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# Guidance and Counselling: A Comparison between Indonesia and Malaysia

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## Abstract

Education is an important aspect in the life of a country. It is so crucial that people even see it as a benchmark to measure the development of a country. Basically, education helps people to develop themselves in accordance with their nature, to choose the right direction in line with their potential, and to bring a diverse development towards the same goal as the human nature to become a whole person. To make real those functions of education, we need a system of education service in the education unit which relies not only on service-learning subjects/fields of study, but also on the special services which characterize psycho-education, i.e. service of guidance and counselling. The provision of guidance and counselling service cannot be separated from various factors. One of them is environment. Therefore, the provision of guidance and counselling service are different between one place to another place. It is influenced by several factors such as socio-cultural, environment, history, and so on. This article presents a comparison guidance and counselling between Indonesia and Malaysia, provides the history and development of guidance and counselling, issues and trends of guidance and counselling, guidance and counselling models, and the implementation of guidance and counselling models between both of the countries.

**Keywords:** Comparison, Guidance and Counselling, Indonesia, Malaysia

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## 1. Introduction

Malaysia and Indonesia are the two countries that having a clump of the same, adjacent territories, language that almost the same, as well as various cultural also almost the same. Based on the sameness, can be interwoven diplomatic relations between the countries. However, if not be addressed with good, it will be a conflict between both of them.

By sameness of them also, it is not impossible if all aspect in both of the countries having the similar characteristic include education aspect especially guidance and counselling service. The purpose of this paper is to present comparison guidance and counselling service in Indonesia and Malaysia. Thus, Malaysia can be an example of guidance and counselling development for Indonesia.

## 2. Guidance and Counselling in Malaysia

### 2.1. History and Development of Guidance and Counselling in Malaysia

The practice of giving and receiving assistance, advice and guidance is a familiar tradition within the Malaysian

society. However, the developments and advancements in the industrial, science and technology fields have rendered such traditional assistance and services insufficient to fulfil current requirements [1]. Today's daily crisis and pressures within the society require a more systematic and sophisticated form of support system [2]. As a result, guidance and counselling services were then introduced in schools to guide students especially in the form of career guidance, and to overcome social problems arising from the rapid economic changes within the country. From time to time, the services rendered by guidance and counselling underwent improvements in order to cater for not only the academic or career development of students, but more importantly to ensure students' future psychosocial and mental well-being.

Guidance became an integral part of education aimed at promoting or stimulating the gradual development of the ability to make decisions independently without undue influenced from others. However, because of the lack of financial and human resources, the guidance plans went awry. The guidance and counselling movement reached Malaysia through the work and leadership of the counselling profession in the United States as it did in most of the world. In 1963, the Malaysian Ministry of Education accepted the importance of school guidance in its schools [3].

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The following historical development of the guidance and counselling services in Malaysian schools is based on the following references: government circulars and directives issued by the Ministry of Education [4].

- a. 1963 - Eleven education officials from every State Education Department followed a six-month course conducted by a guidance consultant from Canada.
- b. 1964 - The course participants would act as trainers and return to their respective states and conduct courses for selected senior teachers of secondary schools. These senior teachers would then deliver the information received to teachers in their respective schools. The guidance and counselling services became more organised. The Ministry of Education then directed school principals to appoint a guidance teacher to head the school Guidance and Counselling Services Unit (KP5209/35(4), 1964).
- c. 1966 - Buku Perkhidmatan dan Panduan di Sekolah (School Guidance Services Book) was published by the Ministry of Education and Dewan Bahasa dan Pustaka to be referred to when providing guidance services
- d. 1968 - The English version of the School Guidance Services Book was published. With reference to circular KP5209/30(13) from the Ministry of Education, dated 1 September 1968, all schools must appoint a guidance teacher who would be given only 25 periods of academic workload per week.
- e. 1975 - With reference to circular KP8548/4/75 from the Ministry of Education, dated 5 September 1975, the guidance teacher was required to provide counselling services and advice to students who were caught smoking within the school compound. This was to hinder students from being involved in drug abuse.
- f. 1976 - With reference to circular KP(BS)8548/4/1/Vol.II (49) from the Ministry of Education, all schools were required to provide a special room to facilitate career and guidance services to students.
- g. 1979 - The roles of the guidance teacher covered 21 job functions of duties including academic advice, personal guidance and efforts to prevent drug abuse among students. With reference to circular KP(BS)8548/4/Jld. IX/(1) from the Ministry of Education, dated 17 January 1979, principals were directed to ensure that counsellors play active roles in schools.
- h. 1980 - The Career and Guidance Unit was renamed Guidance and Counselling Unit. The guidance teacher was also responsible for overcoming discipline problems in schools. Their duties now involved 22 job functions.
- i. 1982 - With reference to circular KP(PP)0050/117/Jld. 2 (1) from the Ministry of Education, the workload of a guidance teacher was decreased to 12 periods weekly. The support provided by the ministry was aimed to ensure that students will benefit from the guidance and counselling services provided.
- j. 1984 - The Ministry of Education launched the book "Panduan Pelaksanaan Khidmat Bimbingan dan Kaunseling di Sekolah" (Guidelines for the Implementation of Guidance and Counselling Services in Schools). The guidelines stated the concept, philosophy, ethics and ten categories of guidance services. It became a guide to school counselors in managing effective guidance and counselling programs in schools.
- k. 1985 - 888 guidance teachers were appointed as counsellors. 17 of them had obtained master degree in the counselling field.
- l. 1993 - A revised edition of the book *Guidelines for the Implementation of Guidance and Counselling Services in Schools* was published.
- m. 1996 - With reference to circular KP(BS-HEP)8543/60/(91) from the Ministry of Education, dated 18 March 1996, full-time counsellors were appointed in secondary schools. The work scope, responsibilities, and roles of full-time counsellors were clearly defined to ensure effectiveness. The counsellors-student ratio was suggested at 1:750. With reference to circular KP(BS)8591/Jld.VIII/35 from the Ministry of Education, dated 11 July 1996, full-time counsellors were directed to adhere to office hours from 8.00 a.m. till 4.00 p.m. Their responsibilities included 22 job functions covering five major areas.
- n. 2003 - The Ministry of Education proposed that the counsellor-to-student ratio be 1:500.
- o. 2004 - A total of 1 400 secondary schools throughout Malaysia have full-time counsellors. In the primary schools, the number of full-time counsellors was 3 400.
- p. 2008 - Following the circular released in 1996, all schools were directed to ensure effective guidance and counselling services were provided. With reference to circular KP(BPSH-SPPK) 601/3 Jld. 3 (23) from the Ministry of Education, dated 17 December 2008, counsellors were expected to provide services according to the school sessions. One of the compulsory programs to be carried out was personality and emotional development for the students.
- q. 2012 - With reference to circular KP(BPSH-SPPK) 201/005/02 Jld. 4(5) from the Ministry of Education, dated 16 April 2012, the services provided was reengineered to focus on students' personality development and discipline. These efforts are aimed at developing students who are knowledgeable, skilled, humane in nature and with a sense of moral values.

## 2.2. Current Issues and Trends in Malaysia

According to International Seminar and Workshop in Guidance and Counselling held in Bandung, Indonesia on 15<sup>th</sup>-16 August, the current issues and trends in Malaysia such as:

- a. Efforts are now being geared to the development of students' mental balance and soundness through continuous GCS.
- b. GCS in schools establishes its importance towards the development of individuals who are socially and spiritually balanced.

- c. In Malaysia, GCS are recognized as an integral part of the total educational program and as effective means to maximize student success and student positive behaviour.
- d. The continuous improvement and revision of school GCS are needed in ensuring quality professional services are maintained.

### 2.3. Guidance and Counselling Models in Malaysia

Most of the schools in the United States utilized a comprehensive guidance and counselling services in the implementation of guidance and assistance [4,5]. One of the important comprehensive programs used by the American School Counsellor Association (ASCA) is the Missouri Comprehensive Guidance Program, also known as the Missouri Model. In the early 1970s, the comprehensive program introduced in schools was aimed to re-orientate existing guidance and counselling services and to assist students in their life-career development. The counsellor's role was to develop students' knowledge and skills through structured experiences designed to support them in developing the skills necessary to function as responsible and productive citizens. The emphasis on activities such as counselling sessions, information assessment, placement and follow-up, guidance and counselling services were less focused towards administrative and clerical job functions.

The national model developed by ASCA placed importance on three areas of student development; academic development, career development and personal/social development [4,5]. The comprehensive programs which are proactive and preventive in nature, provides a guideline to the counselling services in schools to ensure improvement of students' performance (ASCA, 2012; Connecticut State Department of Education, 2008; Utah State Office of Education, 2008). There are four components based on this model which forms the program framework, (1) the foundation; (2) management; (3) accountability; and (4) delivery. The main focus is the delivery system, which accounts for at least 80% of overall program activities. As such, ASCA proposed that the counsellor-to-student ratio at 1:250 to ensure optimum efforts can be delivered by counsellors. The school counselling program's delivery system uses on two aspects: (1) direct services which include school guidance curriculum, individual planning, responsive services, and (2) indirect services which include counselling activities, consultation and referral. In addition, the guideline also listed activities which are suitable or unsuitable to be included in such programs. Effective school counsellors are those who can provide counselling services that enable students to develop their potential, identify and provide solutions to problems and assist students in implementing individual learning plan directed toward identifying and achieving future academic and career goals. Similar to the Missouri Model, ASCA National Model also emphasizes collaborative efforts between counsellors, parents and

teachers to provide a conducive environment that promotes students success.

Today, the focus of guidance and counselling services in schools has changed from the three areas (academic, career, and psychosocial) to the following: (1) personality development; (2) discipline; (3) career education; and (4) psychosocial and mental health. Counsellors need to design activities and intervention services that can instil moral values and good discipline among students. Also, counsellors need to coordinate activities that can promote socialization, emotional management and positive thinking among students. Among the activities that can be organized are administration of student profile, preventive education, consultation with parents, individual and group counselling and dissemination of information. With reference to circular KP(BPSH-SPPK) 201/005/02 Jld. 4(5) from the Ministry of Education, dated 16 April 2012, 90% of a counsellor's responsibility is to be given to guidance and counselling services and the remaining 10% can be for outside school activities. Schools counsellors need to collaborate with many stakeholders to ensure a quality and effective counselling program. School administrators provide vital support for the implementation of the counselling program by allowing the time, facilities and resources to facilitate the process.

## 3. Guidance and Counselling in Indonesia

### 3.1. History and Development of Guidance and Counselling in Indonesia

The history of guidance and counselling in Indonesia began on 1908 when Frank Parson who has known as "father guidance" in United States helping teenagers from graduate school to voted and entered their job. This movement continued by John Dewey, Alfred Binet, E.G. Williamson and Carl Rogers. In Indonesia guidance and counselling services attended with a time line as follows:

- a. 1958: Informally guidance and counselling introduced by Dr Tohari Musnamar in senior high school in Yogyakarta.
- b. 1960: Conference of faculty of teacher training and education was held on. At this moment guidance and counselling was included to curriculum in faculty of teacher training and education.
- c. 1964: Establishment of guidance and counselling in institutions of teacher training and education such as in Bandung and Jakarta
- d. 1971: Development of guidance and counselling in several cities in Indonesia such as Malang, Surabaya, Jakarta, Bandung and Yogyakarta.
- e. 1975: Establishment of a bond officers guidance Indonesia and held first convention in Malang.
- f. 1977: Second convention and first congress in Malang
- g. 1978: Teacher training especially for guidance and counselling teacher or counsellor.
- h. 1987: The act number 2 year 1987 about national education system and government regulation number 29

about implementation of service guidance and counselling in high school

- i. 2003: Renewal act number 20 year 2003 about national education system
- j. 2008: Regulation of National Education Ministry number 27 year 2008 about standard academic qualifications and counsellor competencies
- k. 2014: Minister of National Education and Culture Regulation number 111 year 2014 about guidance and counselling in primary education and secondary education.

### 3.2. Current Issues and Trends in Indonesia

Globalization is the process by which the world is interconnected through technology and powerful infrastructure for the purpose of communicating and managing resources. Globalization seems to talk about several vibrant phenomena which ensure two major components. Firstly, they function across national boundaries and secondly, they result in higher incorporation or interdependence of human societies.

This phenomenon characterized by discourses and kind of awareness such as : 1) depends on science and technology; 2) trade; 3), power of global phenomenon; 4) democracy; 5) human rights; 6) environment; 7) gender equality; and 8) multiculturalism. This situation needs guidance and counselling services with comprehensive approach. Thus, trends and issues of guidance and counselling in Indonesia as follows:

- 1). Utilization of technology in guidance and counselling service

One of the problem to face the ASEAN Economic Community is not only readiness of government or human resources, but also the challenge about technology of information and communication that almost developed rapidly.

In accordance rapidly the development of technology, the human resources is required for a good scale in all fields. Good scale in education will be helped by technology and communications. It means that, education has a great chance to use it. One of them in guidance and counselling services. The development of technology can be used to support the activities of the services performed by counsellor to the students at the school like as cyber counselling as alternative uses of technology in the process of counselling services.

- 2). Guidance and counselling in non-formal aspect.

Development of guidance and counselling service in Indonesia began in educational settings, so that the framework basically in education field. One characteristic that appears, that guidance and counselling is a pedagogical effort because it is inseparable from the history. Guidance and counselling service in non-formal education is inseparable from the concept of education for the community, counsellor competencies, professional identity and practice area. For example, guidance and counselling department in

Universitas Ahmad Dahlan, Yogyakarta, Indonesia has some subject that out of formal education like guidance and counselling for child with special needs, family counselling, and disaster counselling.

### 3.3. Guidance and Counselling Models in Indonesia

Guidance and counselling paradigm considers that every learner/counselee has the potential to develop optimally [6]. Optimum development is not limited to the achievement of achievement in accordance with the intellectual capacity and interests, but as a developmental condition that allows learners are able to make choices and decisions in responsibility and adaptability to the dynamics of their life.

Each learner/counselee differ from one another in terms of intelligence, talents, interests, personality, physical condition and family background as well as their learning experience. The differences, illustrates us the variation needs as a whole and optimal development through guidance and counselling services. Guidance and counselling services include activities that are preventative, repair and healing, maintenance and development.

Guidance and counselling services as professional services held in the educational unit includes program components, field service, structure and program services, activities and time allocation service. Components of the program include basic services, service specialization and individual planning, responsive services, and support systems, while the service area consists of fields of personal, social, learning, and career. Components of the program and service areas poured into the annual and semi-annual program by considering the composition, proportion and time allocation services, both inside and outside the classroom. The work program of guidance and counselling services is based on the results of the analysis of the needs of learners/counselee and structure of the program by using systematics minimum, include: rational, vision and mission, a description of the need, the program components, field service, operational plans, development of themes/topics, development of plan service programs, evaluation-reporting of follow-up, and budget.

### 3.4. Implementation of guidance and counselling in Indonesia: A comparison with Malaysia

Based on the comparison of guidance and counselling services between Indonesia and Malaysia, the implementation of which can be done for guidance and counselling services in Indonesia are as follows:

#### 3.4.1. Cyber Counselling

Development of technology, the interaction between counsellor and counselee not only passed through face-to-face but can also be done via the internet in the form of "cyber-counselling". Guidance and counselling services is one of the innovative models of counselling services in an effort to show the services that are practical and can be done anywhere as long as there is a connection or connected to the internet.

Cyber counselling is a professional counselling practice and delivery of information that occurs when counselee and counsellor are separated and they communicate by utilizing electronic equipment through the internet (NBCC-National Board for Certified Counsellors). E-counselling services (cyber-counselling) is not confined to individual counselling, but expanded into all guidance and counselling services [7]. Not only online counselling through the Internet, but also all aspects of the use of information technology and other communications in the administration of guidance and counselling.

#### 3.4.2. Community Counselling

Definition of counselling in the context of community counselling emphasis on the personal situation, social and family. Counselling as an effort to help individuals, families or groups in the interactions that developed between the counselee-counsellor [8]. Counselling in this context will seek to build understanding of the problem in intrapersonal and interpersonal then constructed to the form of goals in helping to make decisions reflect the needs, interests and abilities of individuals, families or groups by using sources of information and resources as procedures relating to personal, social, emotional, educational and vocational development and adjustment. Setting of the practice of community counselling services within the scope of the public at large, which includes:

- a. Mental health centres
- b. Family counselling services
- c. Counselling for child abuse
- d. Counselling service for elderly

- e. Programs of psychosocial rehabilitation
- f. Counselling career (career counselling agencies),
- g. Counselling in military settings
- h. Private Practice
- i. Other settings; such as hospitals, community colleges, residential, community service centre.

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