



## The Management of Executive, Copa, Motiva (ECM) Counseling Service in the Primary School

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### Abstract

The limitations and difficulties of finding professional counseling teachers with adequate competencies for the elementary school still hamper the effort of developing the counseling service program at school. 130,000 counseling teachers are still needed in junior and senior high school/equivalent, excluding the needs of counseling teachers in elementary school/equivalent. The availability of counseling teachers is far from ideal, there should be an action as a solution from the government and schools demanding that a number of schools are able to develop mechanisms related to service management and procurement of counseling teachers. Therefore, this study offers a solution through a product in the form of a guidebook resulted from of a research and development based on the standard model in the service implementation and guidance at elementary school. This research and development (R & D) study employed Borg and Gall design as well as a model design that adapts the development of McKenny. This study includes 10 procedures introduced by Borg and Gall which were modified into three stages: (1) preliminary study; (2) design development; (3) final product testing. The results show: (1) preliminary study found that the form of counseling service management model in elementary school has weaknesses, i.e. the implementation has not been referring to the principle of counseling service comprehensively, the involvement of stakeholders has not yet been maximal, the implementation was just remedial-curative and inclusive along with the learning activities. Most primary schools have not had counseling teachers yet, and there was no evaluation as feedback from the stakeholders; (2) the design development resulted in an Executive, Copa, Motiva (ECM) model as practical solution in counseling service in elementary school; (3) the final product of counseling service management has five management functions: planning, organizing, implementing, evaluating, and reporting. The five management functions in the counseling services in elementary school are used as a standard guideline for preparing the guidebooks produced from this study.

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## INTRODUCTION

The increasingly dynamic development of education in the twentieth century brought a special challenge for elementary school stakeholders. Similarly, the demands and challenges should be faced by learners in the current education system. As a result, there are quite a lot of learners who feel depressed and stressed in their learning activities, demanding the right pattern in handling. If it can not be handled properly, it is possible to have a sustainable impact on the learner, in addition to decreasing the spirit of learning.

In contrast to junior and senior high schools that have possessed counselors or guidance and counseling teachers to provide guidance and counseling services to cope with psychological distress and development of psychological factors of children, most elementary schools have not had any counseling teacher. Even if the school has one, the teachers do not have an adequate level of competencies of professional counseling teacher required in Article 11 Paragraph (1) and (2) of Education and Culture Minister's Regulation (Permendikbud) Number 111 The year 2014. Another problem that still becomes a weak point in the self-development and the handling of the counseling problems of elementary school students is the pedagogic competence of the counseling service programs can not run optimally.

Counseling service activities in a number of primary schools are currently being conducted inclusively, i.e. simultaneously in classroom learning activities. Thus, the form of counseling service is oriented only on remedial-curative handling only the handling of cases of problematic learners only through individual counseling or clinical services. Logically every elementary school has a counseling teacher with a minimum educational background of S-1 counseling as the executor and responsible of the counseling service program, but the facts on the ground show that there are many elementary schools that do not have counseling teachers

with the pedagogical background that support them.

The Limitations and the difficulty of finding professional counseling teachers with competencies as expected still hamper a number of elementary schools to develop counseling service programs. This is supported by the data concerning the need for the total number of counseling teachers in Indonesia that is ideally 130,000 people; the number is to fulfill the need of the counseling teachers at junior as well as senior high schools/equal excluding the need of counseling teachers at elementary school/equal (PDK Jateng, 2015). The number of counseling teachers is still significantly below the ideal number; there should be an action as a solution so that a number of elementary schools are able to develop a new mechanism related to the service management and procurement of counseling teacher at the school.

The temporary solution is the classroom teacher who has the main task of being an educator and subject instructor in the class should function him/herself as a counseling teacher in counseling service activities. This condition does not consider the educational background of most teachers who are not from the department of counseling which certainly affects the implementation of counseling services. It is therefore not surprising that counseling services in a number of primary schools have not been able to perform well because the practice is not done comprehensively, proportionally, and professionally.

Every elementary school should have a counseling teacher with the educational background of a (minimally) Bachelor majoring in counseling as an executor who is responsible for service and guidance counseling program at school. However, in fact, there are still many elementary schools that do not have any competent counseling teacher. Therefore, the implementation in some primary schools is still done inclusively with activities and learning processes by the classroom teacher. So, the form

of counseling service is still oriented to the remedial-curative treatment only as well as handling the case of problematic learners through individual counseling or clinical services. On the other hand, the counseling services conducted on a group of elementary school children proved to improve the socio-moral ability of the children and reduce the behavior of insulting or laughing at his classmates (Mucherah, et al., 2012).

When children see and feel violence, both at home, school, and community, they can never learn about peace, tolerance, mutual help, mutual respect, and social solidarity development. The handling of children negative behavior can not be done by the school alone. This handling requires cooperation between various parties in doing the comprehensive monitoring. Therefore, collaborative roles of classroom teachers, parents, and communities in the neighborhood are required. This program should be facilitated by the school, and one of the school functions is collaborating the classroom teachers, parents and community together in establishing an integrated supervisory pattern to the learners.

Extra supervision from parents to children is very important considering all the moral attitude and children behavior in the family environment is very dominant. Supervision of play time, school work, and various entertainment that comes from television, gadgets, and other online media needs to be watched properly. Parents should play an active role as a filter in tackling the negative impacts that arise, rather than provide them with various media technologies without supervision. Many parents are not aware of the impact of technological hazards for children at their early age if not properly monitored.

Considering these problems, this study offers a solution through a resulting product in the form of a guidebook as a result of a research and development study based on the standard model in the implementation of services and guidance at elementary school. Therefore, the objectives of this research are 1) describing the form of counseling service management model

that has been implemented, including (1) the form of counseling service management model and (2) the initial (hypothetical) design model of counseling management service developed to be applied at elementary school; 2) measuring the accuracy of the model design and the guidebook as an effective counseling service management model including (1) the conceptual accuracy level of the valid counseling service management model form and (2) the effectiveness of the developed counseling service management model; 3) describing the final form of the developed counseling service management model at elementary school after a limited trial.

## METHODS

This study employed the research and development (R & D) design model suggested by Borg and Gall and the procedures of model design developed by McKenny. The research procedures were based on ten Borg and Gall designs in Sugiyono (2011) which were modified into three stages: 1) preliminary study; 2) design development; 3) final product testing.

The subjects were 27 primary school principals in Rowosari sub-district, Kendal District, while data sources included primary and secondary data. The primary data were obtained through the evaluation of experts and principals based on the results of the distribution of the instruments. Other primary data sources included preliminary observation data and unstructured interviews conducted during the preliminary study to find out the factual conditions about the implementation of the counseling service management at elementary school and further comparison between the various data findings in the field with the factual conditions that were underway.

The preliminary study found various obstacles related to the weaknesses in the implementation of counseling service management. The secondary data were in the form of documentation and various reference sources of the study/review of counseling service manuals from various experts as well as the collection of data sources. The main

secondary data source was the Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 111 The year 2014 on counseling at primary and secondary education (Dikdasmen) levels.

During the design development stage, the counseling management service development management model ECM at the elementary school was drafted and it was validated by three experts, namely management experts, counseling experts, and education experts at the elementary school. The results of expert validation resulted in the initial draft as a hypothetical model called "Primary School ECM Guidance and Counseling Service Management Model Level I". This model was deliberately discussed by practitioners in a Focus Group Discussion (FGD) consisting of 15 primary school principals. The result was "Primary School ECM Guidance and Counseling Service Management Model Level II". The second model was revised again before individual, group, and limited level tests were conducted.

The final product testing was conducted while it was still in development stage. The final product design trial was conducted in three stages, namely 1) trial by experts (contents experts/counseling, management experts, and education experts at the elementary school); 2) Focus Group Discussion; 3) individual, group, and limited field trials.

The data were analyzed quantitatively. Descriptive qualitative activities were in the form of (1) data reduction; (2) data display; (3) data verification and drawing conclusions. The data were in the form of comments and suggestions which were described qualitatively, while the accuracy, practicality, and benefits of the ECM Model were tested using statistical analysis of descriptive percentage. Quantitative data were obtained from the percentage of questionnaire answers from the evaluators using the Likert scale on product drafts, data on conditions and system requirements. The ECM model was described qualitatively while evaluation was done using the Likert scale. The result of the closed questionnaire was analyzed

by mean analysis technique. The result of the open questionnaire and the FGD were analyzed using a qualitative descriptive technique with the criteria as shown in Table 1.

**Table 1.** Range of success criteria of the questionnaire *distribution*

Score Range	Criteria of Success
3.20 – 5.00	Very good
2.20 – 3.19	Good
1.20 – 2.19	Poor
0.00 – 1.19	Very poor

Source: Primary data processed 2017.

## RESULTS AND DISCUSSION

### Results

The results of research and development study can be seen from the answers of the three problems. Firstly, the preliminary study stage found the form of counseling service management model at elementary school based on the standard general procedures obtained from various literary studies such as the theories of the counseling leaders/experts, counseling service manuals and provisions contained in Permendikbud Number 111 Year 2014 consisting of planning, organizing, implementation, evaluation, and reporting. However, in the implementation there were still weaknesses; the counseling practices did not refer to the principle of counseling services as a whole, the involvement of stakeholders has not been optimal, the implementation was remedial-curative and inclusive in the learning activities. Most of the elementary schools did not have counseling teachers, the materials were delivered in the traditional-verbal way, monotonous and one-way, and it has not been evaluated to provide feedback from the recipient of the service.

Secondly, the design development stage resulted in three main findings, namely (1) the result of ECM (Executive, Copia, Motiva) model evaluation of by expert team/experts; (2) the results of the ECM model manual assessment; (3) the results of the hypothetical ECM model

development by experts and practitioners, as a practical solution in counseling services at elementary school.

The developed ECM model does not eliminate (abolize) various guidelines that have been applied previously or that have been introduced by experts. However, based on the findings of praxis analysis, there were weaknesses that still occurred in its implementation; it needed an immediate improvement so that the counseling management service management of the ECM model could be synergized with the counseling service management function that has been running at elementary school so that the ECM model can be treated as a complementary model as well as a solution to various weaknesses related to the implementation of services and guidance at elementary school occurring so far. The ECM model can be used as guidance in the counseling service because it has several advantages, namely 1) the ECM model has a very high validity. The experts/expert teams provided a mean value of 4.59 on the ECM model form. The test results from the participants (27 elementary school principals in Rowosari-Kendal Sub-district) through a limited test also showed a very high average score of 4.70 for participants' self-development competency instruments through the ECM model, the average score of 4.60 for the instrument of the environmental potential of the learners' development, and the average score of 4.70 for the instrument of completion of counseling service communication media through the functional transfer of the latest technology media based on the measurement scale of 1-5 for each item of the instrument; 2) the ECM model product has excellent structures/contents with the average score of 4.72 obtained from the evaluation of experts. It shows that the ECM model product is a model that is comprehensive when related to the supporting theory, the description of activity stage, the adherence to the counseling management principles, the clarity of the duty of each part, and the evaluation system used in management and implementation of applied

model of the quality management of counseling at elementary school; 3) the ECM model product has a very high practical value in terms of implementation of counseling service quality management with average score of 4.63. This suggests that the ECM model product is a highly practical model to use and apply in the management and implementation of applied counseling management service model at elementary school; 4) the significance of the concept and application stages of the ECM model is more easily understood by elementary school principals and is very applicable to be used in applying the counseling service quality management. Similarly, with the obtained benefits the learners will optimally develop. This is in accordance with the result obtained through an assessment that has a mean of 4.83. This result is very high so it is not surprising that the understanding of the concept of applying the ECM model by the principal is very easy to understand; 5) the effectiveness level of the implementation of the ECM model counseling services is also very high based on the average score of 4.74. The level of effectiveness includes the effectiveness of competence, effectiveness of the method, and effectiveness of the objectives of the counseling; 6) ECM model products developed can direct the school to be able to realize the function of counseling service optimally so that the optimization of the task of self-development of the students expected by the school with the principals and or vice principals as the executor of counseling service tasks can run smoothly. The principals may also be anticipative, accommodative, and applicable in applying the ECM model in the field; 7) ECM model can train the principals to improve their quality of understanding how to apply the ECM model from various steps of development and enrichment of the counseling program at the elementary school so that the counseling service program provided by the school can be guaranteed from time to time; 8) the ECM model allows schools together with parents and surrounding communities to support the achievement of collaborative (integrative collaborative) counseling services in realizing the

optimum development within the environment of the learners; 9) the ECM model enables the achievement of a comprehensive set of data related to guidance, mentoring, and supervision of the learners at school, in the family, as well as in the community; 10) the ECM model also supports the achievement of completing the means of communication media services through the transfer of the latest media technology functioning in the application of the counseling services. The application can be in the form of communication media services such as (1) online media, (2) information technology services as the data center of service administration, and (3) multimedia applications or audio visual technologies in the realm of school counseling services.

Third, the final product of the counseling service management at the elementary school has five management functions: planning, organizing, implementation, evaluation, and reporting. The five management functions in counseling services are used as the standard guidelines for preparing the guidebook produced through this research and development study to be applied in the implementation of services and guidance at elementary school.

## Discussion

### Need for Counseling Service Management Model at Elementary School

The preliminary study found the need for quality management of counseling services at the elementary school through the analysis of praxis. The activities were carried out using comparative techniques between common procedure standards derived from various literacy studies such as the theory of counseling leaders, counseling service manual for elementary school and the provisions of Permendikbud Number 111 Year 2014 on Guidance and Counseling at elementary and secondary education which consists of the elements of planning, organizing, implementation, evaluation, and reporting.

The practical analysis of the weaknesses in counseling service applications in a number of

primary schools shows that 1) the counseling service has not been referring to the principle of counseling services as a whole; 2) there is still no active involvement from school stakeholders beyond the institution; 3) the counseling service available is still remedial curative in nature; 4) the counseling services are still conducted inclusively (together in learning process activities) with classroom teachers as a supervisor (counseling teacher) who does not have adequate counseling competencies; 5) there are still many elementary schools that do not have counseling teachers; 6) the counseling materials are still delivered traditionally, verbally, monotonously, and in one direction; 7) there has not been any feedback evaluation from the beneficiaries of the services.

Based on the findings of the weaknesses that occurred in the field, this stage provided the idea of practical steps as a solution that can be developed in realizing the development of quality management system of counseling services at the elementary school using the ECM (Executive, Copa, and Motiva) model. The resulting output of the ECM model can be used as a development pattern of counseling service management at elementary school with the objectives of 1) the elementary school has practical solutions to various factual problems related to the problem of counseling service activities which still encounter many obstacles; 2) the optimal and thorough implementation of counseling services is accompanied by aspects of the development and enrichment of materials through the communication-media-oriented counseling service; 3) the work productivity of the counseling service elements can be achieved optimally, more directed, programmed, and can be done properly; 4) the learners are satisfied and obtain benefit from the counseling services developed at school.

The findings are in line with the results of Zamroni and Rahardjo's (2000) research stating that in general the role of Permendikbud Number 111 of 2014 which is utilized as a new reference in the implementation of counseling management including planning, organizing, implementing, evaluating and reporting. The

discussion of the study specifically examines the different concepts of counseling model with counseling 17 Plus model that is widely applied at school.

Looking at the functions and responsibilities of classroom teachers which are highly complex in recent years, it is feared that the counseling service function at elementary school can not run optimally. A further consequence is that it will sacrifice the learning systems for the learners given that the curriculum requiring subject load hours is so limited that it does not allow both aspects to be performed simultaneously. Not to mention Permendikbud Number 111 The year 2014 that counseling service only allocates a two-hour classroom session per week for every class regularly as scheduled.

#### **ECM Model Development**

The validation test result from the three experts/teams on the ECM model shows that the experts give good value to the developed model form so that the ECM model is feasible and suitable to be implemented in the applied model of the counseling service management at elementary school because the orientation of the product function is accommodative, collaborative, and informative. The ECM model has three characteristics: 1) the principal and vice principal function as executor of the counseling service; 2) there is a collaboration among the components of the learners' developmental environment; 3) the completeness of the communication media facilities for the counseling service at school is oriented towards the transfer of the functions of advanced technological media.

Based on these characteristics, it can be argued that the ECM model developed is accommodative meaning that it can provide problem solution with the principal as the executor of the counseling service at elementary school as a result of the absence of special supervisor (counseling) teacher and the failure in achieving the competency level of the supervising teacher in running the counseling service activity at school. Being collaborative

means that this model supports the achievement of collaborative-integrative service system involving various elements of the school stakeholders both within the school institution (principal, classroom teachers, and officers) and beyond the school institution (parents, community, environment of nonformal education) in the integration of guidance, mentoring, and supervision of the students. Being informative means that the form of counseling services provided to the learners/couselees have material enrichment elements with various media channels as supported by various media communications services developed in the application.

The working mechanism presented in the ECM model is also in accordance with the counseling management service principles as proposed by Sutomo et al (2010) which is produced on the basis of several principles, namely 1) efficient; 2) effective; 3) managerial; 4) complete; 5) significant; 6) cooperative; 7) comprehensive; 8) dynamic.

The relationship shown above is interdependent with each other, holistic the nature, and mutually influential between one component with other components. Each component of the ECM model does not stand alone in realizing the counseling services at elementary school; it should be in accordance with the demands of the qualified counseling teacher. Therefore, the principals who apply the ECM model in counseling service management are not intended to take partial package models, given the ineffectiveness in achieving the level of output and outcomes that will be achieved from the vision and mission as well as objective or target of the counseling services

The above explanation is supported by Yulianti (2004) illustrating that one of the supports of the counseling services can be based on communication and information technology such as the internet or the so-called Cybercounseling, either through e-mail, chat room, or video counseling (web cam). The similarity is that the existing counselors still doubt about their competence and have not observed to the professional code of ethics and

have not been registered to a trusted certification body. Empirical data of cyber counseling service are still needed to resolve the obstacles or difficulties of school programs and personal social problems of the learners.

### **ECM Model Final Product**

The final product of the counseling service management at elementary school is the ECM model including five stages of the management function, i.e. planning, organizing, implementation, evaluation, and reporting. The ECM model planning stage consists of six phases, the organizing stage of the ECM model consists of five phases, the implementation stage of the ECM model consists of five phases, the ECM model evaluation stage consists of three phases. The five stages of counseling management service function of the final ECM model are then used as a standard guidance of the resulted ECM model manual.

### **CONCLUSION**

The ECM model developed does not eliminate the guidelines that have been applied and put forward by experts. Based on the findings of the practical analysis, the weaknesses that still occur in the implementation of the counseling services should be improved in the management of the counseling services. One of them is that the ECM model can be synergized with the counseling management service function so that the ECM model becomes complementary and also as the solution to solving various weaknesses in the service implementation and guidance at elementary school.

Although various procedures have been passed and they demonstrated a variety of advantages, the ECM model still has weaknesses. Among them are 1) the ECM model still needs to be expanded because the introduction will cover the ECM model counseling management services in a limited area, that is in Rowosari-Kendal sub-district with 27 schools; 2) the application of the ECM

model in still requires access to training and intensive socialization from planning to reporting the counseling service activities at elementary school. It can be stated that the success of the ECM model implementation can not be assessed instantly or directly; it still needs sublimation process before it is declared to work perfectly; 3) in its application of collaboration function with parents, the ECM model still needs further system supervision strategy from school considering that basically, parents have various activities and responsibilities in the fulfillment of family economy and social activities so that the supervisory function of the parents to their children tends to encounter some obstacles. Therefore, schools are required to be able to create an independent supervisory system for the active involvement of parents in providing mentoring, guidance, and supervisory forms for their children; 4) the school should be capable of modernizing the IT media (SIM-BK) facilities in administering the function of ECM model reporting; it must be able to build a controlled archive system so that its application can run perfectly and there is no constraint in the act of applying the student data inventory systematically and schematically. Therefore, it is necessary to train the IT operators in terms of their duties in the student data centers; 5) the ECM model applications require a parent agenda/control card to assist the development of students' inventory tasks of various activities that students do during their stay at home and community environment (i.e. the community in social interaction of playing and worshipping as well as community in nonformal education institution); 6) the ECM model needs sustainable development for some time to come because the research and development study is still limited in time, cost, and other operational techniques.

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