



Management of school-based-guidance and counseling

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Abstract

When decentralization of education management is actualized in the form of school-based management, guidance and counseling affairs should be actualized in the form of school-based-guidance and counseling management. This study was aimed to analyze and to describe school-based management guidance and counseling. The research method was performed qualitatively and the research design was case study by using single case study in SMA Negeri 1 Amurang in South Minahasa Regency. The research procedure consisted of three stages including description, reduction, and selection stages. Research data (in the form of words or phrases from respondents) and data sources are school principals, guidance and counseling teachers, homeroom teachers, subject teachers, and parents of students. Data collection techniques used were observation, interview, and documentation study. Data analysis techniques referred to the interaction model which originated from data collection to data abstraction and data presentation until verification and conclusion. Several techniques such as credibility, transferability, dependability and confirmability were carried out to test the validity of data. Based on the findings of research, it can be concluded that: school-based-guidance and counseling planning was prepared in a process of planning preparation based on the vision and mission of the school; it was gradually taken place from individual to institutional work teams / programs to school institutions to institutional school committees; it was constructed in the managerial and leadership activities of the drafting plan or counseling and guidance program which plays the role as planners and leaders; it produced an annual, monthly, weekly, daily program and counseling program and learning program of guidance and counseling service and supervision program of guidance and counseling services; it adopted a participatory planning approach; the implementation of a school-based-guidance and counseling plan was guided by the established guidance and counseling program; it was implemented through the implementation plan of guidance and counseling services and supervision of guidance and counseling services; it was constructed in the managerial activity of the plan implementation of the guidance and counseling plan which played roles as the organizer, motivator, communicator, coordinator, and supervisor; the implementers of counseling and guidance counseling programs consisted of the principal implementers of guidance and counseling teachers, principals, homeroom teachers, subject teachers, and parents of students; and monitoring and evaluation of the implementation of the school-based-guidance and counseling plan is described through managerial activity monitoring the monitoring and evaluation of plan implementation of school-based-guidance and counseling was described through monitoring activities and evaluation by the implementers of guidance and counseling plans; the monitoring was carried out through a report on the implementation of counseling and guidance services; the object of evaluation included the implementation of the program and the performance of teachers of guidance and counseling; it was conducted through the report on the implementation of guidance and counseling services; the external evaluation of the school committee was accountable for guidance and counseling programs; and the results of evaluation in the form of educator factor (guidance and counseling teachers), cost, facilities, school committee, parents, and foundation of counseling and guidance teacher which in certain condition can become supporting or inhibiting the implementation of program of guidance and counseling service in school.

Keywords: management, school-based-guidance and counseling

Introduction

One form of educational services in school which have an important role in improving the quality of education in schools, including at the level of Senior High School is guidance and counseling services. It is said to have an important role because the implementation of guidance and counseling services in the formal education not only lies on the law, but the more important is the effort to facilitate students to be able to develop their potential or achieve developmental tasks which includes the physical, emotional, social, intellectual, and spiritual morals (Ministry of Education and Culture, 2014).

Efforts to facilitate the development of potential and achievement of student developmental tasks have been conducted by governments through various forms of educational policy, such as developing a more 'bottom-up' or 'decentralized' facilitation that gives more authority and responsibility to school management and communities around the school to collectively find and solve counseling and guidance problems at school.

Solutions to solve counseling and guidance problems by decentralization are important to be developed since the guidance and counseling paradigm will significantly continue to change. Counseling and guidance services will have more

challenges and problems to deal with. In other words, to solve the problems of guidance and counseling in schools is not enough by using the conventional methods. In the present and future, however, a modern management approach that intersects planning, implementation, and monitoring and evaluation to address school counseling and counseling issues will be required. In this context, Husairi (2008)^[18] suggested that guidance and counseling program was unlikely to be created, implemented and achieved if it did not possess a quality management system.

The use of management approaches to solve school counseling and counseling problems is in line with the changing on management paradigm of education through a restructuring known as school-based management (SBM). When following this way of thinking, the development of more centralized counseling and counseling services should shift to a decentralized service pattern that not only stops to the local level, but should be also pushed further down to the school level.

The efforts to make the school as the basis of guidance and counseling management have been initiated by the government by facilitating the school as an extension of the government's hand to form Guidance and Counseling Service Unit as an integral part of education management in education or school units (Ministry of Education and Culture, 2014). The unit includes guidance and counseling management elements such as school principals (headmasters and vice principals), coordinators or teachers of guidance and counseling, student organization, homeroom teachers, subject teachers, administrators, education office / supervisor for guidance and counseling, parents, experts, and professional organization.

Principally, the involvement of stakeholders with management of Guidance and Counseling Service Unit within a school may be described as a counseling and guidance management team within the school. The use of the team in the context of School-based-management is in line with studies of Goodlad (Sergiovanni, 2007) at some high schools in the United States that implement School-based-management. One of the interesting findings from Goodlad is the presence of teams or smaller schools within a school organization. It indicated that there is a relatively small team or school within a school organization, which manages school affairs. The team members are counseling and guidance staffs who work with members of the teaching team in order to develop student potential and to improve student learning outcomes at school. The effectiveness of guidance and counseling services and staff cooperation depends on the quality of guidance and counseling management in the school.

Based on the research background, this study will focus on the management of school-based-guidance and counseling. The focus of this study will be detailed in three research problem, including:

1. How is school-based-guidance and counseling planned?
2. How is the implementation of school-based-guidance and counseling plan?
3. How to monitor and evaluate the implementation of school-based-guidance and counseling plans?

Research method

This research utilized qualitative method and the research

design was case study by using single case study in SMA Negeri 1 Amurang in South Minahasa Regency. The research procedure consisted of three stages including description, reduction, and selection stages.

Research data (in the form of words or phrases from respondents) and data sources are school principals, guidance and counseling teachers, homeroom teachers, subject teachers, and parents of students. Data collection techniques used were observation, interview, and documentation study. Data analysis techniques referred to the interaction model which originated from data collection to data abstraction and data presentation until verification and conclusion. Several techniques such as credibility, transferability, dependability and confirmability were carried out to test the validity of data.

Results and discussion

Results

Planning of School-based-guidance and Counseling

The main results includes: (1) planning of school-based-guidance and counseling was formulated based on the vision and mission of the school that has been set; (2) school-based-guidance and counseling planning is formulated as a process consisting of three steps: (a) first, a guidance and counseling team is institutionally led by a counseling and guidance counselor at the school; (b) second, school is institutionally led by the principal; and (c) third, the school committee is institutionally led by the committee chairman; (3) the planning of school-based-guidance and counseling is constructed in the managerial activity of planning arrangement from the drafting of guidance and counseling plan that plays as program planner in school; (4) school-based-guidance and counseling planning is constructed in the leadership activity of the counseling and guidance counselor who plays the role of leader; (5) school-based-guidance and counseling plans are prepared based on periods of time covering: annual program, semester program, monthly program, weekly program, and daily program as well as learning program for guidance and counseling service and supervision program of principal; and (6) school-based-guidance and counseling planning involve guidance and counseling teachers, homeroom teachers, subject teachers, school committee, and parents which participate in the school counseling and counseling process.

Implementation of School-based-guidance and Counseling Plan

The main results of the study are: (1) the implementation of school-based-guidance and counseling plan is based on guidance and counseling program that has been set, (2) the implementation of school-based-guidance and counseling plan is described in the implementation of learning program guidance and counseling services and supervision programs of guidance and counseling services, (3) the implementation of school-based-guidance and counseling plan is constructed in the managerial activity of the plan implementation of the guidance and counseling plan which act as the organizer, motivator, coordinator, and communicator and program supervisor in the school; and (4) the implementation of school-based-guidance and counseling plan is mainly implemented guidance and counseling teachers together with the supporting implementers such as principals, homeroom

teachers, subject teachers, and parents.

Monitoring and Evaluation of Implementation of School-based-guidance and Counseling Plan

The main research findings are: (1) the monitoring of the implementation of school-based-guidance and counseling plans are constructed in managerial activities and monitoring of the guidance and counseling implementer which act to monitor the program in school, (2) the monitoring of the implementation of school-based-guidance and counseling plan is conducted through a report submitted to the monitoring of the implementation of guidance and counseling programs in schools, where the teachers directly monitor by using the monitoring format of the implementation of guidance and counseling services, (3) the evaluation of the implementation of school-based-guidance and counseling plans is constructed in managerial activities and evaluation of the guidance and counseling implementers who act as program evaluators in schools, (4) the evaluation of the implementation of school-based-guidance and counseling plans include the evaluation of the performance of teachers of guidance and counseling on the level of competence of teachers, and (5) the evaluation of the implementation of school-based-guidance and counseling plans resulted in the identification of supporting factors and obstacles: teachers of guidance and counseling, operational costs of the service activities, facilities and equipment of the services, and parent support.

Discussion

Planning of School-based-guidance and Counseling

The principal, as the top manager of all levels of management in the pyramid of the school organization, performs managerial or management functions. One of the management functions that the principal does in managing the school is planning. In this context, Robbins and Coulter (2009) ^[37] stated that the planning is often called the first management function since the managerial planning is the basic decision-making for all things that managers do such as organizing, leading, and controlling.

In terms of the implementation process of school-based-management, one of the main steps taken is to formulate the vision and mission of the school (Umaedi, Hadiyanto, and Siswantari, 2007) ^[55]. Similarly, in the framework of the implementation of standardized school management policies, school management is required to prepare a school work plan (SWP). One of the main steps in the preparation of the SWP is to formulate the school vision and mission.

According to the perspective of the strategic management process, the first step that needs to be done is to define the vision, mission, and goals for the organization (Bateman and Snell, 2009) ^[2]. In the connection with the results which indicate that school vision and mission serve as the basis for the preparation of guidance and counseling planning. It principally implies that school-based-guidance and counseling management in all three cases of research can be explained from the strategic management theory, school-based-management implementation policy, and the planning theory which is applied in school planning and specifically in school-based-guidance and counseling planning.

The type of school planning can be divided into strategic

planning and operational planning. Formulation of the vision and mission of the school is one of the main steps in the process of preparing the strategic planning of the school. Related to the planning process, this study found that the process of preparing the school-based-guidance and counseling planning may be done in three stages: the first stage, it is institutionally prepared by the work team and is individually prepared by the teacher; the second stage, it is institutionally prepared by the school institution, and the third stage, it is institutionally prepared by the school committee. However, it should be noted that the preparation of school-based-guidance and counseling planning on a case study has applied a process approach in school-based-guidance and counseling planning.

Based on the type of school guidance and counseling program in the case of the study which includes annual program, semester, monthly, weekly, and daily, guidance and counseling service learning program, and service supervision program, it can be explained that school-based-guidance and counseling planning can be classified into the type of operational planning (when viewed from the breadth) and short-term planning (when viewed from the time frame).

Robbins and Coulter (2009) ^[37] stated that operational planning is the planning of a particular operational area of an organization. In addition, the short-term planning covers a year or less than a year program. Short-term planning is also called annual planning or annual operational planning (Kurniadin and Machali, 2012) ^[26]. Therefore, it clearly describes that the school-based-guidance and counseling planning formulated in all three cases of research is in line with the theory of operational planning and short-term planning.

The results also show that in the process of school-based-guidance and counseling planning in the case of the program development is carried out through managerial activities which are manifested in its role as a planner and leadership activities. In principle, the findings of this study can be explained based on Robbins and Coulter's view (2009) ^[37] of planning and organizational levels which describe the relationship between level of manager and leader in the organization and the type of planning undertaken. Managers and leaders at lower levels perform the operational planning, while top or top managers implement the strategic planning. Therefore, the role of planners and the role of leaders that are actualized in the process of preparing school-based-guidance and counseling planning is reasonable since the teacher play role as the coordinator of the work team / program, the principal and head of the school committee perform the role of manager.

The planning is not only examines the fundamental of the preparation, process, and the type of program generated from the planning process, but it can also cover any content in the planning. This study found that the field of student development and type of guidance and counseling services in schools are the content of the school-based-guidance and counseling planning. The fields of student development include the areas of personal development of students, social, learning, and careers. While the services of guidance and counseling include orientation, information, placement / distribution, content mastery, individual counseling, group

guidance, group counseling, consultation, meditation, instrumentation application, data set, case conference, home visit, literature display, and hand transfer case.

In addition, the planning in an organization can be carried out with an approach done by top level managers who are often assisted through a formal planning unit that has a group of planning specialists who may help to develop the organizational planning. For instance, the provincial government organization has a regional planning and development agency. Another approach related to the planning is to involve members of the organization in the planning process. This planning approach is not handled down from one level to the next, but is composed by organizational members at various levels and within various work units to meet their specific needs (Robbins and Coulter, 2009)^[37]. The approaches to such planning are generally conceptualized as participatory planning approaches or participatory planning. According to the results, the process of preparation of school-based-guidance and counseling planning involves teachers and parents of students in the preparation of counseling programs in schools. Thus, it can be explained that the planning of school-based-guidance and counseling in this study has applied a participatory planning approach.

Implementation of School-based-guidance and Counseling Plan

The results indicate that the implementation of school-based-guidance and counseling plan is guided by the established program. Therefore, it can be explained that the implementation of the school-based-guidance and counseling plan in the study has followed the principle of plan implementation in the planning process.

In the theory of planning, the step of managerial planning is often called as plan implementation as a step followed in the planning process. In this context, Kurniadin and Machali (2012)^[26] stated that the plan implementation is the implementation of the plan that has been formulated. The things that have been described in the formulation of planning that includes the formulation of policies, estimation of needs, cost needs, determination of targets, formulation of plans, and details of the plan. Meanwhile, according to Umaedi (2007)^[55] the implementation of the plan can be understood as a process of realizing the programs and activities that have been planned. Implementation of the plan will not be realized as have been planned if not done by the implementer of the plan. In this study, there are two implementing groups of school-based-guidance and counseling plan. They are the main implementer (the guidance and counseling teacher) and the supporting implementers (principal, homeroom teacher, subject teachers, and parents). It is interesting to note that the principal as the top manager acts as the supporting implementer in the school. In the other words, the principal performs both managerial and non-managerial functions such as the guidance and counseling teacher's function (as the implementer). These findings are explained from the concept of non-management function where in organizations (such as companies), the managers are called as working managers since they perform both management and work functions (Robbins and Coulter, 2009)^[37].

The Principals who perform their functions as school

managers and implementer as well as non-management functions such as the function of teachers are often happens. For example, in a school with the lack of teacher, the teaching work is carried out by the principal. However, when the principal implements the teaching work, it does not mean that the position of the principal as a top manager and the role of head as a school manager have been eliminated. On the contrary, for example, the guidance and counseling coordinator who leads a work team or counseling program team in a school is also the program implementer, which actually has performed the management function as the principal does. This is because, the teacher is institutionally also the leader and the team manager. Therefore, in the school organizational system, there is not only the principal who perform managerial and leadership activities, but also the teachers who are assigned as the coordinator of guidance and counseling. In this case, they carry out the managerial and leadership activities in the team. For example, the homeroom teacher as the implementer of the counseling program will, in reality, run the managerial activities such as an administrator or a class manager.

The results also indicate that the implementation of school-based-guidance and counseling is actualized in managerial activities and supervision of the plan implementer that acts as organizer, motivator, coordinator, communicator and supervisor. Principally, the managerial and supervision activities with the role of the executor of the plan, theoretically has been formulated in the theory of management functions and supervision which is often called supervision that is aligned with a supervisory function that is often also called supervision.

Theoretically, the management functions have been developed by experts. For example, Siagian (Kambey, 2012)^[19] defines management functions which include: planning, organizing, motivating, controlling, evaluating. Amtu (2011)^[1] stated that the education management functions consists of: planning, organizing, leadership, direction, mobilization, communicating, coordinating, controlling, monitoring and evaluation, and budgeting.

In the theory of management functions, the functions such as organizing, motivating, coordinating, and communicating (as found in the research) and the other management functions support the implementation of the plan. In other words, those functions are often conceptualized as an implementation function. This is in line with the management functions proposed by Masyhud (2014)^[30] which include: planning, implementation, and assessment. Therefore, one of the management functions is implementation.

Monitoring and Evaluation of Implementation of School-based-guidance and Counseling Plan

In this study, it was found that the monitoring is done through the report on the implementation of guidance and counseling services. Basically, the results of this research are in line with the theory of planning stages in which after the stage of implementation or implementation of the plan, the following steps to be performed are monitoring (Bateman and Snell, 2009)^[2]. It means that the person who perform the monitoring, in principle, have practiced the principle of supervisory managerial activity towards the plan or program

that has been established and implemented.

In addition to conducting managerial monitoring activities, the activities of managerial evaluation are also simultaneously carried out. In this research, evaluation object of counseling program in the case of research is evaluation of the program service implementation and performance evaluation of the teacher based on competence.

The managerial activity of evaluating the performance of guidance and counseling teachers which has been found in this study can be understood from the perspective of human resource management. Evaluation of human resource performance is an important step in the process of human resource management and the performance evaluation, itself, can be conceptualized as a process. In this context, Mathis and Jackson (Fahmi, 2010) ^[11] stated that performance evaluation is the process of evaluating how well employees do their work when compared to a set of standards and then communicating that information. Therefore, the evaluation of the performance of the guidance and counseling teachers is a process which evaluates how well the teacher performs the services when compared to a set of standard of teacher competencies.

Additionally, the discussion about the monitoring and evaluation as managerial activities which are simultaneously done is in line with the way of simultaneous monitoring and controlling (Bateman and Snell, 2009) ^[2]. The simultaneous managerial activities of monitoring and evaluation can be understood in terms of two types of internal and external monitoring and evaluation (Amtu, 2011) ^[1]. Internal monitoring and evaluation are done by the school itself. Implementers of internal monitoring and evaluation are the residents of their own schools such as principals, teachers, students, parents, students and teachers of guidance and counseling. The main purpose of internal monitoring and evaluation is to know the level of self-improvement (school) in the relation to the established goals.

The monitoring and external evaluation are conducted by external school institutions such as education offices, school supervisors and universities or a combination of the three. The results of monitoring and external evaluation can be used to reward systems for individual schools, to improve competition between schools, to improve public accountability, to improve existing systems, and to assist schools in developing themselves.

Based on the understanding of monitoring and external evaluation, it can be explained that the results of monitoring and external evaluation can be used for public accountability. In the connection to the research findings in this case, the evaluation of the implementation of the school-based-guidance and counseling plan is specifically program accountability. This means that the school committees as a community (public) around schools may actively participate and support the planning, implementation, and evaluation of quality improvement programs, including the quality improvement program of counseling services. It is a reflection of the application of the concept of monitoring and external evaluation or more specifically theoretical-conceptual application of external evaluation.

In addition to all the research findings that have been described, there is still one important research findings obtained, *i.e.* the supporting and inhibiting factor of the

implementation of school-based-guidance and counseling service programs that include educator factors (guidance and counseling teachers, homeroom teacher, and subject teachers), fees, facilities, school committees, parents, and foundations.

Principally, the implementation of the school-based-guidance and counseling plan does not take place in isolated condition, but takes place in an interaction with various factors that have both positive and negative effects. While the positive factors are constructive, the negative factors are inhibiting. In this context, Nanang Fatah (Suharsaputra, 2010) ^[54] stated that there are factors that should be considered in improving the quality of education such as the quality of counseling services including the adequacy of educational resources (quality of education personnel, cost and learning facilities).

The educator factor (guidance and counseling teacher), fees, facilities, school committee, parents, and foundations can vary according to the conditions. In certain situations, the supporting factors may turn into inhibiting factors and vice versa. Basically, the changes that occur on these factors are due to certain situations. It can be explained from the theory of change, proposed by Kurt Lewin about the force-field theory (Kurniadin and Machali, 2012) ^[26].

In this theory, it is explained that change occurs because of the emergence of pressures on the organization, individual or group. The driving force will be faced with resistances for change. The change can occur by strengthening the forces of pressure and weakening the resistance to change. According to the force-field theory, it can be illustrated that if the educator factor (guidance and counseling teacher), the cost, the means, the school committee, the parents, and the foundation in a particular situation serve as the strength of resistance, driving force and weakening the strength of rejection, so that previously functioning factors inhibit can be converted into supporting factors or promotional factors to the implementation of school-based-guidance and counseling plan.

Based on the discussion of the results, a conceptual framework of school-based guidance and counseling management can be developed. The conceptual framework is constructed by the researchers from research data indicating that school-based counseling and management counseling in all three cases of research is formed from a school-based counseling and management process. It starts from planning to implementation of the plan and is followed with monitoring and evaluation of the implementation of the plan.

The process of school-based-guidance and counseling management is constructed in a straight line (linear). It can not be ascertained whether the process of the management constructed in the case of the study can also be described in the form of repetitive and regular (cycle) managerial activities. It is because the researcher has no valid and credible research data from the field.



Fig 1: Process of school-based-guidance and counseling management

In this study, the author can assume that the process of school-based-guidance and counseling management is constructed in the form of cycle. The assumptions are based on a consideration that the managerial activity of school-based counseling and counseling begins from planning to implementation and ends in monitoring and evaluation and then back to regularly repetitive planning. Therefore, to formulate whether the school-based-guidance and counseling management process in the form of a cycle is actually the future study.

Conclusion

Based on the results, it can be concluded that:

1. The school-based-guidance and counseling planning is constructed in a planning process based on the vision and mission of school; it gradually takes place from individual or institutional work teams/programs to school institutions to institutional school committees; it is constructed in the managerial and leadership activities of the drafting plan or counseling and guidance program plays the role of planners and leaders; it produce annual, monthly, weekly, daily, and counseling and guidance counseling programs and supervision programs for guidance and counseling services; and it apply a participatory planning approach
2. The implementation of school-based-guidance and counseling plan is conducted based on guidance and counseling programs that have been set; it is implemented through the implementation plan of guidance and counseling services and supervision of guidance and counseling services; it is constructed in the managerial activity of the plan implementation by the guidance and counseling plan implementer which act as the organizer, motivator, communicator, coordinator, and supervisor; the implementers of guidance and counseling service programs consist of the principal implementers (guidance and counseling teachers) and supporting implementers (principal, homeroom teachers, subject teachers, and parents); and
3. The monitoring and evaluation of the implementation of school-based guidance and counseling plans is described through managerial activity of monitoring and evaluating by the implementers of guidance and counseling plans that act as monitors and evaluators; the monitoring is carried out through a report on the implementation of counseling and guidance services; the object of evaluation includes the implementation of the program and the performance of guidance and counseling teachers; it is conducted through the report on the implementation of guidance and counseling services; the external evaluation of the school committee is accountable for guidance and counseling programs; and the results of evaluation in the form of educator factor (guidance and counseling teacher), cost, facilities, school committee, parents, and foundation of counseling and guidance teacher which in certain condition can become support or inhibiting factors to the implementation of guidance and counseling program in school.

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