

Evaluation and Strategic Enhancement of School Counselors' Accountability: A Qualitative Case Study Based on the M.E.A.S.U.R.E Framework at MTs Negeri in Bogor City

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ABSTRACT

Purpose – This study aims to evaluate the implementation of counselor accountability at MTs Negeri Kota Bogor and formulate evidence-based strategies to strengthen their professional practice. The research responds to systemic challenges in Indonesian public madrasahs, where high student-to-counselor ratios, limited facilities, and fragmented institutional support hinder effective counseling services aligned with national policy goals.

Design/methods/approach – A qualitative intrinsic case study approach was employed, focusing on two key informants—a counselor and the school principal—through semi-structured interviews, direct observation, and document analysis. Thematic analysis was conducted using NVivo 12, guided by the M.E.A.S.U.R.E accountability framework (Dahir & Stone, 2003), with methodological triangulation and member checking to ensure credibility.

Findings – Findings indicate that while the counselor applies systematic planning and evaluation procedures, accountability practices remain constrained by structural barriers. Notable initiatives include weekly documentation, digital-based student needs assessment, and collaborative service integration into classroom learning. However, ineffective communication with parents, insufficient training in data use, and the absence of specialized supervision impede sustainable accountability.

Research implications – The findings support five actionable recommendations: (1) institutionalization of service-specific SOPs, (2) low-tech digital integration for reporting and assessment, (3) regular training in program evaluation and data utilization, (4) strengthened principal–counselor collaboration, and (5) strategic partnerships with external psychological service providers. These steps align with the goals of the *Kurikulum Merdeka* and Permendikbud No. 111/2014, and can inform national-scale policy refinements

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1. Introduction

Education is a deliberate and systematic effort to create a conducive and optimal learning environment. Its primary goal is to enable students to develop their full potential, encompassing spiritual strength, self-control, intellectual and emotional intelligence, noble character, and the essential skills required for life in society, the nation, and the state (Erwinsyah, 2017). Within the context of formal education, guidance and counseling (GC) teachers hold a strategic role as facilitators who assist students in achieving academic, personal, and social goals (Hidayani et al., 2023). This role becomes increasingly relevant under the Merdeka Curriculum, which emphasizes a holistic approach to student development, including the reinforcement of emotional and social competencies as integral components of the *Profil Pelajar Pancasila* (Pancasila Student Profile).



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The accountability of GC teachers is a critical factor in ensuring the effectiveness of their roles in schools. Accountability encompasses the professional responsibilities of GC teachers in the planning, implementation, and evaluation of service programs. It reflects the degree of reliability in delivering high-quality services to students, parents, and school stakeholders. Accountability refers to the ability to document the effectiveness of task implementation through data collection, analysis, and evaluation (Fairchild, 1994). National education policies, such as Ministry of Education and Culture Regulation No. 111 of 2014, align with this notion, emphasizing evidence-based approaches to support the comprehensive achievement of educational objectives.

At MTs Negeri in Bogor City, challenges such as student-teacher ratios exceeding the ideal standard, limited time, and the absence of systematic evaluation procedures present significant issues that affect the accountability of GC teachers. These teachers are expected to fulfill their roles amidst constrained resources, including limited access to modern technological tools. This condition underscores the necessity of evidence-based evaluations to identify deficiencies and develop strategic improvements in the accountability of GC teachers within this institutional setting.

This study analyzes GC teacher accountability through dimensions that reflect professional, administrative, and evaluative responsibilities. The M.E.A.S.U.R.E framework serves as the conceptual foundation to examine the interrelationship between the planning, implementation, and measurable outcomes of counseling service programs (Dahir & Stone, 2003). This approach enables a comprehensive evaluation of accountability by integrating individual performance indicators with institutional expectations and national education policies.

Previous research highlights the importance of GC teacher accountability in enhancing educational quality. The M.E.A.S.U.R.E framework connects the mission of counseling programs with educational goals through data-driven analysis (Dahir & Stone, 2003). The use of evaluation instruments such as SCoPES is supported to assess the effectiveness of GC teachers' performance (Whiston & Aricak, 2008). In the Indonesian context, accountability involves setting clear objectives, managing resources efficiently, and conducting routine evaluations of work outcomes (Nisya et al., 2023). However, challenges such as inadequate technical training and limited support from school principals remain significant barriers.

Accordingly, this study aims to evaluate the implementation of GC teacher accountability at MTs Negeri in Bogor City, identify the challenges encountered, and develop evidence-based strategies to enhance accountability. The findings are expected to contribute both theoretically and practically to strengthening the accountability of GC teachers in schools with similar characteristics.

2. Methods

This study employed a qualitative approach with an intrinsic case study design (Stake, 1995), aimed at conducting an in-depth evaluation of the accountability practices of Guidance and Counseling (GC) teachers at MTs Negeri in Bogor City and formulating evidence-based strategies for improvement. This approach was selected due to the research's focus on a specific case characterized by unique features and high relevance to the national discourse on the professionalism of GC services in public junior secondary schools. Intrinsic case studies are effective in exploring complex and context-bound phenomena in depth (Creswell & Poth, 2018).

2.1. Research Participants

The study involved five active GC teachers at MTs Negeri Bogor City, the school principal, and two vice principals in charge of student affairs. Participants were selected purposively based on their direct involvement in the planning and implementation of GC services, as well as their strategic roles in school policymaking and supervision. Inclusion criteria included a minimum of

three years of professional experience and direct participation in the evaluation processes of GC programs. Participation was voluntary and adhered to principles of confidentiality and research ethics.

2.2. Data Collection Techniques and Instruments

Data were collected using three primary methods:

- a. Semi-structured interviews, guided by an interview protocol developed based on the accountability dimensions of the M.E.A.S.U.R.E framework (Dahir & Stone, 2003) and the service evaluation principles outlined in Ministry of Education and Culture Regulation No. 111 of 2014.
- b. Direct observations of counseling service implementation, documentation of activities, and interactions between GC teachers, students, and school stakeholders.
- c. Document analysis, including GC work programs, monthly reports, student assessment forms, and internal school evaluation instruments.

All instruments were validated through expert judgment by two academics in the field of guidance and counseling and one educational practitioner to ensure content validity.

2.3. Data Analysis Technique

Thematic reflective analysis (Braun & Clarke, 2006) was employed, involving stages of open coding, categorization, theme identification, and thematic narrative construction. The analysis process was facilitated by NVivo 12 software to manage qualitative data, particularly in code labeling and thematic organization across participants. Method and source triangulation were applied to enhance the validity of findings, and member checking was conducted to ensure participant confirmation and accuracy of interpretations.

2.4. Ethical Considerations

This research received formal approval from the university authorities and ethical clearance from the Research Ethics Committee of Universitas Pendidikan Indonesia (Clearance No. 95/UN40.K/PT.01.01/2025). Prior to data collection, participants were provided with comprehensive information about the study's objectives, procedures, and their rights, and they signed informed consent forms. All participant identities were anonymized to ensure confidentiality and protect their privacy.

3. Results

The findings of this study are thematically organized based on the accountability dimensions adapted from the M.E.A.S.U.R.E framework (Dahir & Stone, 2003), which include: *Mission*, *Evaluation*, *Access*, *Strategy Use of Data*, *Utilization of Results*, and *Reflective Practice*. The narrative focuses on two primary informants, EM (a GC teacher) and AT (the principal), who serve as key data sources representing accountability practices at MTs Negeri Bogor City.

3.1. Implementation of Accountability by GC Teachers

The implementation of accountability among Guidance and Counseling (GC) teachers at MTs Negeri Bogor City exhibits a relatively systematic work structure. EM stated, "I design service programs based on students' needs, both for prevention and personal development." This process begins with needs assessments using the *AKPD* (Student Needs Questionnaire) and the *ITP* (Developmental Tasks Inventory).

Program planning is aligned with the school's vision and mission. As AT affirmed, “We provide input into the GC program to ensure its alignment with the school's development direction.” The program implementation follows sequential stages: planning, execution, and evaluation.

Accountability is demonstrated through the use of *POP BK* (Operational Guidelines for GC Services) as the official reference. EM explained, “We use the POP BK as our guideline to ensure services adhere to regulations.” Activities are documented in both annual and ad hoc reports, which are also presented during parent meetings.

Program evaluation is conducted after each service cycle and at least once annually. “We usually evaluate after the service period ends and revise the program if there are shortcomings,” EM reported. These findings indicate integration of the *Use of Data* and *Evaluation* dimensions within the GC teachers' accountability practices.

3.2. Barriers to Task Implementation

While the previous section highlighted organized practices, this section focuses on tangible challenges that hinder optimal accountability.

A primary challenge is the excessive student load. EM shared, “The number of students I handle is overwhelming, making it difficult to provide individualized attention.” GC teachers also face additional duties beyond counseling. “Sometimes we're assigned to other roles, such as event committees or administrative tasks,” she added.

Time constraints also pose a significant barrier, especially regarding program documentation. “Time between programs is very limited, so I sometimes can't complete documentation promptly,” said EM.

Regarding facilities, EM noted that although a counseling room is available, it is not optimal: “We need a more comfortable space so that students feel safe during sessions.” Additionally, communication with parents remains ineffective. AT remarked, “Parents often cannot attend meetings, and we don't yet have an online mechanism to share reports flexibly.”

These barriers reflect issues within the *Access* and *Reflective Practice* dimensions of the M.E.A.S.U.R.E model.

3.3. Strategies to Enhance Accountability

In response to these challenges, GC teachers and the principal have formulated several improvement strategies. EM noted, “We've started documenting activities more systematically and preparing weekly reports to monitor progress.”

The principal emphasized the importance of SOPs: “We support the GC teachers in developing more structured service procedures, including in result reporting.” This aligns with administrative and evaluative accountability practices.

Technology use has also been introduced. “We utilize digital platforms like WhatsApp and Google Forms for student assessments,” EM explained. These tools enable faster and more flexible reporting, despite challenges such as internet connectivity and limited access to communication devices among students.

An innovative service approach involves curricular integration. “We incorporate GC content into lessons to help students understand their learning styles,” EM elaborated. This practice demonstrates cross-functional integration and strategic use of assessment results.

Moreover, data from IQ, interest, and aptitude tests—obtained through collaboration with external institutions—are used to design more personalized service programs. “These institutions are highly cooperative, and the data they provide significantly aid our planning,” EM added.

Training needs have also been identified as a component of accountability enhancement. EM emphasized, “We need training in administrative and program management, as well as professional methods for evaluating services.”

3.4. Collaboration and Institutional Support

The implementation of GC teacher accountability is closely tied to institutional support within the school. EM acknowledged the value of collaboration with the principal: “The principal provides space and guidance from program initiation through evaluation.”

Efforts to engage parents are made through school meetings, although AT acknowledged limitations: “Parents are difficult to reach due to their busy schedules. This remains a challenge for us.”

School supervisors also provide general oversight of service implementation. “Although they don’t specifically monitor GC services, their presence helps maintain performance standards,” AT noted. This highlights the need to strengthen the role of supervisors specifically tasked with GC service monitoring to ensure more targeted accountability evaluation.

Table 1. Thematic Summary of Research Findings on GC Teacher Accountability at MTs Negeri Bogor City

Main Theme	Subtheme	Key Findings Description	Narrative Source
Accountability Implementation	Planning and Execution	Programs are designed based on student needs assessment and guided by POP BK	EM, AT
	Evaluation and Documentation	Evaluations conducted post-program and annually; results documented and reported	EM
Barriers to Task Execution	Student Ratio and Extra Duties	High student load and additional non-GC tasks reduce service effectiveness	EM
	Facilities and Communication	Inadequate counseling room; challenges in parent communication	EM, AT
Accountability Strategies	Documentation and SOP	Weekly reports and SOP development in collaboration with school leadership	EM, AT
	Technology and Innovation	Digital tools for assessments and integration of GC topics in academic subjects	EM
	Training and Data Support	Need for management training and use of external test data	EM
Institutional Collaboration	Principal Support	Active involvement of principal from planning to evaluation stages	EM, AT
	Supervisory Oversight	General supervision provided, but GC-specific oversight is still lacking	AT

4. Discussion

This study aimed to evaluate the implementation of accountability among Guidance and Counseling (GC) teachers at MTs Negeri Bogor City and to develop evidence-based strategies for its enhancement. The findings reveal that, although a systematic framework for service delivery exists, its implementation is constrained by structural and operational challenges that impact the overall dimensions of accountability. This discussion explores the conceptual and practical implications of the findings and offers a critical reflection on accountability practices within the M.E.A.S.U.R.E framework.

The implementation of accountability by GC teachers demonstrates a work structure aligned with professional principles, such as needs-based program planning, adherence to official guidelines like the POP BK, and regular, documented reporting. These practices reflect the integration of the Mission, Strategy, Use of Data, and Evaluation dimensions within the M.E.A.S.U.R.E framework (Dahir & Stone, 2003), indicating that teachers have internalized their strategic role in supporting institutional educational objectives. Similar findings indicated that the 'Define' component, when linked to ethical codes and intervention manuals, forms a strong foundation for accountability, especially for students at risk of dropping out (Moshidi & Jusoh, 2021).

However, there exists a disparity between individual professional capacity and the institutional realities encountered. A student-to-teacher ratio that exceeds the ideal standard, the assignment of additional non-counseling duties, and constraints in time and facilities highlight structural pressures that hinder the effective realization of Access and Reflective Practice dimensions (Hapsari, 2019). These findings show that while services may have a positive impact, high student loads and lack of structured time for counseling activities weaken service outcomes (Fitri & Yarni, 2024). The lack of uniform SOPs and limited technological integration further emerge as key barriers to effective accountability in counseling service management (Fitri & Yarni, 2024).

The evidence supports previous conclusions that accountability is not solely contingent upon personal competence but also depends on a supportive ecosystem that enables ongoing reflection, improvement, and equitable access to services (Dimmitt et al., 2007). Data-driven practices are crucial for demonstrating effectiveness and guiding improvements, yet many counselors lack sufficient training in evaluation methods (Astramovich & Coker, 2007). Practical models such as the Accountability Bridge are therefore recommended to connect evaluation with stakeholder reporting (Astramovich & Coker, 2007).

These findings are consistent with previous studies that emphasize accountability as a central component of effective guidance and counseling (GC) services (Nisya et al., 2023; Yuliansyah et al., 2021). Successful implementation of accountability is determined by goal clarity, resource management, and systematic evaluation (Nisya et al., 2023; Yuliansyah et al., 2021). Compared to evaluation models based on formal instruments such as SCoPES, the evaluation process at the madrasah level remains largely narrative and has yet to fully utilize standardized tools (Whiston & Aricak, 2008). This misalignment underscores the need to adapt evaluative approaches to local capacities without compromising procedural validity (Whiston & Aricak, 2008). Technology-based process evaluation systems have been shown to improve accountability by offering simple and accessible tools for GC teachers to enhance reporting and interpretation of outcomes (Yuwono, 2023).

This study extends the understanding of the M.E.A.S.U.R.E framework by emphasizing that GC teacher accountability is not solely dependent on individual performance but also on the coherence of policy, leadership, and organizational culture at the school level (Lesmana & Rahmadhani, 2024). Principal leadership significantly influences counseling accountability, particularly through supervision, facility provision, and fostering a supportive school climate (Lesmana & Rahmadhani, 2024). The

importance of counselor leadership in driving accountability through program audits, results-based assessment, and stakeholder engagement is also acknowledged (Sink, 2009).

Furthermore, user perceptions and community expectations play a key role in shaping accountability practices (Fatmawati & Murfi, 2025; Hidayani et al., 2023). When discrepancies between expectations and services emerge—particularly concerning infrastructure and responsiveness—stakeholder trust and satisfaction tend to decline (Fatmawati & Murfi, 2025; Hidayani et al., 2023). Despite increased involvement in accountability efforts, counselors still face challenges related to data relevance and methodological competence (Fairchild, 1994).

The theoretical contribution of this study lies in identifying the tension between the ideal framework of accountability and the operational realities faced by teachers, especially in resource-constrained schools. This supports the assertion that accountability must integrate strategic planning with measurable impact (Dahir & Stone, 2003), and aligns with the model in which program and contextual evaluation cycles converge through transparent reporting (Astramovich & Coker, 2007).

Based on the findings, several practical recommendations can be proposed. First, the formulation and enforcement of structured SOPs for GC services should be prioritized to maintain process consistency and standardization (Fitri & Yarni, 2024). Second, the use of accessible technologies—such as WhatsApp and Google Forms—can provide efficient solutions for needs assessment and activity reporting, especially under time constraints (Yuwono, 2023). Third, regular training in program management and data-based evaluation should be facilitated to strengthen the reflective capacities of GC teachers (Dimmitt et al., 2007; Sink, 2009). Fourth, sustained collaboration between GC teachers and school principals must be enhanced through technical mentoring and supportive policies (Lesmana & Rahmadhani, 2024). Finally, partnerships with external institutions that provide psychological assessments can be leveraged to enrich individual and holistic service planning with reliable data (Yuliansyah et al., 2021).

This study acknowledges several limitations. First, the limited scope of informants—primarily two key participants—may constrain the diversity of perspectives, although triangulation through observation and documentation was applied. Second, the study's localized context, focused on a single public madrasah, restricts the generalizability of findings to other educational settings. Third, the evaluation approach remains qualitative and does not incorporate quantitative measurement tools that could enhance external validity. These aspects present opportunities for refinement in future research.

Future studies are encouraged to expand in scope using comparative approaches across schools or regions to identify patterns of accountability implementation in varying institutional contexts. The use of mixed methods is also recommended to combine the narrative depth of qualitative insights with the generalizability of quantitative data. Additionally, longitudinal studies monitoring the evolution of accountability strategies over time would offer dynamic insights into the effectiveness of implemented policies.

This discussion confirms that the accountability of GC teachers at MTs Negeri Bogor City is built upon foundations of professionalism and student-centered service orientation. However, its realization remains limited by systemic challenges requiring structural intervention. The findings provide a significant contribution by reaffirming the relevance of the M.E.A.S.U.R.E framework (Dahir & Stone, 2003) and proposing an adaptive, collaborative model for enhancing accountability. Overall, this study deepens the understanding of accountability dynamics among GC teachers in public junior secondary schools and paves the way for service innovations grounded in data, reflection, and institutional support.

5. Conclusion

This study has substantially addressed the research questions concerning how accountability is implemented by Guidance and Counseling (GC) teachers at MTs Negeri Bogor City, the challenges

encountered, and the ongoing strategies for improvement. The findings indicate that, while accountability practices have been systematically carried out through student needs assessments, regulation-based program implementation, and documented reporting, their effectiveness remains constrained by structural limitations such as high student-teacher ratios, additional workloads, and inadequate supporting facilities.

The study underscores that GC teacher accountability does not solely depend on individual professional capacity, but is significantly shaped by an institutional ecosystem that fosters reflection, collaboration, and continuous evaluation. Thus, accountability is systemic in nature and requires a multi-level approach involving the active engagement of school principals, external supervision, and parental involvement.

Theoretically, this research expands the application of the M.E.A.S.U.R.E framework within the context of Indonesian public madrasahs, affirming that data-based accountability approaches must be adapted to local capacities without compromising the principles of evaluative validity. These findings enrich the discourse on educational accountability by highlighting the tension between ideal models and the operational realities faced by practitioners in the field.

Practically, this study proposes five key recommendations:

- a. The development of standardized and applicable SOPs for GC services;
- b. The utilization of simple technologies for assessments and reporting;
- c. The provision of training in program management and data-based evaluation;
- d. The strengthening of collaboration between GC teachers and school principals; and
- e. The optimization of partnerships with external institutions to obtain valid and relevant psychological data.

The main limitations of this study lie in its limited number of informants, its localized contextual scope, and its qualitative, narrative-based evaluation approach without the integration of standardized instruments. Future research is encouraged to adopt mixed methods approaches, expand the scope to multiple institutions with diverse characteristics, and evaluate strategy implementation longitudinally to observe changes in performance over extended periods.

Overall, this study offers significant conceptual and practical contributions to the effort of strengthening GC teacher accountability in lower secondary education, particularly within madrasah settings. It proposes a model for service improvement that is adaptive, data-driven, and institutionally integrated.

Declarations

Author contribution statement

Putri Ria Angelina served as the main and corresponding author, leading the conceptualization, research design, and manuscript preparation. Juntika Nurihsan contributed to the development of the theoretical framework and supervised the research process. Uman Suherman assisted in data interpretation and critically reviewed the manuscript. Yusi Riksa Yustiana provided support in the literature review and contributed to the refinement of the research instruments.

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Data availability statement

The datasets generated during and analyzed during the current study are available from the corresponding author upon reasonable request.

Declaration of Interest's statement

The authors declare that they have no known competing financial interests or personal relationships that could have influenced the work reported in this paper.

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