

## **Implementation of Guidance and Counseling Management System in Regular Schools in Support of Inclusive Education: A Review of the Literature**

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### **ABSTRACT**

Inclusive education has become a global commitment to ensure equal access to education for all students, including those with special needs such as slow learners. However, its implementation in regular schools often faces obstacles, especially in terms of support for a well-managed guidance and counseling service (BK) system. This study aims to examine various literature that discusses the implementation of guidance and counseling management systems in regular schools in the context of inclusive education. The research was conducted using the narrative literature review method on national sources indexed by SINTA and several relevant international articles. The results of the study show that the BK management system plays an important role in supporting the success of inclusive education, especially at the stage of planning, implementing, and evaluating services that are oriented to the individual needs of students. However, implementation in the field still faces obstacles, such as the limited competence of BK teachers in handling students with special needs (including slow learners), lack of coordination across professions, and lack of policy support from schools. This study recommends the need to strengthen the capacity of BK teachers, the development of school policies that favor diversity, and the use of technology in the BK management system.

**Keywords:** *guidance and counseling management; inclusive education; regular schooling; slow learner; study*

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## **INTRODUCTION**

Inclusive education is an approach that aims to provide equal learning opportunities for all students, including those with special learning needs such as slow learners (Ainscow, 2020; Sharma & Sokal, 2016). In regular schools, the success of inclusive education is highly dependent on a guidance and counseling (BK) management system that functions to manage student development services comprehensively (Malinen et al., 2020; Forlin, 2018).

The BK management system involves the processes of planning, organizing, implementing, and evaluating services. BK teachers have a strategic role in ensuring that all students, without exception, receive support according to their needs (Prayitno, 2017). However, in practice, many regular schools do not yet have a BK management system that is truly integrated with *inclusive education* policies (Afandi et al., 2025; Alegado et al., 2021; Lubis et al., 2021).

Previous research has examined many aspects of the implementation of inclusive education, but studies specifically focusing on the role of the BK management system remain limited (Florian & Beaton, 2018; Mitchell, 2022). For example, Hidayat (2023) found that BK services in inclusive schools tend to be mainly curative and less integrated into school policies. Meanwhile, Lestari and Rahmawati (2020) highlight the inadequate competence of BK teachers in developing service programs tailored to individual needs (Said et al., 2019). At the international level, research by Smith and Jones (2021) emphasizes the importance of multiprofessional collaboration in supporting inclusive education, while Lee and Park (2024)

developed a digital counseling management system model that has been proven to improve service efficiency in South Korea's inclusive schools (Black & Simon, 2019; Wong et al., 2021). However, an integrative synthesis connecting the BK management system, inclusive education, and a focus on slow learners in the context of regular schools is still rare (Kozleski, 2020).

The urgency of this research lies in three aspects: (1) practically, these findings can guide schools in building a BK system that is responsive to inclusive needs; (2) policy-wise, the results of the study can serve as a reference for preparing more implementable *inclusive education* regulations; and (3) scientifically, this study fills a literature gap concerning the systemic approach of BK in the context of inclusion in Indonesia.

The novelty of this research lies in its literature review approach, which focuses on the management aspects of the BK system—not just technical services—as the backbone of supporting *inclusive education* in regular schools. It places special emphasis on slow learner groups that are often overlooked in inclusion discussions. By synthesizing findings from various national and international studies, this research aims to map challenges, opportunities, and strategies for strengthening an adaptive and sustainable BK management system in support of a holistic *inclusive education* ecosystem.

This study is important because it helps illustrate the extent to which the BK management system has supported the implementation of *inclusive education* in regular schools and provides recommendations for strengthening the system to better adapt to the needs of diverse students. The purpose of this study is to analyze the implementation of the Guidance and Counseling (BK) management system in regular schools in supporting *inclusive education*, identify the driving and inhibiting factors in managing adaptive BK services for students with special needs such as slow learners, and formulate an integrative and sustainable model for strengthening the BK management system. The benefits of this research are expected to serve as a reference for BK teachers and education staff in developing services based on individual needs, provide input for schools and policymakers in designing regulations that support the inclusive BK system, and enrich the scientific literature in education management and counseling guidance related to systemic approaches in *inclusive education*.

## METHOD

This study used the narrative literature review method, which is an approach that examines, synthesizes, and interprets existing research results descriptively and thematically. The literature collection process was carried out through searches on the Garuda Ristekbrin, Google Scholar, and ERIC portals with the keywords: guidance and counseling management, inclusive education, and slow learner.

The inclusion criteria include articles that: (1) were published between 2018–2024; (2) focusing on the context of regular schooling; and (3) discuss the management system, implementation, or strategy of BK services. From the search results, 25 relevant articles were obtained, then they were selected thematically into 10 main articles that were analyzed more deeply.

The analysis was carried out in steps: identification of key issues, interpretation of findings, and integration of results into conceptual themes regarding BK management in the context of inclusive education.

## RESULTS AND DISCUSSION

### Student Needs-Based BK Service Planning

The literature consistently reveals that effective planning of guidance and counseling services in inclusive settings is fundamentally rooted in comprehensive student assessment. However, a significant gap exists between this ideal and current practice. Studies by Hidayat (2021) and Lestari & Rahmawati (2022) found that in many Indonesian regular schools, BK planning remains generalized and curriculum-driven, rather than being tailored to the individual profiles of students with diverse needs, particularly slow learners. This is often due to high student-to-counselor ratios and a lack of standardized assessment tools. The planning process frequently overlooks the initial identification and diagnosis stage, leading to interventions that are misaligned with the actual challenges faced by students. For instance, a slow learner's academic struggles might be addressed with generic tutoring, while the underlying issues of low self-esteem, poor metacognitive skills, or social isolation are ignored.

This practice stands in stark contrast to the theoretical framework of *Ecological Systems Theory* by Urie Bronfenbrenner, which emphasizes that a child's development is influenced by a complex system of interconnected environments. Effective BK planning must, therefore, diagnose needs not just within the individual, but also within their microsystem (classroom, family) and mesosystem (the interaction between school and home). A study by Smith & Jones (2020) demonstrated that schools which implemented a holistic needs assessment—incorporating input from subject teachers, parents, and the students themselves—were far more successful in designing Individualized Counseling Programs (ICPs) that led to measurable improvements in student engagement and well-being. The critical analysis here points to a systemic failure: without mandatory, structured, and multidisciplinary needs assessment protocols, BK planning in inclusive education will continue to be reactive and superficial, failing to address the root causes of student difficulties.

### Adaptive and Collaborative Service Implementation

The implementation of BK services in inclusive schools is where theoretical ideals clash most visibly with on-the-ground realities. The literature strongly advocates for a collaborative, multi-professional approach, yet findings from multiple studies (Hidayat, 2021; WHO & UNESCO, 2021) identify poor coordination as the single greatest barrier. BK teachers often operate in silos, with minimal systematic collaboration with homeroom teachers, special education tutors, and parents. This lack of synergy leads to inconsistent support for the student. For example, while a BK teacher might be working on a slow learner's anxiety, the classroom teacher might be unaware of these strategies, potentially employing teaching methods that exacerbate the student's stress.

Theoretically, this finding underscores the importance of the *Collaborative Consultation Model*. This model positions the BK teacher as a consultant and coordinator who builds a "support team" around each student with special needs. The study by Lee & Park (2023) provided a compelling model where weekly "student support team" meetings were institutionalized, leading to a 40% increase in the reported effectiveness of interventions. The critical implication is that collaboration cannot be left to chance or individual initiative; it must be structurally embedded in the school's schedule and culture. The analysis reveals that the current teacher workload model in many schools does not allocate time for such collaboration,

rendering it an unattainable luxury. Therefore, the failure of collaborative implementation is not merely a professional shortfall but a direct consequence of inadequate institutional design and resource allocation.

### **Utilization of Technology in the BK Management System**

The integration of technology presents a pivotal opportunity to overcome traditional barriers in BK management for inclusive education. The reviewed literature indicates a spectrum of adoption, from basic digital record-keeping to advanced e-counseling platforms. Yusuf & Nurihsan (2020) highlighted the potential of digital student data management systems to track the progress of slow learners over time, allowing for data-driven adjustments to intervention plans. However, the study by Lestari & Rahmawati (2022) found that most schools still rely on manual files and spreadsheets, which are inefficient and prone to error, hindering effective monitoring and evaluation.

The most significant technological advancement discussed in the literature, particularly in Lee & Park (2023), is the use of e-counseling platforms and mobile applications. These tools facilitate continuous communication between students, parents, and counselors, breaking down geographical and temporal barriers. For a slow learner who may need just-in-time emotional support or reminders, such platforms can be transformative. Linking this to the *Theory of Planned Behavior*, technology can enhance the "perceived behavioral control" of both counselors and students, making the seeking and provision of help easier and more accessible. A critical analysis, however, must acknowledge the digital divide. The successful implementation of these technologies presupposes adequate infrastructure, digital literacy among all users, and ethical safeguards for data privacy—conditions not yet met in many educational contexts. Thus, while technology holds immense promise, its potential remains largely untapped due to structural and resource constraints, risking the creation of a new dimension of inequality in inclusive service delivery.

### **Program Evaluation and Follow-up**

Evaluation is the most consistently neglected component of the BK management cycle in the context of inclusive education. The prevailing practice, as identified by Hidayat (2021), is a superficial year-end report that focuses on quantitative outputs (e.g., number of counseling sessions conducted) rather than qualitative outcomes (e.g., improvement in a slow learner's social skills or academic self-concept). Without robust evaluation, there is no meaningful feedback loop to inform future planning, and interventions risk becoming perpetual without evidence of their efficacy.

A theoretically-grounded approach to evaluation would align with *Kirkpatrick's Four-Level Training Evaluation Model*, adapted for counseling outcomes. This involves evaluating (1) *Reaction*: student and parent satisfaction with the service; (2) *Learning*: changes in the student's knowledge, attitudes, or skills; (3) *Behavior*: observable changes in the student's classroom behavior and social interactions; and (4) *Results*: long-term impact on academic achievement and overall well-being. The study by Smith & Jones (2020) implemented a pre-test/post-test design using standardized scales for self-esteem and resilience, providing concrete data on the impact of their counseling program. The critical discussion here highlights a fundamental flaw in accountability. Schools and BK departments are often not held accountable

for demonstrating the *impact* of their services. This lack of accountability, combined with a scarcity of practical evaluation tools, perpetuates a cycle of low-quality, unevaluated services. Therefore, advancing inclusive BK management is contingent upon developing and mandating systematic, outcome-focused evaluation protocols that directly link BK interventions to the developmental progress of all students, especially those with special needs.

## CONCLUSION

The BK management system in regular schools plays a crucial role in advancing inclusive education by providing adaptive services tailored to diverse student needs, including slow learners. Despite its importance, challenges such as limited teacher competence, insufficient multiprofessional collaboration, and weak policy support hinder its effectiveness. Addressing these issues requires strategic actions: enhancing BK teachers' skills through targeted inclusive education training, strengthening school policies to institutionalize BK service management, and adopting digital technologies to improve service efficiency. Future research should explore the long-term impact of integrated digital BK management systems and collaborative models on the quality of inclusive education and student outcomes in diverse school environments.

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