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The Effectiveness of Developing an Annual Guidance and Counseling Program Based on Student Needs

Uli Makmun Hasibuan, Mucita Nisa, Valencia Marito Hutabarat, Bimbi Putri Ramadhani
Universitas Muhammadiyah Sumatera Utara, Indonesia
Corresponding Author: ulimakmunhasibuan@umsu.ac.id*

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Abstract: Annual school guidance and counseling programs are often prepared by copying the previous year's program or adopting another school's program, so the services delivered do not address students' actual needs. This article analyzes the effectiveness of developing annual guidance and counseling programs based on student needs assessment. The study employed library research on 25 scholarly publications from 2021 to 2026, analyzed through content analysis using the Miles and Huberman interactive model. The findings indicate that needs-assessment-based annual programs are more effective than programs developed without assessment across four indicators: service targeting accuracy, measurability of objectives, data collection efficiency, and continuity of program evaluation. Effectiveness is influenced by counselor competence, the availability of valid instruments, the use of digital technology, the counselor-to-student ratio, and principal support. This study recommends a program development cycle that begins with assessment, followed by priority setting, goal formulation, program design, implementation, and evaluation, whose results feed into the following year's assessment.

KEYWORDS: Needs Assessment, Annual Program, Guidance and Counseling

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INTRODUCTION

Guidance and counseling (G&C) services in schools are effective only when the program is built from students' actual needs. Minister of Education and Culture Regulation Number 111 of 2014 positions G&C as a professional service based on needs, and the Operational Guide for G&C Implementation (Kemendikbud, 2016) sets needs assessment as the first step of the preparation stage, before school counselors develop the annual and semester programs (Sari & Herdi, 2025).

Field practice has not kept pace with these provisions. Tere and Herdi (2021) found that school counselors are not accustomed to developing programs from assessment results; existing programs are handed down from year to year and updated only to meet the demands of the education office or accreditation. Romadhani and Pratiwi (2025) showed that in one vocational high school (SMK) they studied, G&C programs were prepared mostly based on counselors' subjective judgment, so their effectiveness was hard to measure and went undocumented. Fitri and Chairunnisa (2024) also found that needs assessment in vocational high schools tends to be reactive because of limited time, an unbalanced counselor-to-student ratio, and the absence of official guidelines.

This gap between the ideal concept and actual practice directly affects students. Service topics that do not match students' needs make classroom guidance less engaging and keep services

situational (Sari & Herdi, 2025). Conversely, Pasaribu and Suherman (2024) state that planning that begins with a needs assessment produces more focused programs whose effectiveness can be measured by how far the identified needs are met.

Studies published in 2021–2026 have examined needs assessment in G&C extensively, but they leave a clear research gap. Most are single-site descriptive or evaluative studies that report how assessment was carried out in one school (Mahaly, 2021; Sari & Herdi, 2025; Romadhani & Pratiwi, 2025), or development studies that produce instruments, applications, and guidelines (Farozin et al., 2022; Neviyarni et al., 2023; Romiaty et al., 2023). Even the systematic literature review by Cahyaningtyas and Suherman (2025) focuses on needs assessment as key to comprehensive program planning, while Farahita et al. (2026) focus on integrating Islamic values into assessment. These studies explain why and how needs assessment should be conducted. However, none has synthesized evidence on whether annual programs built from assessment are more effective than programs prepared without it, using explicit indicators of effectiveness. Supporting and hindering factors are also reported in scattered form across individual studies. As a result, school counselors and principals lack an integrated picture of the conditions under which needs-assessment-based programs work.

This article addresses that gap and offers three novel contributions. First, it formulates four indicators of effectiveness, namely service targeting accuracy, measurability of objectives, data collection efficiency, and continuity of evaluation, and uses them to compare programs developed with and without needs assessment. Second, it models the annual program as a continuous cycle in which the current year's evaluation becomes the input for the following year's assessment, rather than as a one-off planning document. Third, it maps the supporting and hindering factors into a single framework and translates them into practical recommendations for school counselors, principals, education offices, and future researchers. To the best of our knowledge, no previous review has combined these three elements for the annual G&C program in the Indonesian school context.

Based on this background, this article addresses three questions: (1) what are the concepts and stages of developing an annual G&C program based on needs assessment according to experts from 2021–2026; (2) how effective is this approach compared with developing programs without assessment; and (3) what factors support and hinder its effectiveness?

METHODS

Theoretical Framework

An annual G&C program is a service plan for one school year, based on needs assessment results. Aulia, Firman, and Neviyarni (2022) view a G&C program as an elaboration of the counselor's activities, based on students' needs assessment for a given period. Permadin and Herdi (2021) add that a G&C program must be organized and coordinated with the principal, subject teachers, homeroom teachers, and parents.

According to Kemendikbud (2016), program planning consists of two stages. The preparation stage covers needs assessment, building support from school stakeholders, and establishing the planning basis. The design stage covers developing the annual and semester programs (Sari & Herdi, 2025; Cahyaningtyas & Suherman, 2025). The annual program contains the rationale, vision and mission, description of needs, objectives, service components (basic services, specialization and individual planning, responsive services, and system support), service areas, operational plan, themes, evaluation, and budget.

The Concept of Needs Assessment

Needs assessment is a systematic process for identifying the gap between students' actual and ideal conditions to set program priorities (Farahita et al., 2026). Experts from 2021–2026 interpret it from several perspectives, as summarized in Table 1.

Table 1. Experts' views from 2021–2026 on needs assessment in G&C programs

Expert (year)	Views on needs assessment in G&C programs
Afiat, Fitriani, & Aisyah (2021)	Needs assessment is a manifestation of the counselor's professional performance; without it, a program risks not matching students' actual needs.
Tere & Herdi (2021)	Needs assessment is the foundation of planning; without clear data on needs, a program risks being irrelevant.
Mahaly (2021)	Indicator-based needs questionnaires should be complemented by observation to capture needs that questionnaires do not reveal.
Nasution (2021)	Systematic assessment, from data collection through analysis, helps counselors set intervention priorities.
Muiz & Fitriani (2022)	Systematic needs analysis improves the targeting accuracy of G&C services in schools.
Zyromski & Dimmitt (2022)	Evidence-based school counseling requires collecting and analyzing student data to understand students' needs and potential.
Romiaty et al. (2023)	Counselors must conduct needs assessment when planning annual or semester programs so that programs match counselees' needs.
Arsini et al. (2023)	Involving students actively makes the data more valid, so the program reflects real needs rather than counselors' assumptions.
Parzych, Generali, & Yavuz (2023)	Students', parents', and teachers' perceptions of academic needs help prioritize services strategically.
Pasaribu & Suherman (2024)	Assessment-based planning produces more focused programs; effectiveness is measured by how far the identified needs are met.
Cahyaningtyas & Suherman (2025)	Needs assessment is the foundation of a comprehensive G&C program covering the personal, social, learning, and career dimensions.
Sari & Herdi (2025)	Needs assessment is the first step and determines the quality of every subsequent stage of the G&C program.
Farahita et al. (2026)	Needs assessment is the empirical basis of G&C programs but needs to be integrated with values as the normative basis.

Instruments

Assessment instruments are chosen according to the type of data required. Cahyaningtyas and Suherman (2025), citing Kemendikbud (2016), group them into three: (1) problem-based instruments such as the Problem Checklist (Daftar Cek Masalah, DCM), the Learning Problem Disclosure Instrument (Alat Ungkap Masalah Belajar, AUM PTSDL), and the General Problem Disclosure Instrument (AUM Umum); (2) instruments based on the Standards of Student Independence Competency (Standar Kompetensi Kemandirian Peserta Didik, SKKPD), namely the Developmental Task Inventory (Inventori Tugas Perkembangan, ITP); and (3) instruments based on the objectives of the service areas, such as sociometry, questionnaires, interview guides, and observation guides. Romadhani and Pratiwi (2025) add the Student Needs Questionnaire (Angket Kebutuhan Peserta Didik, AKPD) and aptitude and interest tests as instruments commonly used by school counselors.

The AKPD is the most popular instrument because it is simple and directly maps needs by service area. Students answer "yes" or "no" to problem statements, and the answers are converted into percentages to determine the weight of each problem (Sari & Herdi, 2025). Farozin et al. (2022) showed that needs assessment instruments for the academic area can be validated with the Rasch model, making the results more accurate.

Procedure

This study used a library research design and involved no human participants, so there was no recruitment, informed consent procedure, or field setting. All activities were carried out by collecting and reviewing written sources in the following sequence. First, the researchers set the focus of the study, namely needs assessment in developing annual G&C programs, and defined the inclusion

criteria described below. Second, literature published in 2021–2026 was searched in Google Scholar, Garuda, and journal websites (OJS). Third, the retrieved records were screened by title, abstract, and content, and 25 publications met the criteria; together with Minister of Education and Culture Regulation Number 111 of 2014 and the Operational Guide for G&C Implementation (Kemendikbud, 2016) as normative sources. Fourth, the selected sources were read in full and analyzed using the Miles and Huberman interactive model, as explained in the following section.

Because this is not an intervention study, no intervention was delivered, and no fidelity procedures were required; the equivalent safeguard was source triangulation, in which findings were compared across studies from different schools and education levels. As only published sources were used, voluntary participation, participant confidentiality, and ethics approval were not applicable. We maintained research ethics by citing every source accurately, paraphrasing rather than copying the authors' wording, and listing all references with traceable publication details.

Data Analysis

This study uses a qualitative approach to library research. The primary data sources are national and international journal articles published in 2021–2026 that discuss needs assessment in G&C program planning. Secondary sources are official regulations and guidelines, namely Minister of Education and Culture Regulation Number 111 of 2014 and the Operational Guide for G&C Implementation (Kemendikbud, 2016), which serve as the normative foundation.

Inclusion criteria were: (1) published in 2021–2026; (2) written in Indonesian or English; (3) scholarly articles whose publication details can be traced; and (4) focused on needs assessment, planning, or evaluation of G&C programs. The literature was gathered from Google Scholar, Garuda, and journal websites (OJS), then screened by title, abstract, and content. A total of 25 publications met the criteria, consisting of empirical studies (descriptive, evaluative, and developmental) and literature reviews.

Data were analyzed using content analysis following the Miles and Huberman interactive model: data reduction, data display, and conclusion drawing. Findings were grouped into three themes: the stages of program development, effectiveness indicators, and supporting and hindering factors. Data trustworthiness was maintained through source triangulation, that is, by comparing findings across studies in different schools and at different education levels.

RESULTS AND DISCUSSION

Results

Stages of Developing an Annual G&C Program Based on Needs Assessment

The literature review shows that developing a needs-based annual program is a cycle, not a one-off activity. Romiaty et al. (2023) outline three assessment stages: identifying needed data, selecting instruments, and collecting, processing, analyzing, and interpreting data. Romadhani and Pratiwi (2025) found that schools with the best practices follow a flow of assessment planning, data collection, analysis, priority identification, and then using the results to develop the program, and using evaluation results to develop the following year's program.

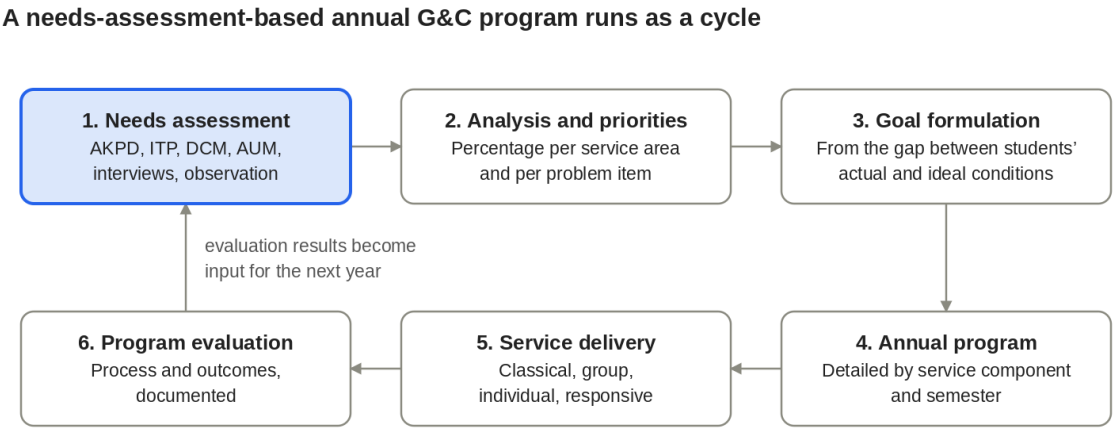


Figure 1. Annual G&C program development cycle based on needs assessment

Figure 1 shows that the evaluation results of the current year's program feed back into the next year's needs assessment, so the annual program is continually updated as students' needs change.

Effectiveness of Annual Programs Based on Needs Assessment

The effectiveness of an annual program can be judged by four indicators that recur in the literature. Table 2 compares programs developed on the basis of assessment with programs developed without it.

Table 2. Comparison of the effectiveness of programs based on needs assessment and programs without assessment

Effectiveness indicator	Program based on needs assessment	Program without assessment	References
Service targeting accuracy	Service topics are chosen from the problems most often experienced by students	Topics are inherited or adopted, often not matching needs	Sari & Herdi (2025); Muiz & Fitriani (2022)
Measurability of objectives	Objectives are formulated from the gap between actual and ideal conditions, so achievement can be measured	Programs are built from subjective judgment; effectiveness is hard to measure	Pasaribu & Suherman (2024); Romadhani & Pratiwi (2025)
Data collection efficiency	Applications and Google Forms speed up data processing in real time	Data limited to counselors' momentary observations	Neviyarni et al. (2023); Sudibyo & Budiman (2021)
Continuity of evaluation	Assessment results become the basis for evaluating and revising the next year's program	Evaluation is not continuous and not documented	Romadhani & Pratiwi (2025); Winingsih (2021)

The clearest empirical evidence comes from the CIPP evaluation study by Romadhani and Pratiwi (2025) in two vocational high schools in Surabaya. The school that conducted assessment at least once per semester using test and nontest instruments produced a program responsive to personal, social, learning, and career needs. By contrast, the school that conducted assessment once a year, only for Grade X and without a specific schedule, produced a program that was not strongly tied to assessment results. This situation was made worse by a ratio of one counselor to 404 students, while the comparison school had six counselors for 2,244 students.

Assessment results also change program priorities in concrete ways. Sari and Herdi (2025) administered a 50-item AKPD to 250 Grade X students at a public senior high school in Cibinong, with the results shown in Table 3.

Table 3. AKPD results for 250 Grade X students (Sari & Herdi, 2025)

Service area	Percentage of needs	Most frequently chosen item
Personal	45.92%	Lack of self-confidence (188 students)
Learning	24.81%	Difficulty understanding certain subjects (221 students)
Social	17.54%	Not yet familiar with the new school environment (187 students)
Career	11.73%	Do not yet know how to obtain scholarships (186 students)

These data show two ways of setting annual program priorities. If the percentage per service area is used, the personal area becomes the top priority. If the number of students per item is used, difficulty understanding lessons becomes the first classroom guidance topic. Without assessment, school counselors have no basis for determining this order. This finding is consistent with Haryani et al. (2024), who state that needs-based guidance services contribute to improved student achievement and resilience, and with Nurmaryam and Siminto (2022), who find that assessment-based programs are more effective.

Supporting Factors for Effectiveness

1. School counselor competence. Sugianto et al. (2023) and Arsini et al. (2023) emphasize that the quality of assessment results depends on counselors' ability to develop valid instruments and analyze data correctly, so ongoing training is needed.
2. Use of technology. Neviyarni et al. (2023) show that computer-based assessment applications improve the accuracy and efficiency of needs identification. Romiaty et al. (2023) used a browser, Google Forms, and Google Docs throughout their assessment planning.
3. Standardized guidelines and instruments. Assessment guidelines make data collection more organized (Romiaty et al., 2024), while validating instruments with the Rasch model improves accuracy (Farozin et al., 2022).
4. Involvement of students and stakeholders. Data from students, parents, and teachers enrich needs mapping (Parzych et al., 2023; Arsini et al., 2023).
5. Principal support. Dedicated time and the provision of assessment tools set schools with comprehensive assessment practices apart (Romadhani & Pratiwi, 2025).

Hindering Factors for Effectiveness

1. Limited time and workload. School counselors lack the time to conduct assessments and develop programs from the results (Mahaly, 2021; Fitri & Chairunnisa, 2024).
2. Unbalanced counselor-to-student ratio. This makes assessment reactive and prevents it from reaching career needs (Fitri & Chairunnisa, 2024).
3. The habit of inherited programs. Programs are updated for administrative purposes, not from the latest needs data (Tere & Herdi, 2021).
4. Low student participation. Students are reluctant to fill in instruments or seek counseling, so the data are less valid (Cahyaningtyas & Suherman, 2025).
5. Teachers without a G&C educational background. Lack of training in analyzing needs data lowers the quality of assessment input (Romadhani & Pratiwi, 2025).

Future Development

Farahita et al. (2026) note that the needs assessments currently in use remain value-neutral. In madrasahs and religious-affiliated schools, they propose adding value indicators such as honesty, responsibility, and discipline to assessment instruments so the results directly inform programs that also build character. This proposal strengthens, rather than replaces, the comprehensive G&C program framework.

CONCLUSION

Developing annual G&C programs based on needs assessment has proven more effective than developing programs without assessment. The advantages appear in four indicators: services are better targeted, objectives are more measurable, data collection is more efficient, and program evaluation is continuous. Experts from 2021–2026 agree that needs assessment is the first step that determines the quality of the entire program, and that the annual program should be managed as a cycle: assessment, priority setting, goal formulation, design of the annual and semester programs, implementation, and then evaluation that feeds back into assessment.

This effectiveness does not occur automatically. It is determined by counselor competence, the availability of valid instruments, the use of technology, student involvement, and principal support. The main obstacles are limited time, an unbalanced counselor-to-student ratio, reliance on inherited programs, low student participation, and teachers without a G&C background.

Research Limitations and Directions for Future Research

This study has several limitations. First, as a library review, it relies entirely on published secondary data; the effectiveness of needs-assessment-based programs was inferred from primary studies rather than measured directly, so the comparison in Table 2 is qualitative and does not provide an effect size. Second, the 25 publications reviewed are dominated by small-scale descriptive and evaluative studies conducted in Indonesian junior, senior, and vocational high schools, often at a single site, which limits generalization to elementary schools, madrasahs, and other countries. Third, the literature search was limited to Google Scholar, Garuda, and journal websites (OJS), and the sources were not appraised with a formal quality-assessment tool or the PRISMA protocol, so selection and publication bias cannot be ruled out. Fourth, the four effectiveness indicators were derived from thematic synthesis and have not yet been validated as measurement constructs.

Future research can address these limitations in several directions. Quasi-experimental or mixed-methods studies are needed to compare schools that develop programs from needs assessment with schools that do not, using measurable student outcomes such as SKKPD achievement. Longitudinal designs can also test whether the assessment–evaluation cycle improves program quality over several years. A systematic review or meta-analysis following the PRISMA protocol and drawing on reputable databases such as Scopus, ERIC, and Web of Science would strengthen the evidence base. Researchers may also develop and validate an instrument that measures the four effectiveness indicators, extend the study to elementary schools and madrasahs, and examine the contribution of digital and value-based assessment instruments (Farahita et al., 2026).

Recommendations

1. School counselors should conduct needs assessments at least once per semester for all grade levels, combine test and nontest instruments, and document how each program item relates to the assessment data.
2. Principals need to allocate dedicated time for assessment, provide digital applications or forms, and facilitate training in needs data analysis for school counselors.
3. Education offices and the Guidance and Counseling Teachers' Forum (MGBK) can develop standardized and contextual needs assessment guidelines, and make the link between programs and assessment results an indicator of supervision.
4. Future researchers are advised to test the effectiveness of needs-assessment-based programs quantitatively, for example with a quasi-experimental design comparing students' SKKPD achievement, and to develop assessment instruments that include character value indicators.

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