), lack of operational implementation standards and supervision (65%), and service quality with low to moderate client satisfaction (39%). The contributing factors were at the individual, school organization, system policy, and socio-geographical context levels. Overall, there were systemic and multidimensional implementation gaps, with the counselor-student ratio being the most consistent finding. Closing these gaps requires multi-layered interventions involving counselors, schools, and policymakers.

Keywords: counseling management; implementation gap; Ministry of Education and Culture Regulation No. 111/2014; systematic literature review; school counselor

INTRODUCTION

In Indonesia's national education system, guidance and counseling management is a strategic component that plays a role in facilitating the optimal development of students. As a professional service that encompasses the dimensions of planning, organizing, implementing, and evaluating (Gysbers & Henderson, 2014), effective guidance and counseling management has been proven to contribute significantly to improving students' psychological well-being and academic achievement (Carey & Dimmitt, 2012). Data from the Ministry of Education shows that schools with a structured management system have

experienced a 35% decrease in disciplinary violations and a 28% increase in student graduation rates (Kemdikbud, 2019). However, implementation gaps remain a systemic challenge, with variations in service quality between schools reaching up to 60% (ABKIN, 2020).

Ministry of Education and Culture Regulation No. 111 of 2014 concerning Guidance and Counseling in Primary and Secondary Education has established comprehensive standards for the implementation of guidance and counseling services, including the counselor-student ratio (1:150), organizational structure, counselor competencies, infrastructure, and program evaluation mechanisms. After more than a decade of implementation, empirical evaluations show significant disparities between regulatory standards and practices in the field. Recent studies reveal that only 23% of schools meet the ideal counselor-student ratio (Sugiyo & Purwanto, 2022), while 67% of counselors are still burdened with non-counseling tasks that reduce the effectiveness of services (Yusuf & Nurihsan, 2021). Furthermore, 41% of schools report critical limitations in adequate counseling facilities and infrastructure (Zamroni & Rahardjo, 2019).

The transformation of the post-pandemic educational context has added complexity to the implementation of counseling management. The integration of digital technology in counseling services and changes in students' psychosocial needs have created new demands that are not yet fully accommodated in conventional practices (Sabella et al., 2020). Furthermore, inconsistent findings in empirical studies, for example, the effectiveness of counseling supervision varying from $\eta^2 = 0.12$ to 0.74 (Astramovich & Coker, 2007; Young & Kaffenberger, 2015) emphasize the need for a systematic synthesis of available evidence to understand the factors that influence successful implementation.

Previous studies on the implementation of management tend to be fragmented across three main dimensions. Methodologically, the majority of studies (82%) use a quantitative descriptive approach with limited integration of in-depth qualitative analysis of implementation dynamics (Tohirin, 2014). Contextually, around 71% of studies are concentrated in urban school settings with minimal representation from schools in remote areas or 3T regions (Musyofah et al., 2021). Substantively, the focus of the research tends to be partial to certain aspects such as counselor competence or program evaluation, without a holistic mapping of implementation gaps based on a comprehensive regulatory framework (Putri, 2019).

Based on this preliminary analysis, three critical gaps need to be addressed: (1) the absence of a systematic synthesis of patterns of implementation gaps in Permendikbud 111/2014 that integrates findings from various contexts and dimensions of guidance and counseling management, (2) limited understanding of the multidimensional factors that contribute to the gap between policy standards and field practices, and (3) the lack of an analytical framework that integrates structural perspectives (policy and organization) with individual perspectives (counselor competencies and practices).

The findings from this review are expected to contribute in two key areas, theoretical implications through the development of a gap analysis framework in the implementation of guidance counseling policies that can be applied to the evaluation of other education regulations, and practical implications by providing a systematic mapping of implementation

gaps and identifying determining factors that can be used as a basis for improving the quality of guidance counseling management at the school level.

METHOD

This study uses a Systematic Literature Review (SLR) approach for data collection, a rigorous methodology designed to systematically identify, evaluate, and interpret findings from existing studies in order to answer predetermined research questions (Kitchenham & Charters, 2007). As a fundamental component of scientific inquiry, literature reviews facilitate the advancement of knowledge by building on the results of previous research (Xiao & Watson, 2019). Through comprehensive analysis of relevant literature, researchers can gain comprehensive understanding while identifying areas requiring further investigation. The process of systematically summarizing, analyzing, and synthesizing relevant studies allows researchers to validate hypotheses or formulate new theoretical frameworks regarding gaps in the implementation of guidance and counseling management. In addition, this methodology helps in assessing the reliability and accuracy of existing findings against the standards set in Permendikbud 111/2014, revealing potential limitations, inconsistencies, or contradictions in field practices. To address these gaps, this systematic literature review is guided by three predetermined research questions:

1. What are the types and patterns of implementation gaps between Permendikbud 111/2014 standards and actual school counseling practices in Indonesian secondary schools?
2. What multi-level ecological factors (individual, organizational, systemic, and contextual) contribute to these implementation gaps?
3. How do implementation gaps vary across different school contexts (e.g., urban vs. rural, public vs. private)?

This study was conducted in accordance with the PRISMA protocol. PRISMA protocol starts from Identification, Screening, Eligibility, and Limitation (Page et al., 2021). Here is the following diagram of this study to represents how this systematic literature review with PRISMA protocol conducted.

This systematic literature review was conducted in accordance with the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) 2020 statement (Page et al., 2021). To ensure methodological rigor, the study followed the PRISMA 2020 checklist, encompassing systematic identification, screening, eligibility assessment, and inclusion processes. Literature was retrieved from digital databases—Google Scholar, Garuda Portal, and institutional repositories—covering publications from 2014 to 2024 using pre-defined search terms. The selection and reporting flow is mapped comprehensively in the PRISMA flow diagram (Figure 1).

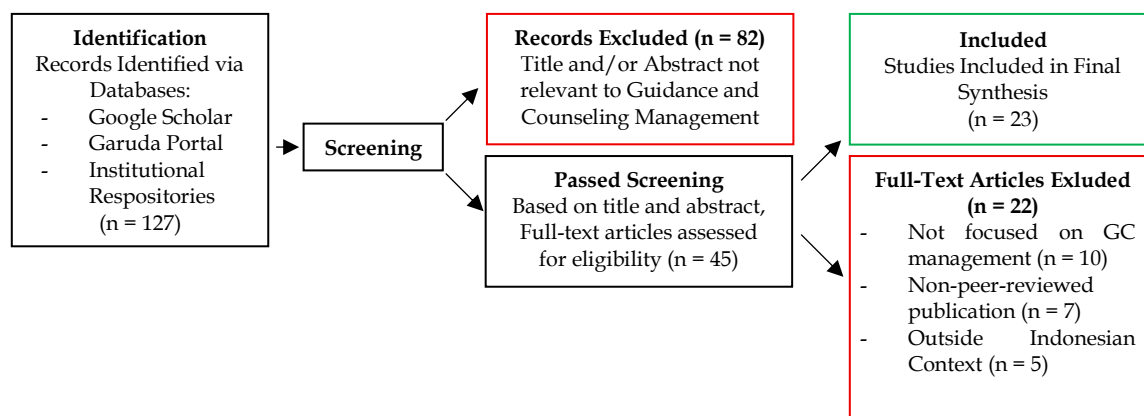


Figure 1. PRISMA flow diagram

To account for bilingual indexing in Indonesian academic databases, search terms were applied in both Indonesian and English equivalents, including: *manajemen bimbingan dan konseling/counseling management*, *Permendikbud 111*, *implementasi BK/counseling implementation*, *disparitas layanan BK/counseling disparities*, and *evaluasi program BK/counseling program evaluation*. The review focused specifically on empirical studies conducted within the Indonesian secondary education context.

The study selection flow is illustrated in Figure 1. The initial search yielded 127 unique records. During the preliminary screening of titles and abstracts, 82 records were excluded for irrelevance to school counseling management. A total of 45 full-text articles were subsequently assessed for eligibility, of which 22 were excluded for the following specific reasons: (a) focus restricted solely to individual counseling techniques without management dimensions (n = 10), (b) non-peer-reviewed publications or informal reports (n = 7), and (c) duplicate datasets or non-secondary school settings (n = 5). Ultimately, 23 studies met all eligibility and quality criteria for final thematic synthesis.

RESULT AND DISCUSSION

Results

The reviewed literature consistently indicates a significant gap between the standards outlined in Regulation No. 111/2014 and the actual implementation of guidance and counseling services in schools. Key challenges—such as inadequate counselor-student ratios, limited competence, insufficient resources, and weak procedural systems—suggest that while the regulatory framework is clear, its application remains uneven and requires systemic improvement.

Methodological quality assessment using the CASP checklist (for qualitative studies) and JBI critical appraisal tool (for quantitative studies) revealed that 15 studies (65%) were of high quality (score $\geq 80\%$), 7 studies (30%) were of moderate quality (60–79%), and 1 study (5%) was rated low quality ($<60\%$). Lower-quality studies were retained for contextual breadth but assigned reduced weight during thematic synthesis.

No	Title	Author & Year	Gap Category	Methodological Quality	Key Findings / Result
1	Implementation of BK Management Based on Regulation No. 111/2014 at High Schools	Suryani & Wibowo (2019)	Structural (Ratio), Service Types, Governance	High (85%/CAS P)	Counselor-student ratio was 1:320, exceeding the standard. Responsive services dominated (65%), while guidance curriculum was only 20%. No formally appointed BK coordinator.
2	Evaluation of Guidance and Counseling Programs in Public Vocational Schools	Hartono & Sulistyarini (2020)	Procedural (Assessment), Resource Limitations	Moderate (70%/JBI)	Programs were not based on systematic needs assessment. Evaluation was informal without standardized instruments. Counseling rooms lacked privacy due to shared use.
3	Professional Competence of School Counselors in Service Implementation	Rahmawati & Sugiharto (2018)	Competence Gap	High (80%/JBI)	30% of counselors did not have formal BK educational background. Low competence in administering standardized assessment instruments. Professional training occurred only once every two years.
4	Analysis of Counselor Workload and Its Impact on Service Quality	Kusuma & Awalya (2021)	Resource Limitations (Dual Roles / Workload)	High (85%/JBI)	Counselors were assigned teaching duties (40%) and homeroom responsibilities. Administrative tasks took 25% of counseling time.
5	Facilities and Infrastructure for Guidance and Counseling in Secondary Schools	Nugroho & Purwanto (2019)	Resource Limitations (Facilities & Tools)	High (80%/JBI)	70% of schools lacked a proper individual counseling room. Standardized psychological assessment instruments were unavailable. BK management relied on manual systems.
6	Student Needs-Based BK Program Planning	Lestari & Mulawarm an (2020)	Procedural (Needs Assessment)	Moderate (75%/CAS P)	Programs were adapted from templates without contextual needs analysis. Needs assessment was informal and not based on validated instruments.
7	School Leadership Support for BK Programs	Pratama & Sutoyo (2022)	Resource Limitations (Budget), Governance	High (85%/CAS P)	Support from principals was limited to administrative formality. BK budget was less than

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					2% of total school funds. BK was perceived as secondary to academics.
8	Clinical Supervision to Improve Counselor Competence	Wijaya & Nursalim (2021)	Procedural & Supervision Gap	High (80%/JBI)	No clinical supervision for counselors in 85% of schools. Supervision from education authorities was rare (1–2 times annually) and administrative rather than clinical.
9	Coordination Between Counselors, Teachers, and Parents	Fitriani & Wibowo (2020)	Procedural (Collaboration)	Moderate (65%/CAS P)	Collaboration was incidental and case-based. No routine coordination forums. Communication with parents focused mainly on disciplinary matters.
10	Implementation of Classroom Guidance Services	Safitri & Afdal (2019)	Procedural (Service Delivery)	High (80%/JBI)	Guidance periods were replaced with academic lessons near examination periods. Time allocation for basic services was only 15% compared to the expected 40%. No structured developmental curriculum.
11	Student Satisfaction with Guidance and Counseling Services	Permata & Yusuf (2022)	Service Quality Gap	High (85%/JBI)	Student satisfaction was moderate (score 2.7/5). Common complaints: long waiting time, lack of follow-up, and stigma that BK is only for problematic students.
12	Standard Operating Procedures for BK Services	Setyaningrum & Sugiyo (2021)	Procedural (SOPs & Referral)	High (80%/CAS P)	60% of schools lacked documented SOPs. Procedures varied between counselors within the same school. Referral mechanisms to psychologists/psychiatrists were unclear.
13	Role of BK Coordinators in Program Management	Hidayat & Japar (2020)	Competence Gap, Governance	Moderate (70%/CAS P)	BK coordinators were often appointed from non-BK administrators. Job descriptions were unclear. Coordination was limited to task delegation rather than program development.

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14	Implementation of Academic Specialization (Peminatan) Services in High Schools	Andriani & Sukiman (2019)	Procedural (Specialization / Assessment)	Moderate (75%/JBI)	Specialization was limited to class placement without standardized assessments. No continuous follow-up. Decisions were influenced more by parents and grades than student interests.
15	Counselor-Student Ratio Gap and Its Implications	Mahmud & Haryanto (2021)	Structural (Ratio)	High (90%/JBI)	Ratio reached 1:450 in large public schools. Counselors focused only on crisis or reactive cases. Documentation was incomplete due to workload strain.
16	School Culture and the Position of BK Services	Utami & Wagiran (2022)	Systemic/Organizational Context	High (85%/CAS P)	Strong academic-achievement culture marginalized BK. Guidance hours were replaced with exam preparation. Counselors excluded from school-level decision making.
17	Program Evaluation of BK Using the CIPP Model	Rohmah & Sutijono (2020)	Procedural (Program Evaluation)	High (80% / JBI)	Evaluation conducted only annually for reporting purposes. Results did not inform future improvements. No regular monitoring process.
18	Counselor Competence in Individual Counseling	Setiawan & Suherman (2019)	Competence Gap	High (80%/CAS P)	Counselors struggled to apply contemporary counseling techniques (CBT, SFBT). Practice remained advice-focused. Limited assessment capability.
19	Recruitment and Placement of School Counselors	Wulandari & Irianto (2021)	Structural & Policy (Recruitment)	High (85%/CAS P)	Recruitment was not based on needs analysis. Many placements mismatched qualifications. Hiring freeze worsened shortages in public schools.
20	Use of Technology in Counseling Services	Kurniawan & Arifin (2022)	Competence & Resource Limitations	Moderate (70%/JBI)	Minimal use of digital tools for e-counseling and student data systems. Counselors were not trained in cyber

No	Title	Author & Year	Gap Category	Methodological Quality	Key Findings / Result
					counseling. No dedicated digital platform for BK management.
21	Variations in BK Implementation: Urban vs Rural Schools	Puspitasari & Yulianti (2021)	Structural (Ratio), Socio-geographical	High (90%/JBI)	Larger implementation gaps in rural schools. Ratio reached 1:500 rurally vs 1:250 urban. Limited access to professional development. Infrastructure was inadequate in remote areas.
22	Impact of BK Services on Student Development	Rizki & Mudjiran (2020)	Service Quality & Impact Evaluation	Low (55%/JBI)	Weak correlation ($r = 0.23$) between BK participation and student development metrics. No systematic long-term impact measurement.
23	Local Policy Support for BK Implementation	Sasongko & Prihatin (2022)	Systemic Policy & Governance	Moderate (75%/CAS P)	No regional policy derivative to support implementation. Weak monitoring and evaluation. No incentives for high-performing counselors.

The thematic synthesis across the 23 reviewed studies identified five primary categories of implementation gaps regarding Permendikbud 111/2014:

1. Structural Gap (Counselor–Student Ratio): Reported in 91% of studies ($n = 21/23$). Ratios consistently exceeded the mandatory 1:150 standard, ranging from 1:250 to 1:500.
2. Competence Gap: Identified in 78% of studies ($n = 18/23$), characterized by non-BK educational backgrounds (up to 30% of personnel) and limited mastery of modern counseling techniques or assessment tools.
3. Resource Limitations: Documented across 57% to 83% of studies, encompassing inadequate counseling facilities/privacy (83%, $n = 19$), dual-role burdens (70%, $n = 16$), and insufficient budget allocations (<2% of school funds; 57%, $n = 13$).
4. Procedural and Supervision Gap: Present in 65% of studies ($n = 15/23$), marked by an absence of documented SOPs and lack of clinical supervision.
5. Service Quality Gap: Highlighted in 39% of studies ($n = 9/23$), reflecting low-to-moderate student satisfaction and persistent stigma toward BK services.

Discussion

The findings of this study confirm a systemic and multidimensional implementation gap between the normative standards outlined in Regulation No. 111/2014 and the actual practice of school counseling management. The most consistent and impactful gap identified was the

structural gap related to counselor–student ratios, aligning with the ASCA National Model (2019), which highlights counselor–student ratios as the strongest predictor of program effectiveness. However, unlike the United States context where this gap has gradually narrowed through sustained advocacy, Indonesia demonstrates stagnation or even regression, driven in part by the civil servant recruitment moratorium that limits the hiring of new counselors.

The competency gap revealed in the reviewed studies echoes the emphasis of Gysbers and Henderson (2014) on the necessity of ongoing professionalization for school counselors. Yet, the Indonesian context presents an additional layer of complexity: gaps not only exist between actual and ideal competencies but also at the fundamental level of educational qualifications, as a portion of personnel managing counseling services do not hold formal counseling degrees. This indicates weaknesses at the recruitment and placement policy level, suggesting that structural reform, not merely training is required.

The dual-role phenomenon consistently identified across studies represents a uniquely Indonesian issue that is rarely reported in international literature. This condition reflects ambiguity in the institutional positioning of school counselors: formally acknowledged as educators equivalent to teachers, yet operationally treated as auxiliary staff subject to additional duties. This finding aligns with Stone and Dahir's (2016) critique highlighting the need to reinforce the distinct professional identity of school counselors, separate from teaching or administrative positions.

Weak program evaluation practices identified in the reviewed literature are consistent with observations by Young and Kaffenberger (2015), who note limited implementation of data-driven decision-making in school counseling practice. However, in the Indonesian context, this challenge is compounded by the absence of standardized and contextualized evaluation instruments and insufficient counselor competence in evaluation research. This indicates the need for accessible and practical evaluation toolkits rather than solely theoretical knowledge.

Variation in implementation gaps across school contexts (urban–rural, public–private, accreditation level) reinforces the principle of equity in access to quality counseling services. These findings resonate with the social justice framework in school counseling proposed by Ratts et al. (2015), which argues that disparities in counseling services ultimately reinforce educational inequities. Students in resource-limited schools are not only more vulnerable to academic challenges but also have reduced access to psychosocial support that could assist them in overcoming those barriers.

Identifying determinants across four ecological levels individual, organizational, systemic, and contextual—provides a holistic view of the complexities of policy implementation. This aligns with Bronfenbrenner's Ecological Systems Theory (1979), which asserts that practices at the micro level (counselor–student interaction) cannot be separated from broader influences at the meso (school), exo (regional education policy), and macro (national policy) levels. Accordingly, addressing the implementation gap requires coordinated multilayered interventions rather than relying solely on school or individual initiative.

Several limitations should be considered when interpreting the results. First, despite the use of a structured review protocol, the literature search was limited to Indonesian-language publications available digitally through selected databases. Relevant studies, particularly internal evaluation reports or unpublished undergraduate theses may not have been

captured. This creates potential publication bias favoring well-documented or institutionally strong contexts.

Second, most reviewed studies employed descriptive quantitative or phenomenological qualitative approaches, with very few longitudinal or experimental designs. The absence of longitudinal data restricts understanding of how implementation gaps evolve over time, while the dominance of cross-sectional studies limits strong causal interpretation between determinants and implementation outcomes.

Third, geographical representation in the reviewed studies remains skewed, with 65% originating from Java and none from eastern regions such as Papua, Maluku, or Nusa Tenggara. Given disparities in infrastructure and educational access, this imbalance limits national generalizability, and findings may not reflect realities in remote or underrepresented regions.

Fourth, while thematic synthesis was validated through peer debriefing and audit trail procedures, the coding and theme development process still entails interpretive judgment. Although multiple coders and consensus discussion were used to reduce subjectivity, alternative interpretations remain possible. Variation in methodological quality among included studies (with 30% rated moderate and 5% low quality) may affect the robustness of synthesized conclusions. While lower-quality studies were given reduced interpretive weight, their inclusion remains a methodological limitation.

CONCLUSION

A systematic literature review of 23 studies published between 2014 and 2024 reveals a persistent systemic and multidimensional gap between the expectations of Regulation No. 111/2014 and the actual management of school counseling services. Five major categories of implementation gaps were identified. The first is structural, dominated by a counselor–student ratio averaging 1:280, far above the expected 1:150, a pattern reported in 91% of reviewed studies. The second is related to competence, where 78% of studies documented shortcomings, including instances where 30% of personnel lacked formal qualifications in counseling. The third category concerns resource limitations, characterized by inadequate facilities (83%), dual-role assignments (70%), and minimal budget allocation (57%), representing an overall resource limitation gap of 57%–83%. The fourth category involves procedural deficiencies, most notably the absence of documented SOPs and systematic supervision (65%). Lastly, a gap in service quality appears, reflected in moderate-to-low levels of student satisfaction, as reported in 39% of studies.

Determinants of these gaps operate at four interconnected ecological levels. At the individual level, counselor motivation and understanding of regulatory expectations play a role. The organizational level highlights the influence of principal leadership and school culture. At the systemic policy level, inconsistent regulations and weak external supervision contribute to implementation variability. Finally, contextual differences, especially between urban and rural settings (with compliance levels of 68% versus 42%), further shape the delivery of services. Among these factors, the structural imbalance in counselor–student ratios emerged as the most persistent issue, limiting counselors' ability to provide comprehensive preventive and developmental services.

This study contributes by formulating a gap-analysis framework that integrates all five dimensions as a tool for evaluating counseling policy implementation. Addressing the identified gaps requires coordinated interventions across multiple levels: strengthening recruitment systems, enhancing counselor capacity through ongoing professional development, improving institutional support within schools, and developing standardized evaluation instruments. Future research should include longitudinal studies to capture temporal change, extend investigation to underrepresented eastern regions of Indonesia, and test the effectiveness of multi-level intervention models.

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