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Dynamics Of Implementation Of The 7 Great Guidance And Counseling Program (7 Jbh) In 2025: A Qualitative Study Of The Ministry Of Education And Elementary School Policy

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Abstract

The 2025 7 Great Guidance and Counseling (BK) Program places the revitalization of the role of Guidance and Counseling (BK) Teachers as a key pillar in strengthening student character. However, in practice, there is often a gap between the idealism of central government policies and the reality of teacher competency and readiness. Objective: This study aims to analyze in depth how the BK teacher training policy is translated into practice at the school level, as well as to identify the dynamics and obstacles that arise during the implementation process. Method: This study uses a qualitative method with a case study approach. Data were collected through in-depth interviews with instructors, principals, and BK teachers, participant observation during training activities, and analysis of related policy documents. Data analysis was conducted using

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the interactive model of Miles, Huberman, and Saldana. Results: The research findings indicate two main dynamics: (1) There is a distortion in policy communication, where training participants tend to prioritize administrative aspects over the substance of psychological counseling skills emphasized by the ministry; and (2) The unpreparedness of digital infrastructure in buffer areas causes the effectiveness of hybrid-based training modules to be less than optimal. Conclusion: The implementation of the 2025 training program is still hampered by the interpretation factors of implementing actors and technical support, thus requiring an evaluation of the post-training mentoring model.

Keywords: 7 Great Guidance and Counseling Moves (7 JBH), Guidance and Counseling Teacher Training, Ministry of Elementary and Secondary Education, Professional Competence.

INTRODUCTION

The year 2025 marks a crucial phase in the national education roadmap towards Golden Indonesia 2045. Amidst the acceleration of the Golden Indonesia 2045 vision, schools are not only required to produce graduates who are intellectually intelligent, but also emotionally resilient and possess strong character. However, the reality on the ground shows a worrying escalation of psychosocial problems among students, ranging from increasingly sophisticated cyberbullying phenomena, a post-pandemic mental health crisis that still leaves residual anxiety, to moral degradation that threatens school social cohesion (Puspeka, 2024; Santoso et al., 2023). In this complex ecosystem, the role of Guidance and Counseling (BK) teachers is very central and irreplaceable. BK teachers can no longer position themselves merely as absence administrators or "school police" who only handle violations of discipline, but must transform into professional counselors capable of conducting psychological assessments, crisis intervention, and primary facilitators in strengthening the Pancasila Student Profile. The demands of this era require radical, not merely artificial, upgrading of competencies.

Responding to the urgency of this transformation, the Ministry of Primary and Secondary Education (Kemendikdasmen) launched the 7 Jurus BK Hebat (7 JBH) Program in 2025 as a national strategic measure. This policy marks a significant shift from the pattern of continuous professional development (PKB) which previously tended to be sporadic and top-down. The 2025 program is designed with a more comprehensive approach, integrating a data-driven guidance

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curriculum (data-driven school counseling), mastery of assistive technology for e-counseling services, and strengthening teachers' socio-emotional competencies (Kemendikdasmen, 2025). While training in previous decades often focused on formalities to meet certification requirements, this program explicitly targets changes in instructional behavior and case-handling patterns in schools. The ministry seeks to standardize the quality of BK services across Indonesia to minimize disparities in service quality between schools in large cities and schools in buffer areas, a major ambition that requires massive resource mobilization and commitment.

The program is known as the 7 Jurus BK Hebat (7 JBH) Program. An initial implementation study compiled by the Center for Education Standards and Policy (PSKP) of the Ministry of Education and Culture in collaboration with the MAARIF Institute (2025) positions the 7 JBH as an effort to strengthen concise and interactive BK services through the ARKA (Activity, Reflection, Conceptualization, Application) flow, and emphasizes the sustainability of practice through the on-the-job learning (OJL) phase. This note provides context that implementation challenges lie not only in material design, but also in the institutionalization of OJL, the division of mentor roles, and realistic monitoring mechanisms at the regional and school levels.

However, the transition from a policy document to concrete practice in guidance rooms is not a linear process without obstacles. Public policy implementation theory warns that "any policy risks distortion when it encounters street-level bureaucrats," in this case teachers and principals (Lipsky, 2010). Tensions often arise between the idealism of training curricula developed by central experts and the deeply ingrained "habitus," or habits, among education practitioners in the regions. Guidance and counseling teachers who have been comfortable with conventional administrative patterns for years may experience culture shock or subtle resistance when confronted with demands for new, more dynamic, technology-based methods. The dynamics of acceptance, rejection, negotiation of meaning, and strategic adaptation by actors in the field often determine the success or failure of a program. Yet, this aspect is often overlooked in formal government evaluations, which tend to focus on budget absorption and participant numbers.

Unfortunately, the literature on educational research in Indonesia is still dominated by a positivist approach that views teacher training solely as an input-output variable. The majority of previous studies have focused on quantitative measures, such as the effectiveness of training on improving knowledge scores (pre- and post-test) or participant satisfaction surveys with

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facilitators (Pratama & Wibowo, 2023; Lestari, 2022). These numerical approaches, while statistically valid, often fail to capture the "black box" of the implementation process itself. They fail to explain why training materials rated "very good" by participants are not immediately implemented upon their return to school, or how principal leadership and school culture stifle new initiatives brought by teachers after the training. This lack of in-depth analysis of the sociological and psychological processes involved in training implementation creates a significant knowledge gap in efforts to improve national education policy.

Based on these gaps, this study aims to dissect the hidden complexities behind the implementation of this national program. Using a qualitative approach, this study aims to explore the dynamics of the implementation of the 2025 7 Jurus BK Hebat (7 JBH) Program, tracing how the policy is understood, interpreted, and implemented by the various actors involved. This study does not attempt to measure success in numbers, but rather seeks to answer the fundamental question: "What are the dynamics of interactions, challenges, and adaptation strategies that emerge in the education ecosystem when this program is implemented?" Through a comprehensive understanding of this field reality, it is hoped that more grounded and applicable policy recommendations can be formulated for the improvement of teacher development programs in the future.

LITERATURE REVIEW

This literature review maps two primary theoretical frameworks that serve as analytical tools in this study. First, public policy implementation theory is used to examine the structural and procedural dimensions of government programs. Second, the concept of Continuing Professional Development (CPD) is used to understand the standards for training effectiveness for Guidance and Counseling Teachers.

Educational Policy Implementation Theory: George Edwards III Model

Policy implementation is a crucial stage that bridges policy formulation with the desired end result. This study adopts the Direct Impact policy implementation model developed by George C. Edwards III (1980). This model was chosen because of its high relevance in analyzing top-down policies that require local adaptation, such as national training programs. Edwards III identified four critical variables that determine the success or failure of implementation:

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Communication: The success of training programs depends on the accurate, consistent, and clear transmission of information from the Ministry of Education and Culture to regional education offices and schools. Information distortion often occurs when technical instructions (Juknis) are interpreted differently by implementers in the field, which can lead to role ambiguity (Hill & Hupe, 2014).

Resources: Ideal policies will be crippled without adequate resources. In the context of the 2025 Guidance and Counseling teacher training program, resources include budget availability, qualified trainers (facilitators), and supporting infrastructure such as a Learning Management System (LMS) and accessibility of digital modules for underdeveloped (3T) areas.

Dispositions: This factor refers to the attitudes, commitment, and willingness of policy implementers. The principal's positive disposition to allow teachers to participate in training, as well as the guidance and counseling teachers' intrinsic motivation to change, are key determinants. Bureaucratic resistance or apathy are often major obstacles, even when resources are available (Lipsky, 2010).

Bureaucratic Structure: This aspect relates to Standard Operating Procedures (SOPs) and organizational fragmentation. An overly hierarchical and rigid organizational structure can slow down response to problems that arise during training and hinder the flexibility needed for adult learning. These four variables do not stand alone, but rather influence each other simultaneously in shaping the dynamics of implementation in the field. The Paradigm of Continuing Professional Development (CPD) for Guidance and Counseling Teachers

Globally, the literature on teacher training has shifted from the one-shot workshop model to a sustainable, collaborative, and job-embedded model. Darling-Hammond et al. (2017) formulated that effective teacher training should have the following characteristics: (1) content focused, (2) involving active learning, (3) supporting collaboration, and (4) having sufficient duration (sustainable duration).

Specifically for guidance and counseling teachers, professional competency standards require mastery beyond classroom pedagogy. According to the American School Counselor Association (ASCA), and adapted to the Indonesian context, modern guidance and counseling training must integrate competencies in psychological assessment, crisis intervention, multicultural counseling skills, and mastery of digital technology or cyber-counseling (Supriatna, 2020; ASCA, 2019).

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However, empirical studies in Indonesia often find a phenomenon of "low transfer of training," where knowledge gained during training is not applied in schools due to a lack of ecosystem support (Wibowo, 2021). Therefore, this review highlights that the effectiveness of the 2025 JBH 7 program training is measured not only by the material delivered, but also by the extent to which the training design facilitates the transformation of the professional identity of guidance and counseling teachers from an administrative paradigm to a service paradigm that liberates students.

RESEARCH METHODS

This research uses a qualitative approach with a case study design to deeply understand the dynamics of the implementation of the 7 Jurus BK Hebat (7 JBH) Program in 2025 in a real-world context. Research subjects were selected through purposive sampling based on their involvement and knowledge of the program, consisting of three groups of actors:These participants included policymakers, implementers/trainers, and guidance and counseling teachers as beneficiaries. The primary participant pool was 15, determined based on data saturation. Data collection was conducted through in-depth semi-structured interviews, participant observation of online and offline training activities, and document review of technical guidelines, modules, evaluation reports, participant assignments, and initial program implementation reports.

Data analysis used the interactive model of Miles, Huberman, and Saldana (2014), which includes data condensation, data presentation, and drawing and verifying conclusions. Data were coded based on implementation themes, such as communication, resources, disposition, and bureaucratic structure, then presented in narrative form, matrices, and charts to identify patterns of relationships between themes. Data validity was ensured through triangulation of sources and methods by comparing information from various participant groups as well as the results of interviews, observations, and documents. Furthermore, member checking was conducted to ensure the researchers' interpretations aligned with the information provided by participants.

RESEARCH RESULT

Based on data analysis of in-depth interviews, participant observation, and document studies, this study found that the implementation of the 7 Jurus BK Hebat (7 JBH) Program in 2025 did not proceed linearly. There is a complex interaction between central policy design and

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the reality on the ground. The research findings are grouped into three main themes: (1) Distortion of policy interpretation, (2) Interactional dynamics in the training process, and (3) Dualism of structural and cultural challenges.

Theme 1: Policy Interpretation at the Grassroots Level (Meaning Reduction)

Normatively, the Ministry of Primary and Secondary Education's policy document asserts that the primary goal of the 2025 training is to transform the guidance and counseling teacher paradigm from a "police" approach to a data-driven "humanist-developmental" approach. However, field data indicates a reduction in meaning when the policy is received by teachers in schools.

The majority of guidance and counseling teacher participants tended to view their participation in this training as merely "administrative compliance," rather than a pressing professional need. Their primary focus shifted to completing assignments in the Learning Management System (LMS) to obtain certification, often neglecting the essential material on psychological assessment. This resulted in a shift in orientation from learning-oriented to performance-oriented.

One of the participants (BK teacher, 15 years of service) expressed his views:

"...Honestly, for us at school, the most important thing is that all assignments in the LMS are 'green' and certificates are issued. While modern counseling materials are good, they often use too high-level language and are difficult to implement when we have hundreds of students. So, we just follow the format to ensure administrative safety."(P-04)

This phenomenon indicates that policy messages are distorted. The narrative of "professionalism" promoted by the central government translates into "new administrative burdens" at the lower levels. This is reinforced by the discovery of a copy-pasted pattern of participant assignment documents, suggesting that the internalization of new values has not yet occurred thoroughly.

Theme 2: Dynamics of Training Implementation (Between Andragogy and Pedagogy)

At the implementation level, the dynamics of interactions between the trainer and the participants demonstrate methodological tensions. Training designed with an andragogical (adult

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learning) approach—which demands active participation, shared experiences, and self-reflection—often does not run smoothly.

Observations show that online (synchronous) training sessions often fall into a one-way lecture format. Participants tend to be passive, turn off their cameras, and are reluctant to discuss unless directed. Furthermore, trainers find it difficult to spark critical discussions due to gaps in participants' basic knowledge of the latest counseling technologies.

A Widyaiswara (National Trainer) highlighted this obstacle:

"...The module required us to study cases and roleplay. But during the Zoom session, participant response was minimal. They preferred being told the material rather than being asked to practice. Eventually, I returned to the lecture method because I was chasing the curriculum completion target. Andragogy didn't work." (W-02)

These findings confirm a curriculum implementation gap. Although the 2025 training modules are highly modern, participants' passive learning culture has degraded the training method to conventional knowledge transfer, diminishing its intended transformative impact.

Theme 3: Challenges of Implementation Governance (OJL and Monitoring) and Structural-Cultural Factors

This study identified multiple obstacles that slowed down the effectiveness of the 7 Jurus BK Hebat (7 JBH) Program, including challenges in implementation governance (especially OJL supervision and monitoring), technical-structural obstacles, and cultural obstacles at the educational unit level.

For comparison, the 2025 report from the Ministry of Education and Culture's PSKP (School of Primary and Secondary Education) and the MAARIF Institute emphasized that the success of the initial implementation of the 7 JBHs was significantly influenced by support for the OJL phase, clarity in the division of mentor roles, and a scheduled hybrid monitoring plan. These comparative findings help interpret field-level obstacles not simply as individual teacher issues, but as systemic and governance issues.

Structural Barriers: Digital Resources and OJL Implementation Support

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The 2025 7 Jurus BK Hebat (7 JBH) program relies heavily on digital platforms (LMS and e-Counseling applications). For teachers in buffer zones and rural areas, this isn't just a signal issue, but also a digital literacy issue and device load. Heavy platforms and complex user interfaces frustrate many teachers, resulting in training time being spent discussing technical issues like "how to log in" or "how to upload," rather than discussing the substance of counseling.

Cultural Barriers: Mindset Resistance and School Leadership Support

More persistent obstacles stem from cultural aspects. Resistance was found among senior teachers (a sense of comfort zone) who felt the old methods were sufficient. Furthermore, the principal's support was a critical determining factor. Many guidance counselors, who had been trained with renewed enthusiasm, "withered" upon returning to school because the principal either didn't provide the space to implement the new program or burdened them with on-duty duties and administrative tasks.

A Junior Guidance Teacher expressed his disappointment:

"...I'm excited to create a non-cognitive diagnostic assessment program like the results"Training. But the principal said, 'That'll come later. Right now, let's help manage the Dapodik data.' Support from the leadership is still minimal; they see BK as just a matter for naughty kids, not for personal development." (P-09)

This quote validates that effective teacher training will be ineffective if it isn't accompanied by a reform of understanding at the principal leadership level. An unsupportive school ecosystem stifles the seeds of innovation fostered by training.

DISCUSSION

This discussion narrates the dialogue between field findings and the theoretical framework for policy implementation and professional development standards. The analysis focuses on three crucial dimensions: the determinants of successful implementation from Edwards III's perspective, the phenomenon of "pseudo-competence" in teacher training, and a critique of the Ministry of Primary and Secondary Education's technocratic policy design.

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Deconstructing Implementation: A George Edwards III Perspective

The research findings regarding teachers' distorted understanding of training objectives (Theme 1) confirm George Edwards III's (1980) postulate regarding the vital role of communication. The failure of the paradigm transformation from "police" to "humanist" is not solely due to teachers' low cognition, but rather to "bureaucratic noise." Policy instructions coming down from the central government to the regions experience a reduction in substance; academic jargon in training modules is interpreted by teachers as merely a series of administrative bills in the LMS. This aligns with a study by Hill & Hupe (2014) which states that street-level bureaucrats tend to simplify complex policies to fit their busy work routines.

Furthermore, findings regarding the return of the lecture method in training (Theme 2) highlight the weaknesses of the Resource variable, particularly the andragogical competence of trainers and infrastructure readiness. Although the 2025 module was designed with sophisticated design, its implementation was hampered by the reality of the digital divide and the passive culture of participants. From Edwards III's perspective, this suggests that the bureaucratic structure (rigid training SOPs that pursue curriculum targets) actually stifles the flexibility needed for effective learning.

The "Transfer of Training" Gap: A Critique of the CPD Model

Compared with previous research, which mostly reported high levels of participant satisfaction post-training (Pratama, 2023), this study reveals a more dismal reality: high levels of satisfaction do not correlate with changes in instructional behavior. This phenomenon indicates low transfer of training (Wibowo, 2021).

The 2025 7 Jurus BK Hebat (7 JBH) program, despite bringing more relevant content (such as cyber-counseling), remains methodologically stuck in an event-based approach (short-term training) rather than a process-based approach (ongoing mentoring). The finding of minimal support from school principals (Theme 3) confirms Darling-Hammond's (2017) theory that effective teacher training must be job-embedded and supported by instructional leadership. Without reform of the school ecosystem, trained BK teachers will only experience "culture shock" upon returning to school, ultimately resigning themselves to the status quo. This indicates that the 2025 program has not fully succeeded in creating a resilient community of practice.'

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The Illusion of Competence and the Technocratic Bias of Policy

A critical analysis of the Ministry of Primary and Secondary Education's policies reveals a technocratic bias. Policymakers appear to assume that providing sophisticated applications and standardized modules will automatically improve the quality of guidance and counseling services. However, field findings indicate that the biggest challenges lie in the adaptive aspects (mindset and culture), not the technical aspects.

The situation where participants chase "green ticks" on the LMS for certification creates what is known as "Pseudo-Competence." Teachers hold a "Passed the 7 Great Guidance and Counseling Program Training (7 JBH)" certificate, but substantially lack the clinical capabilities to address complex student issues. If this is not mitigated, the Ministry of Education and Culture's target of revitalizing the role of Guidance and Counseling by 2025 risks remaining merely a success on paper (administrative reports), while failing to address the essence of student well-being.

A comparative note from the PSKP report by the Ministry of Primary and Secondary Education and the MAARIF Institute (2025) cautions that monitoring the implementation of the 7 JBHs cannot simply rely on administrative compliance on the platform. The integration of OJL evidence, observations of service practices, and data on the platform needs to be organized as a series of triangulations, so that technology acts as a supporter of the process, not an end in itself.

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