

Historical Guidance and Counseling Perspective in Indonesia

Yanuaris Dhae Sare^{1,*}, Nur Hidayah¹, Diniy Hidayatur Rahman¹

¹ Department of Guidance and Counseling, Faculty of Education, Universitas Negeri Malang, Malang, Indonesia

* Corresponding author. Email: sare.youan95@gmail.com

Abstract: The development of Counseling Guidance in Indonesia at the beginning of the formation aims to be able to realize the ideals of the Indonesian people, so that they can eradicate illiteracy and educate the nation's life. However, at that time the professional staff was still not developing. Guidance and counseling had begun, especially by educators who had studied abroad with the opening of guidance and counseling programs at UPI Bandung in 1963. The opening of this line marked the start of the second period which indirectly introduced guidance and guidance. promotion to the academic and educational community. Analysis of the results of implementation and follow-up in the guidance program guidance for students who are their responsibility. Subsequently, 2001 occurred in the year of the change in Indonesian Guidance. Indonesian Guidance and Counseling Association of the name of the organization (IPBI) became an Association (ABKIN).

Keywords: historical, guidance and counseling, education

1. INTRODUCTION

The development of Counseling Guidance in Indonesia at the beginning of the formation aims to be able to realize the ideals of the Indonesian people so as to eradicate illiteracy and educate the nation's life. However, at that time professional staff were still not developing. A serious problem faced in education in Indonesia is the low quality of education at various levels of education, this has hampered the provision of human resources who have the expertise and skills to meet the nation's development in various fields.

The causes of the low quality of education in Indonesia include problems of effectiveness, efficiency, and standardization of teaching. This was a problem for education in Indonesia at the beginning of its formation. Problems in education are still lack of human resources to be able to realize the ideals of the Indonesian people (Pratiwi, Andajani, & Putra, 2019).

Various efforts need to be made by the government to overcome all possible problems that arise in education in Indonesia. Around 1950-1960, the Ministry of Education conducted a comparative study in America. There are found that in every school there is a counseling service, which is handled by counselors. After returning to Indonesia, this was stated in the National Education curriculum.

At the beginning of the development of counseling guidance organized with a pattern that is not clear. The process of implementing counseling guidance (BP) is still not directed and not structured. The directional guidance of counseling has an impact on the poor image of the

counseling guidance itself. The emergence of negative perceptions or views on the implementation of counseling guidance. Various criticisms emerged as a form of disappointment over the performance of the supervising teacher, resulting in misunderstandings and protracted negative perceptions (Putra, Sutansi, & Badawi, 2018).

2. HISTORICAL STUDY OF GUIDANCE AND COUNSELING PROFESSIONAL ORGANIZATIONS

Guidance and counseling have begun, especially by educators who have studied abroad with the opening of the guidance and counseling department at UPI Bandung in 1963. The opening of this department marked the start of the second period which indirectly introduced guidance and counseling to the public, academics, and education. The success of this period was marked by a number of scholars BP and increasingly understood and felt the need to be the service.

Penitentiary (1970s to 1990s) During this period the 1975 curriculum for elementary schools to senior high schools was implemented by integrating BP services for students. This year a BP professional organization was formed under the name IPBI (Indonesian Guidance Officers Association). The third period was marked by the introduction of the 1984 curriculum which focused on career guidance.

During this period several problems arose, such as: (1) the development of misconceptions, namely identifying

career guidance (BK) with BP so that the term BP / BK appears; and (2) confusion in implementing Decree of the Minister of State Apparatus Empowerment Number 26 of 1989 on the implementation of the guidance in the school stating that all teachers can be entrusted with the task to carry out services which resulted in BP service becomes obscured both understanding and implementing. Consolidation (1990 - 2000) During this period the IPBI tried hard to change the policy that BP's services could be carried out by all teachers marked by:

- a. Officially changed the word counseling to counseling. The term used now is guidance and counseling (BK).
- b. Guidance and Counseling Services in schools are only carried out by supervisors who are specifically assigned to do so.
- c. Beginning of upgrading (national and regional) for supervisors.
- d. Starting the formation to appoint a tutor.
- e. The pattern of BK services in schools is packaged "BK Pattern 17".
- f. In the field of school supervision, the area of BK supervision is established.
- g. Development of a number of guidelines for BK services in schools that are more operational by IPBI.

In 2001 the BK profession in Indonesia has been able to be left off, but in reality, there are problems that have not been consolidated with regard to HR is about *Untrained, undertrained, and uncommitted* the executive service. But in the following years there were developments towards the take-off era, namely:

- a. Change the name of the professional organization from IPBI to ABKIN.
- b. Birth of Law Number 20 of 2003 concerning the national education system in which stipulated that the counselor is one of the educators (chapter I article 1 paragraph 3).
- c. Cooperation between ABKIN's big management and the Ministry of National Education on the standardization of the counseling profession.
- d. Cooperation between ABKIN and the PLP directorate in formulating the competencies of junior high school supervisors (counselors) as well as providing training for them. Arrangement of guidance continues with the issuance of Minister of Education Decree No. 84/1993 concerning Teacher Functional Position and Credit Score. Article 3 states that the main task of a teacher is to arrange a guidance program, carry out a guidance program, evaluate the implementation of the guidance, analyze the results of the implementation of the guidance, and act.

Regulation of Ministry of Education and Culture (Permendikbud) Number 111 of 2014 concerning Guidance and Counseling in Primary and Secondary Education, the more robust the position of guidance and counseling in schools, especially in primary and secondary

education. This ministerial regulation also serves as a basis or reference for Guidance and Counseling Teachers or Counselors in carrying out the Guidance and Counseling Services in schools, especially the issue of class hours which has been a debate. In article 6 paragraph (4) it is explained that Guidance and Counseling Services as referred to in paragraph (3) are held in the classroom with a study load of 2 (two) hours per week.

The aforementioned article is also affirmed in the Permendikbud Attachment Number 111 of 2014 on page 18 number 4 activities and time service allocation a service activity in paragraph two are explained that Guidance and Counseling Services are organized programmatically based on needs assessments that are deemed important (priority scale) carried out routinely and continuously (scaffolding). All students must get guidance and counseling services that are planned, organized, and systematic and in accordance with needs. For this reason, *Counselors or Guidance and Counseling Teachers are allocated class hours for 2 (two) hours of learning per week on a regular basis.*

In connection with the implementation of Guidance and Counseling in SD / MI it is explained that the implementation is carried out by the Counselor or Guidance and Counseling Teacher and not by the Class Teacher or Homeroom Teacher as stated in article 10 paragraph (1). In article 10 paragraph (2) also explained that "Implementation of Guidance and Counseling in SMP / MTs or equivalent, SMA / MA or equivalent, and SMK / MAK or equivalent is conducted by the *Counselor or Teacher Guidance and Counseling with a ratio of one Counselor or Guidance and Counseling Teachers serve 150 counselees or students.*

Also emphasized in the Appendix to the Minister of Education and Culture on page 37 number 2 and 3 Junior / MTs / SMPLB Education Units and SMA / MA / SMALB, SMK / MAK Education units part b. It was explained that "Each *education unit of SMP / MTs / SMPLB is appointed by a number of Counselors or Guidance and Counseling Teachers with a ratio of 1: (150-160) (one counselor or guidance and counseling teacher serves 150-160 students / counselees)*. Thus, is also for education units in SMA / MA / SMALB SMK / MAK.

As Guidance and Counseling Teachers or Counselors we should be grateful because there is nothing to debate about class hours or the ratio between guidance and counseling teachers or counselors because the rules are clear. Now what we need to wait for is the implementation instructions so that there is no confusion among the Guidance and Counseling Teachers or Counselors in the field. Guidance and Counseling Teachers or Counselors do not need to be confused because according to what is explained in article 12 paragraph (2) there will be a kind of Guidance and Counseling Operational Services Manual in its implementation in schools.

3. GUIDANCE AND COUNSELING PROFESSIONAL DEVELOPMENT

The development of Counseling Guidance in Indonesia at the beginning of its formation was held with an unclear pattern. The unclear pattern of this has an impact on the poor image of guidance and counseling, namely:

- a. Gave birth misconception to the implementation of BK.
- b. A negative perception appears on the implementation of BK.
- c. Various criticisms emerged as a form of disappointment over the performance of the supervising teacher resulting in misunderstanding.
- d. Prolonged, negative perceptions and misconceptions.

Problems that arise, including the following:

- a. School counselors are considered school police.
- b. BK is considered solely as a giver of advice.
- c. Bk is limited to handling incidental problems, and for certain clients only.
- d. BK serves "the sick" and / or "less normal".
- e. Bk works alone, school counselors must be active, while other parties are passive.
- f. It is assumed that BK work can be done by anyone.
- g. BK's services focus on the first complaint only.
- h. The results of BK's work must be seen immediately.
- i. Ways of solving problems for all clients are generalized.
- j. BK efforts are centered on the use of BK instrumentation (tests, inventory, questionnaires, etc.).
- k. BK is limited to handling only minor problems.

Even at the implementation, guidance and counseling at the school became unclear. The unclear pattern is due to the following things.

- a. The absence of law.
- b. Extraordinary spirit to carry out guidance and counseling.
- c. There are no clear rules for the game yet.

In addition, this unclear pattern results in the following:

- a. BP's teachers (now school counselors) have not been able to optimize their tasks and functions in providing services to students they are responsible for. Even, the supervising teacher is assigned to teach one of the subjects, such as Indonesian language, arts, and so on.
- b. The supervising teacher is also the librarian, collector, and processor of student grades in certain classes, and functions as a picket teacher and substitute teacher for subject teachers who are unable to attend.
- c. Supervising teachers are assigned as "school policemen" who take care of and judge students who do not comply with school rules, such as late entry, not wearing school uniforms, or removing clothes from pants and skirts.

- d. The principal is unable to conduct supervision because he does not understand the service program and has not been able to facilitate the guidance service activities at his school.
- e. Occurred perceptions and erroneous view of personal tasks and functions of the school to tutor so that no work interwoven together, as expected in the organization of guidance and counseling.

Conditions such as these, nearly happened at every school in Indonesia. Minister of Education and Culture Decree Number 025/1995 as a guide to the implementation of the Teacher's Functional position and his Credit Score contains substantial matters, particularly regarding guidance and counseling, as follows.

- a. The term "guidance and counseling" is officially changed to "guidance and counseling"
- b. Implementing guidance and counseling at school is a supervising teacher, that is, a teacher specifically assigned to it. Thus, guidance and counseling are not carried out by all teachers or just any teacher.
- c. Teachers who are appointed or assigned to carry out guidance and counseling activities are those who are capable of carrying out these activities, at least follow the guidance and counseling upgrading for 180 hours.
- d. Guidance and counseling activities carried out in a clear pattern: (1) definition, purpose, function, principle, and principles; (2) areas of guidance: personal, social, study, and career guidance; (3) type of service; orientation services, information, placement / distribution, learning, individual counseling, group guidance and group counseling; and (4) supporting activities: instructing, case conference data collection, home visits and case handover. the elements above (number 4) form a 'bk-17 pattern.
- e. Each guidance and counseling activity is carried out through stages: (1) planning activities; (2) implementation of activities; (3) assessment of learning outcomes; (4) analysis of assessment results; and (5) follow-up.
- f. Guidance and counseling activities carried out inside and outside school working hours. The substantial things above are expected to change the obscure conditions that had lasted a long time before. Concrete steps are pursued such as:
 - 1) Appointment of supervisors with educational background in guidance and counseling.
 - 2) Upgrading of national, regional and local supervisory teachers began to take place.
 - 3) Preparation of guidelines for guidance and counseling in schools, such as: (1) guidance and counseling textbooks; (2) handbook for the overall implementation of guidance and counseling at schools; (3) guidelines for preparing guidance and counseling programs; (4) guidelines for evaluating the results of guidance and counseling services; (5) guidelines for managing guidance and counseling at

school; (6) development of guidance and counseling instruments; (7) preparation of guidance consultant teacher guidelines (MGP) with Minister of Education and Culture Decree Number 025/1995, especially regarding guidance and counseling becomes clear. The term used is guidance and counseling.

4. CONCLUSION

By deepening understanding of the history of guidance and counseling it is expected that counselors can provide counseling services that lead to the practice of guidance in accordance with the context, potential, and needs of students. By deepening understanding of the history of guidance and counseling it is expected that counselors are able to provide guidance that is independent of students for self-actualization and able to prevent or handle problems.

Counselors need to develop cyber counseling to deal with the development of information technology that is so fast and massive through the internet, websites, and digital applications. By deepening the understanding of the history of guidance and counseling, the identity of the counselor is increasingly established in education. Guidance and counseling services should be conducted by professional counselors both at the level of the garden of childhood to higher education and collaboration with other parties such as subject teachers, principals, and community in the school.

REFERENCES

- [1] Gibson, Robert L & Mitchell, Marianne H. 2013. *Guidance and Counseling* . Learning Library.
- [2] Gladding, Samuel T. (2006). *Counseling (Comprehensive Profession)*, sixth edition, Jakarta: Index, 2012.
- [3] McLeod, Jhon. *Introduction to Counseling: Theory and Case Studies (Third Edition)* . Jakarta: Kencana.
- [4] Nurihsan, Achmad Juntika. 2007. *Guidance and Counseling in Various Life Backgrounds* . Bandung: Refika Aditama.
- [5] Prayitno & Anti, Erman. 1994. *Fundamentals of Guidance and Counseling* . Jakarta: Directorate General of Higher Education.
- [6] Watts, et al. 2010. *The involvement of the European Union in career guidance policy: a brief history*. ISSN 0251-2513, Volume 10, Number 2.
- [7] Putra, A. P., Sutansi, S., & Badawi, A. (2018). Learning Style Preferences of College Student BT - *1st International Conference on Early Childhood and Primary Education (ECPE 2018)*. 12–15. <https://doi.org/https://doi.org/10.2991/ecpe-18.2018.3>.
- [8] Yusuf, Syamsu & Nurihsan. 2010. *Basis of Guidance and Counseling* . Bandung: PT: Remaja Rosda Karya.
- [9] Pratiwi, I., Andajani, K., & Putra, A. P. (2019). Promotion of media literacy for the early childhood's parents. *Indian Journal of Public Health Research and Development*, 10(6). <https://doi.org/10.5958/0976-5506.2019.01498.0>.
- [10] Wardhani, IGAK and Wihardit, Kuswaya. 2008. *Classroom Action Research*. Jakarta: Universitas Terbuka.
- [11] Nurabadi, A., Gunawan, I., & Sari, Y. L. (2019, December). The Application of Informal Supervision to Improve the Quality of Learning in Laboratory Schools. In the 4th International Conference on Education and Management (COEMA 2019). Atlantis Press.
- [12] Sobri, A. Y., Bafadal, I., Nurabadi, A., & Gunawan, I. (2019, December). Validity and Reliability of Questionnaire Problematics Leadership Beginner School Principals. In the 4th International Conference on Education and Management (COEMA 2019). Atlantis Press.
- [13] Sumarsono, R. B., Kusumaningrum, D. E., Gunawan, I., Alfariha, M., Romady, M., Ariyanti, N. S., & Budiarti, E. M. (2019, December). Training on the Implementation of Cooperative Learning Models as an Effort to Improve Teacher's Performance. In the 4th International Conference on Education and Management (COEMA 2019). Atlantis Press.
- [14] Gunawan, I., Kusumaningrum, D. E., Triwiyanto, T., Zulkarnain, W., Nurabadi, A., Sanutra, M. F. A., ... & Yuantika, E. A. F. (2018, October). Hidden Curriculum and Character Building on Self-Motivation based on K-means Clustering. In 2018 4th International Conference on Education and Technology (ICET) (pp. 32-35). IEEE.
- [15] Gunawan, I., Suminah, S., Murdiyah, S., Andringrum, H., & Onenda, G. (2018, September). Improving Student Learning Achievement through Behavior Modification Approach. In 1st International Conference on Early Childhood and Primary Education (ECPE 2018). Atlantis Press.
- [16] Kusumaningrum, D. D. E., Ulfatin, N. N., Maisyaroh, M., Triwiyanto, T. T., & Gunawan, I. I. (2017, August). Community Participation in Improving Educational Quality. In 2nd International Conference on Educational Management and Administration (CoEMA 2017). Atlantis Press.
- [17] Sukawati, N. N., Gunawan, I., Ubaidillah, E., Maulina, S., & Santoso, F. B. (2020, November). Human Resources Management in Basic Education Schools. In 2nd Early Childhood and Primary Childhood Education (ECPE 2020) (pp. 292-299). Atlantis Press.
- [18] Gunawan, I., Bafadal, I., Nurabadi, A., & Prayoga, A. G. (2020, November). Identification of Themes in the Moral Debate Program as an Effort to Increase Work Integrity of Principal. In 2nd Early Childhood and Primary Childhood Education (ECPE 2020) (pp. 24-28). Atlantis Press.
- [19] Imron, A., Wiyono, B. B., Hadi, S., Gunawan, I., Abbas, A., Saputra, B. R., & Perdana, D. B. (2020, November). Teacher Professional Development to Increase Teacher Commitment in the Era of the Asean Economic Community. In 2nd Early Childhood and Primary Childhood Education (ECPE 2020) (pp. 339-343). Atlantis Press.
- [20] Gunawan, I., & Sari, D. N. (2019, December). Validity and Reliability of Character Education Internalization Instruments. In the 4th International Conference on Education and Management (COEMA 2019). Atlantis Press.