

# Flashbacks of Guidance and Counseling Services in Indonesia

Mellyn Yulia Ine Adesti <sup>1,\*</sup>, Nur Hidayah <sup>2</sup>, Diniy Hidayatur Rahman <sup>2</sup>

<sup>1</sup> Guidance and Counseling Department, Universitas PGRI Banyuwangi, Indonesia

<sup>2</sup> Guidance and Counseling Department, Universitas Negeri Malang, Indonesia

\* Corresponding author. Email: mellynyulia5@gmail.com

**Abstract:** In this study aims to: (1) find out what the history of guidance counseling; (2) know how the history of counseling guidance; (3) find out how the development of counseling guidance in Indonesia; and (4) know the problems that exist in counseling guidance in Indonesia. This research uses the literacy method. Research findings: flashbacks of guidance and counseling services in Indonesia are developed with existing values. Philosophically, humans have the potential to be developed as optimal as possible. Thus, Individuals will be more successful in learning if the teacher / lecturer applies the principles and provides guidance in learning time.

**Keywords:** history, development, counseling guidance

## 1. INTRODUCTION

In the 1975 curriculum a curriculum for high schools was implemented which contained several curriculum guidelines, one of which was Guidance and Counseling Guidelines. In the guideline Guidance and Counseling is one of the service areas in the school system starting from elementary to high school level, namely learning accompanied by Management and Guidance and Counseling services.

For elementary school level, guidance and counseling services have not been realized as expected, and no counselor has been appointed in elementary school, except perhaps in certain private schools (Gysbers & Henderson, 2014). For the secondary school level, the counselor's position was filled improvised including, when SPG (Sekolah Pendidikan Guru / teacher education school) was phased out beginning in late 1989, some of the SPG teachers who were not integrated into the LPTK environment as lecturers of the PGSD D-II Program, were also placed as supervisors, generally at High school.

Although the statutory provisions do not provide space, but because it is driven by a strong desire to strengthen the counselor profession, then driven by the counselor educators who served as academic staff in LPTK (Lembaga Pendidikan Tenaga Kependidikan / Educational Personnel Educational Institution), on December 17, 1975 in Malang the Association of Guidance Officers was established Indonesia (IPBI), which gathers counselors who graduate from the Undergraduate and Undergraduate Programs who work in schools and counselor educators who work in the LPTK, as well as various background counselors who serve as supervisors in the field.

## 2. METHOD

In research using the literacy method to analyze the flashbacks of guidance and counseling services in Indonesia so that humans have the potential to be developed as optimal as possible. The literature review presented here is intended to provide clues as to which elements of the literature review should be considered by researchers so that the quality of their research findings can be assessed. Basically, a literature search or literature research is carried out to find out some important things related to the topic or research problem to be discussed. Reviewing the literature not only identifies research questions and theories, but also links research questions, results, and theoretical discussions as they apply to the existing literature.

## 3. RESULTS

In the problem of exploration and analysis, a number of components related to the topic raised will be discussed, namely the flashback of guidance and counseling in Indonesia. At the end of President Soekarno's era, the 1964 Education Plan or the 1964 Curriculum emerged. The focus was on developing creativity, taste, intention, work, and morals (*pancawardhana*). Subjects are classified in five groups of areas of study: moral, intelligence, emotional or artistic, skills, and physical. Basic education places more emphasis on knowledge and practical functional activities (Mudyahardjo, 2001). At the secondary education level there are known vocational schools (STM, SMEA, etc.) and Public High Schools (SMU) which consist of several majors. The selection of

majors based on students' talents, interests and abilities is the background of the FKIP conference held at IKIP Malang on 20-24 August 1960 (Prayitno, 2004). The results of this conference formulated the discourse on Guidance and Compliance in Schools.

So that the next step, in 1964 was established guidance and counseling departments in several IKIP in Indonesia (including IKIP Bandung and IKIP Malang, then followed by other IKIP) (Prayitno, 2004). After the establishment of the guidance and counseling department, an obstacle occurred when the graduate entered the school as a mentor, namely the implementation of guidance in schools was still considered not so important.

Furthermore, in the 1975 curriculum a curriculum for high schools was implemented which contained several curriculum guidelines, one of which was Guidance and Counseling Guidelines. In the guideline Guidance and Counseling is one of the service areas in the school system starting from elementary to high school level, namely learning accompanied by Management and Guidance and Counseling services.

On December 17, 1975 the National Guidance I Convention was held in Malang which resulted in the decision to establish the Indonesian Guidance Officers Association (IPBI). IPBI brings together counselors who graduate from the Undergraduate and Undergraduate Programs who work in schools and counselor educators who work in LPTK, in addition to counselors with various backgrounds who are de facto serving as tutors in the field. In addition, the drafting of IPBI Statutes / By-Laws, the code of ethics for counselor positions, and the work program for the 1976-1978 period and continued with several conventions and congresses held in succession in Salatiga, Semarang, Bandung, Yogyakarta, Denpasar and Bandung (Prayitno, 2004).

When the provisions regarding the Teaching Deed are enforced, there are no provisions regarding "Counselor Deed". Therefore, a solution is sought so that counselors who graduate from the Guidance and Counseling study program can also be appointed as civil servants, namely by requiring undergraduate students of Guidance and Counseling to take a minor program so that they can teach 1 field of study.

**Table 1 Number, Needs, and Weaknesses of Guidance and Counseling Teachers in Middle and High School Levels in Indonesia in 2015/2016**

No.	Province	Junior High School			High School		
		Need	Available	Deficit	Need	Available	Deficit
1	DKI Jakarta	2.468	1.201	1.267	1.035	411	624
2	Jawa Barat	11.938	3.040	8.898	3.851	938	2.913
3	Banten	2.844	579	2.265	1.105	236	869
4	Jawa Tengah	8.111	5.118	2.993	2.473	1.126	1.347
5	DI Yogyakarta	867	750	117	344	203	141
6	Jawa Timur	8.419	4.879	3.540	3.271	1.178	2.093
7	Aceh	1.318	336	982	896	168	728
8	Sumatera Utara	4.361	1.625	2.736	2.247	327	1.920
9	Sumatera Barat	1.430	761	669	909	380	529
10	Riau	1.675	543	1.132	910	171	739
11	Kepulauan Riau	527	87	440	231	34	197
12	Jambi	822	301	521	445	121	324
13	Sumatera Selatan	2.316	818	1.498	1.259	237	1.022
14	Bangka Belitung	381	104	277	147	27	120
15	Bengkulu	579	155	424	300	70	230
16	Lampung	2.109	941	1.168	914	264	650
17	Kalimantan Barat	1.520	297	1.223	707	117	590
18	Kalimantan Tengah	701	179	522	327	61	266
19	Kalimantan Selatan	802	455	347	382	126	256
20	Kalimantan Timur	1.016	166	750	416	107	309
21	Kalimantan Utara	199	49	150	96	16	80
22	Sulawesi Utara	797	118	679	340	39	301
23	Gorontalo	328	145	183	165	39	126
24	Sulawesi Tengah	853	235	618	424	72	352
25	Sulawesi Selatan	2.613	975	1.638	1.465	301	1.164
26	Sulawesi Barat	408	117	291	163	17	146
27	Sulawesi Tenggara	835	303	532	550	95	455
28	Maluku	634	90	544	423	88	335
29	Maluku Utara	393	16	377	214	19	195
30	Bali	1.306	738	568	544	189	355
31	NTB	1.201	968	233	662	215	447
32	NTT	2.110	497	1.613	1.040	195	845
33	Papua	763	141	622	346	74	272
34	Papua Barat	290	46	244	150	17	133
	<b>Indonesia</b>	<b>66.934</b>	<b>26.873</b>	<b>40.061</b>	<b>28.751</b>	<b>7.678</b>	<b>21.073</b>

In the meantime, IPBI continues to strive to increase the professionalism of its members, among others, by publishing Newsletters as a vehicle for professional communication even though it is unable to publish regularly, besides holding periodic meetings in the form of conventions and congresses. In 2001 at a congress in Lampung the Indonesian Guidance Officers Association (IPBI) changed its name to the Indonesian Guidance and Counseling Association (ABKIN).

The development in the following year was quite encouraging with the issuance of various government regulations supporting the implementation of the Guidance and Counseling, one of which was the Minister of Education Regulation No. 28/2007 concerning the Academic Qualification Standards (AQS) and Counselor Competencies (CC). In the AQA and CC it is stated that the academic qualifications of counselors in education units in the formal and non-formal education pathways are: (1) Bachelor of Education (S1) in the field of Guidance and Counseling; and (2) educated professional counselor. The AQA and CC also stated that the counselor's academic and professional competencies can be mapped and formulated in pedagogical, personal, social, and professional competencies that are manifested in 17 competencies. Furthermore, Minister of Education Regulation Number 39 of 2009 regarding the Fulfillment of Teacher Workload and Education Unit Supervisors also includes the workload of BK (Bimbingan dan Konseling / Guidance and Counseling) teachers, namely the teaching load of BK teachers is to provide guidance and counseling for at least 150 students per year in one or more Mochamad education units (Nursalim, 2015).

In 2014, two Permendikbud (Regulation of the minister of education and culture) were issued which further established the existence of the guidance and counseling profession, namely Permendikbud Number 64 of 2014 concerning specialization and Permendikbud Number 111 of 2014 concerning Guidance and Counseling in Primary and Secondary education. Both regulations were issued in order to support and succeed the implementation of the 2013 Curriculum.

In Permendikbud Number 64 of 2014 concerning Specialization it is stated that the main role of counselors / counselors is to provide recommendations for students to choose 3 subjects from 4 subjects available in each specialization group. In addition, counselors / counseling teachers have the duty to provide recommendations to students who want the transfer of an academic specialization group and provide recommendations for students who will continue to high school and vocational school. Meanwhile, Permendikbud Number 111 of 2014 regulates the Implementation of BK in the Implementation of the 2013 Curriculum which explains that the counselor is a professional educator who is a graduate of BK and PPG BK / K. Guidance and Counseling services can be provided inside and outside the classroom equivalent to 2 hours of study. The implementation of BK in elementary school and

equivalent is carried out by counselors or BK teachers to support 150 students per year.

And there are also data submitted by the Ministry of Education and Culture (2016) through the Center for Education and Culture Statistics Data saying that the needs of Guidance and Counseling Teachers for junior and senior high school levels are still very much. Data on the number of Guidance and Counseling Teachers at junior and senior high school levels will be described in the Table 1.

#### **4. DISCUSSION**

The problem learning model that is owned is in principle a learning model that requires students to ask their own questions through learning (Huang et. al., 2010). The problem learning model that is owned is a learning model that requires students to ask their own questions (Thobroni and Mustofa, 2012). The application of the problem learning model is: (1) the teacher explains the subject matter to the students; (2) the use of props to clarify the concept is highly approved; (3) the teacher provides sufficient practice questions; (4) students agree on 1 or 2 challenging questions, and students who agree must be able to solve them; this task can be done by a group; (5) at the next meeting, randomly, the teacher instructs students to share their findings in front of the class; in this case, the teacher can determine students based on the weight of the questions posed by students; and (6) the teacher assigns homework individually.

Counseling programs are very much needed in education. Because guidance and counseling is very important in educational reform. Why is that? Because the guidance and counseling program is complicated, all students must support to reach their potential so that they will acquire better students and more skills. For this reason, counselors are very important because they consider them as change agents who help individuals who believe or judge those who can influence them and then guide them into new ways of doing or thinking.

In fact, in our country, not all institutions or educational institutions create guidance and counseling programs, but a service. Hope everyone needs education based on guidance and counseling. This is also caused by one of them, the unavailability of a counselor or BK teacher in every institution and educational institution. Because guidance and counseling must be done by experts, not everyone can become a counselor.

Actually, guidance and counseling learning does not have to be done in the classroom, because of the nature of guiding and serving, guidance and counseling can be done on condition. Both inside and outside the classroom, both in BK learning or outside learning. Associated with education under the BK program is not in accordance with the time if it supports as a service instead.

Meanwhile, if discussed, the role of a BK teacher is more severe, because the phenomena and reality that occur in the world of education lately is the difference between

learning systems and methods with each student's personal psychology. The psychological condition of students is an important factor that influences the learning process and learning outcomes in fact what is discussed in connection with the curriculum and the applicable system. In this case the BK teacher is needed to help stabilize the psychological problems of students. From this arises thought about the importance of BK-based education because learning systems and models that do not require partiality towards psychological problems that have been explained by students do not comply with current humanitarian requirements. The current conditions are becoming more complicated and faced with social problems that are so complex.

In this case the problem is defined as a problem that is not routine, the solution is not yet known. Precisely problem solving is finding or finding ways of solving (finding patterns, rules, or algorithms). The syntax is: present the problem that meets the above criteria, students in groups or individually identify the patterns or rules that are presented, students identify, explore, investigate, suspect, and finally find a solution (Malmia et. al., 2019; Yew & Goh, 2016).

Problem-based learning model or more specifically Problem-based learning method (Problem Solving) according to Sudirman (1991) is a way of presenting learning material by making problems as a starting point for discussion to be analyzed and synthesized in an effort to find solutions or answers by students. This problem-based learning method (Problem Solving) is often called or also called the experimental method, reflective thinking method, or scientific method (Sudirman, 1991).

In learning, students will find it easier to find and understand difficult concepts if they talk with other friends about the problem. None can solve the problem alone. Group work helps students with a solution, experiences listening to other people's ideas, tries and then receives feedback for solving.

Based on several opinions about Problem Based Learning, it is concluded that Problem Based Learning is a learning activity that focuses on identifying and solving real, practical, contextual problems, in the form of problems with unclear or unclear solutions in student life as a central point of study to be solved (Larrier et. al., 2016). Through scientific procedures in learning, the activities of which are usually carried out in groups. The problems intended here are problems that exist and are experienced by students in their daily lives, according to the substance of the basic competencies of their respective subjects, for example problems of juvenile delinquency, violation of discipline, compliance with discipline, drug abuse, violation of norms poverty, healthy behavior, communication with others, expressing art and hobbies, and so on.

Problem Based Learning requires students to use the knowledge they have to implement, use it to solve various problems in their daily lives, seek knowledge to solve

problems and develop intellectual attitudes and skills to collaborate, share, care, be curious, and respect each other (Anazifa & Djukri, 2017). Understanding the Problem Based Learning model here is defined as learning that uses real problems in everyday life (authentic) that are open-ended to be solved by students to develop thinking skills, problem solving skills, social skills, skills for independent learning, and build or acquire new knowledge. This learning differs from conventional learning which rarely uses real problems or uses real problems only in the final stages of learning as an application of the knowledge that has been learned. The selection of real problems is carried out based on consideration of their compatibility with the achievement of basic competencies.

Thus, the problem-based learning method or problem-solving method (Problem Solving) is a learning method that seeks to discuss problems to find solutions or answers. As with teaching methods, problem solving methods are very good for developing scientific attitudes in students. With this method, students learn to solve a problem according to working procedures of the scientific method.

The steps of Problem Based Learning are in teaching and learning activities are as follows: (1) students are assisted by the teacher to prepare and summarize the problem to be studied; (2) students try to determine alternative solutions to the problem; (3) students gather information in accordance with alternative problems that have been determined; (4) students make conclusions; and (5) students present the conclusion. In this way students are expected to think and work according to scientific principles. This method is more appropriate for use in high class.

## 5. CONCLUSION

The development of education in Indonesia is influenced by many supra-systems including social, political, cultural, economic, philosophical and historical. This can be seen directly from the changes in the curriculum from time to time based on the characteristics of students and the need for education. Therefore, guidance and counseling have changed until the last period, namely the 2013 curriculum. Changes that can be observed are changes in the pattern of career guidance, Guidance and Counseling pattern 17, Counseling Pattern 17 Plus and Comprehensive Guidance and Counseling.

Each pattern has characteristics that are adapted to the prevailing education system. In addition, the development of guidance and counseling can be observed from the professionalization of guidance and counseling in Indonesia which has been championed by the BK Professional Organization (ABKIN now) through formal juridical recognition. Observing developments that occur, it is possible that there will be other changes to the Guidance and Counseling that will occur in the future.

## REFERENCES

- [1] Sudrajat Ahmad, *Pengertian, Pendekatan, Strategi, Metode dan Model Pembelajaran*, Bandung: Sinar Baru Algensindo, 2008.
- [2] Erman Amti dan Prayitno, *Layanan bimbingan dan konseling kelompok*, Padang: Jurusan Bimbingan dan Konseling Fakultas Ilmu Pendidikan Universitas Negeri Padang, 2004.
- [3] Mochamad Nursalim, *Pengembangan Profesi Bimbingan dan Konseling*. Erlangga: PT Gelora Aksara Pratama, 2015.
- [4] Muhammad Thobroni dan Arif Mustofa, *Belajar dan Pembelajaran*, Jogjakarta: Ar-Ruzz Media, 2012.
- [5] Gysbers, N. C., & Henderson, P. (2014). *Developing and managing your school guidance and counseling program*. John Wiley & Sons.
- [6] Huang, H. M., Rauch, U., & Liaw, S. S. (2010). Investigating learners' attitudes toward virtual reality learning environments: Based on a constructivist approach. *Computers & Education*, 55(3), 1171-1182.
- [7] Malmia, W., Makatita, S. H., Lisaholit, S., Azwan, A., Magfirah, I., Tinggapi, H., & Umanailo, M. C. B. (2019). Problem-based learning as an effort to improve student learning outcomes. *Int. J. Sci. Technol. Res.*, 8(9), 1140-1143.
- [8] Yew, E. H., & Goh, K. (2016). Problem-based learning: An overview of its process and impact on learning. *Health Professions Education*, 2(2), 75-79.
- [9] Anazifa, R. D., & Djukri, D. (2017). Project-Based Learning and Problem-Based Learning: Are They Effective to Improve Student's Thinking Skills?. *Jurnal Pendidikan IPA Indonesia*, 6(2), 346-355.
- [10] Larrier, Y. I., Hall, K., Linton, J. M., Bakerson, M., Larrier, I. M., & Shirley, T. S. (2016). Problem Based Learning: A Viable School Counseling Intervention to Promote Student Engagement with At-Risk High School Students. *National Teacher Education Journal*, 9(2).
- [11] Bafadal, I., Juharyanto, J., Nurabadi, A., & Gunawan, I. (2018, October). Principal Leadership and its Relationship with Student Learning Achievements: A Regression Analysis. In 3rd International Conference on Educational Management and Administration (CoEMA 2018). Atlantis Press.
- [12] Gunawan, I., Kusumaningrum, D. E., Triwiyanto, T., Zulkarnain, W., & Nurabadi, A. (2018, October). Hidden Curriculum and its Relationship with the Student Character Building. In 3rd International Conference on Educational Management and Administration (CoEMA 2018). Atlantis Press.
- [13] Gunawan, I. (2017, August). The Application of Instructional Management Based Lesson Study and its Impact with Student Learning Achievement. In 2nd International Conference on Educational Management and Administration (CoEMA 2017). Atlantis Press.
- [14] Kusumaningrum, D. E., Sumarsono, R. B., & Gunawan, I. (2016). Principal Empowerment Through Soft System Methodology Approach. 2nd ICET Theme: "Improving The Quality Of Education And Training Through Strengthening Networking", 195.
- [15] Gunawan, I., Kusumaningrum, D. E., & Sumarsono, R. B. (2019, December). Investigation of Principal Leadership Based on Pesantren: Descriptive Study about Implementation of Human Resources Empowerment Models Based on Soft System Methodology. In the 4th International Conference on Education and Management (COEMA 2019). Atlantis Press.
- [16] Andriningrum, H., & Gunawan, I. (2018, December). Cultivatation of Healthy Life for Students in School: A Literature Review. In International Conference on Education and Technology (ICET 2018). Atlantis Press.
- [17] Argadinata, H., & Gunawan, I. (2019, December). The Leadership of Pancasila in Education: Foundation for Strengthening Student Characters in the Industrial Revolution Era 4.0. In the 4th International Conference on Education and Management (COEMA 2019). Atlantis Press.
- [18] Saputra, B. R., Adha, M. A., Ariyanti, N. S., & Gunawan, I. (2019, December). Tips for Principal in Managing One Roof School (SATAP) in Underdeveloped Area. In the 4th International Conference on Education and Management (COEMA 2019). Atlantis Press.
- [19] Putri, A. A. F., Putri, A. F., Andriningrum, H., Rofiah, S. K., & Gunawan, I. (2019, December). Teacher Function in Class: A Literature Review. In 5th International Conference on Education and Technology (ICET 2019). Atlantis Press.
- [20] Bafadal, I., Sobri, A. Y., Nurabadi, A., & Gunawan, I. (2019, December). Standards of Competency of Head of School Beginners as Leaders in Learning Innovation. In 5th International Conference on Education and Technology (ICET 2019). Atlantis Press.