

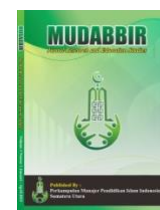


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## Indonesian Government Role in Standardizing Guidance Counseling Assessments: A Global Comparative Study

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### ABSTRACT

This study aims to examine the role of Indonesian government in standardizing guidance and counseling assessment through comparative policy analysis among several countries and draw multiple implications for strengthening the assessment system in Indonesia. Professional guidance and counseling services require standardized assessments to objectively identify student needs, design appropriate interventions, and evaluate the effectiveness of services. This research applied a qualitative descriptive-comparative approach with data collection techniques through document analysis of policy papers and expert interviews. The data were thematically and comparatively analyzed across countries. The results reveal that countries such as Finland, South Korea, and the United States have engaged powerful policy frameworks for guidance counseling assessment, including national regulations, standardized instruments, evaluation and supervision systems, and the integration of assessment into the educational system. However, national standard has not yet to be established in Indonesia consisting of the terms of instruments, procedures, and reporting systems. The findings indicate that the government should actively get involved in developing technical policies for the counseling assessment, enhancing the professional counselor's capacity, and formulating data-based supervision systems. This research conceptually contributes to the development of counseling assessment policies and encourages the integration of assessment as a part of data-based education system.

**Keywords:** *Assessment, Education Policy, Government Role, Standardization.*

## INTRODUCTION

Guidance and counseling are professional services that aim to assist students in accomplishing optimal personal achievement, social, academic, and career development. A critical component of implementing counseling services is the assessment process consisting of systematic activities that identify needs, evaluate progress, and assess the effectiveness of counseling interventions. According to Gysbers and Henderson (2012), assessment is the foundation for guidance counseling program planning because it enables counselors to objectively understand students' circumstances and develop targeted service strategies.

Assessment in counseling covers various aspects, ranging from diagnostic, formative, to summative assessments. The instruments used in this study encompass a wide array of methods, including psychological questionnaires, emotional intelligence measurement instruments, interest and personality scales, observation notes, and student reflections. One of the assessment theories underlying this practice comes from the data-driven decision making (DDDM) approach in counseling services, which emphasizes the importance of using objective data in professional decision making (Bowers, 2012).

Unfortunately, the effectiveness of this assessment practice is often compromised, particularly in developing countries such as Indonesia. Permendikbud No. 111/2014 has indeed regulated the implementation of counseling services, however, it lacks the provision of technical guidelines and assessment standards on a national scale. Consequently, there are inconsistencies in the assessment implementation process across schools, including varying frequencies of instrument types, data validity, and the utilization of assessment results in service planning. This situation has profound implications for the professional counselor accountability and the efficacy of counseling interventions (Rahmawati, 2018).

This is in contrast to the situation in some countries, where a national framework for counseling assessment exists. In Finland, student assessment constitutes an integral component of the educational welfare system, which prioritizes a holistic approach to child development (Lesmana, et.al., 2023). In Finland, counselors receive specialized training to conduct psychosocial assessments, and the results of these assessments are used in the cross-sector coordination of services (OECD, 2020). In South Korea, the

government developed a national assessment system that is used uniformly across school levels with the support of a technology-based counseling information system (Kwak, 2016). Even in countries with a greater degree of decentralization, such as the United States, professional associations have developed national standards-based assessment models that are incorporated into training and field practice. However, the implementation of these models is contingent on local policies (ASCA, 2019).

A number of studies have demonstrated that the standardization of assessment enhances the quality of counseling services. Research by Sink et al. (2018) in several the United States found that schools that used standardized assessments had higher effectiveness of counseling programs than those without such programs. In a relevant study, Kim and Lee (2015) in South Korea reported that counselors' professional confidence was increased and collaboration with teachers and parents was strengthened by national policy-based assessment training.

This theoretical framework can also be referred to the policy implementation theory approach (Mazmanian & Sabatier, 2018), where the success of a policy is strongly influenced by the clarity of regulations, the capacity of implementers (in the case of counselors), and systemic support from the bureaucratic structure. In the context of counseling assessments, the government's role is crucial. It is responsible not only for formulating standards, but also for building capacity and providing supporting infrastructure for the implementation of assessments.

The objective of this study is to comparatively examine how governments in several countries participate in the standardization of counseling assessments and to identify effective practices that can be used as a framework to strengthen assessment policies in Indonesia. This paper utilizes a cross-country educational policy analysis approach, and its findings are expected to make conceptual and practical contributions to the development of professional, measurable, and equitable counseling services.

## **METHOD**

This research comprises a qualitative study with a descriptive-comparative approach. The method is used to describe and compare how governments in several nations take responsibility for standardizing guidance and counseling assessments. The purpose of this research is to provide an in-depth understanding of guidance and

counseling assessment policies and practices on a global scale, and generate implications that can be applied for the Indonesian context. The research procedure is carried out through several stages, including a preliminary literature study and the countries' identification that represent the research focus. The data collected in the form of policy documents, service guidelines, scientific publications, interviews, followed by thematic and comparative data analysis. The data collection process involved two primary methodologies. Documentation studies entail the review of official documents, including national policies, guidelines for guidance and counseling practices, and the reports of international institutions.

These studies also involve the use of interview guidelines that are developed based on indicators of the government's role in standardizing guidance and counseling assessments. The data are then analyzed using thematic analysis techniques to explore patterns in the findings derived from the documents and interviews. The analysis procedure includes the following steps: The data were systematically reduced through an open coding process of interview data and documents. The findings were then categorized based on five aspects of policy. A cross-country comparative analysis was conducted to identify both similarities and differences in government policies in counseling assessment. To conclude, the findings were interpreted with reference to theories of assessment, education policy, and previous research results.

## **FINDINGS AND DISCUSSION**

The findings of the research indicate that the government's role in standardizing guidance and counseling assessments demonstrates significant variation across countries, largely influenced by the education system, the strength of central regulation, and the policy orientation towards student welfare. A cross-country comparison was conducted, resulting in the identification of five principal themes: national regulations, instrument standards, professional capacity building, evaluation systems, and curricular integration.

### ***National Regulation on Counseling Assessment***

Based on the results of the research, it was found that the National Regulation on Counseling Assessment applied in several countries such as in Finland regulates

counseling assessment through the Student Welfare Act. Counseling, including its assessment, constitutes a component of student welfare services that schools are obligated to provide. This regulatory framework establishes assessment as a diagnostic instrument and a crucial aspect of holistic education service planning. The government not only sets regulations, but also develops technical guidelines, provides standardized instruments, and establishes supervision units at the local level. Furthermore, South Korea established an assessment framework through the National Curriculum Framework, which requires every school to conduct assessments of students' career development, mental health, and social-emotional well-being (Daulay, et.al., 2022). These assessments are digitized and overseen by the Ministry of Education. Research by Lee & Song (2020) showed that school counselors in Korea have a structured technical assessment manual, including administrative procedures and a centralized reporting system that ensures accountability of services. However, The United States, despite the absence of a single national regulation due to its decentralized system, has developed a national model through the American School Counselor Association (ASCA). This model is frequently utilized as a reference by numerous states in the developing assessment policies. Sink (2016) states that, despite the heterogeneity in implementation, the ASCA model offers a solid framework for the guidance of data-driven assessment practices in educational institutions.

Meanwhile, Indonesia is just beginning to develop a regulatory system for counseling assessment. Current regulations, such as Permendikbud No. 111/2014 on Guidance and Counseling, only address the general functions and procedures of guidance counseling services. However, these regulations are still less specific regarding assessment standards, types of instruments, validation procedures, and reporting mechanisms. This creates a policy gap that causes low uniformity and accountability in counseling assessments across schools. Research by Rachmadi & Suharto (2021) shows that most counseling teachers in Indonesia have not received adequate assessment training and applied non-standardized instruments.

National regulations play a crucial role in shaping the framework to deliver accountable, systematic, and standardized guidance and counseling services. In the context of counseling assessment, regulations ensure that every assessment is based on science and ethics and is relevant to students' developmental needs. According to

Fullan (2017), an effective education policy should bridge the gap between national direction and field-level practice through operational regulations. In the context of assessment, Gysbers and Henderson (2022) emphasize that assessment is a foundational component of a comprehensive school counseling system that must be recognized in the formal policy framework. They argued that weak regulations lead to poor quality standards and inconsistent implementation of counseling programs in schools. In addition, Thomas & Green (2015) have asserted that nations with robust regulatory frameworks in counseling assessment tend to demonstrate a more effective integration of counseling services within the national education system as a whole, so that assessment is not only the responsibility of individual counselors, but part of school policies and government supervision. According to Daharnis (2015), the success of integrated counseling services depends on the integration of national policies, the personal readiness of counseling teachers, and the support system provided by the government. Standardization of assessment requires not only regulation, but also continuous training, effective supervision, and the availability of tested instruments.

The absence of regulatory strictures has resulted in a number of issues, including the lack of professional legitimacy for counselors in conducting assessments, ineffective supervision systems, and the low quality of data-based decision-making in counseling services. Gysbers (2013) underlines that without strong regulations, assessment will tend to be administrative and non-functional, only carried out to fulfill reporting obligations, not as a tool for diagnostic instruments and intervention development. If the absence of regulatory frameworks that standardize assessment instruments, procedures, and reporting systems, it is impossible to ensure the objectivity of service quality measurement. As a result, counseling programs are difficult to merge into macro education policy framework.

### ***Assessment Instrument Standards***

Assessment instruments in Guidance and Counseling services play a vital role as a means of collecting accurate, objective, and relevant data in the process of identifying needs, planning interventions, and evaluating the results of counseling services. However, the utilization of non-standardized or non-validated instruments can lead to

interpretation bias, wrong decisions, and affect negative impacts on the academic development students.

The results showed that South Korea implemented standardized assessment instruments integrated into the national system through the *Wee Center* and *CareerNET*. Each instrument has nationally completed a validation process conducted by an educational research institute and is used uniformly by school counselors. Meanwhile, Finland developed a psychosocial well-being and career readiness assessment instrument based on the *student welfare model*. Lerkkanen et al. (2019) state that these instruments are collaboratively developed by teachers, psychologists, and local governments. The instruments are then transformed into digital assessment systems that education authorities can easily track. In the United States, the ASCA model uses various instruments from professional publishers, such as Pearson and Mind Garden, to meet international validity and reliability requirements. Dahir and Stone (2019) state that utilizing such instruments supports data-driven decision-making, including in preventive and consultative interventions.

Meanwhile, Indonesia currently maintains no official list of nationally standardized counseling assessment instruments. Many counseling practitioners still conduct unvalidated assessments with unstandardized questionnaires. Research by Rachmadi et al. (2021) and Putri & Suryani (2022) indicates that the lack of training and technical guidelines is a major obstacle in the implementation of valid and reliable assessment instruments. In fact, only about 27% of counselor respondents had ever conducted validity tests on the instruments used.

According to the American Educational Research Association (AERA), the American Psychological Association (APA), and the National Council on Measurement in Education (NCME) in their publication *Standards for Educational and Psychological Testing* (2018), a good assessment tool must align with three fundamental principles: validity, reliability, and fairness. A standardized instrument has undergone a process of empirical testing to ensure consistent and unbiased measurement towards a particular group.

Regarding counseling assessment, Whiston et al. (2017) emphasized that standardization involves not only test tools but also procedural aspects such as use, scoring, and interpretation. They have criticized counseling practices in many

developing countries that still rely on informal assessments or self-made checklists with no scientific basis. Savickas (2019) adds that assessment instruments must be relevant to learner development contexts and workplace transformations, particularly when measuring career interests, personality, and adaptive abilities. Furthermore, Zadrian Ardi (2021) emphasized that one of crucial challenges in the counseling assessment practice in Indonesia is the limited assessment literacy among school counselors. A significant number of counseling teachers are not accustomed to using validated instruments and tend to rely on non-standardized questionnaires. In the absence of adequate assessment training, the practice of counseling services will encounter significant difficulties to meet professional standards.

Non-standardized instruments run the risk of generating unreliable data, leading to incorrect diagnoses and inappropriate intervention strategies. This represents a significant threat not only to the rights of learners but also to the professional standing of counselors within educational institutions and the broader community. On the other hand, when assessments are administered using valid and reliable instruments, the data obtained can be utilized for various purposes, including:

- a. Develop a service program based on real needs,
- b. Analyze student psychosocial trends on a classroom, school or regional scale,
- c. Conduct longitudinal mapping of individual development,
- d. Provide accountable reports to stakeholders,
- e. Developing evidence-based education policies.

### *Assessment Evaluation and Supervision System*

The evaluation and supervision system for assessment in guidance and counseling services has been established as a quality control mechanism. This system is designed to ensure that assessments are conducted ethically, professionally, and consistently with predetermined procedural standards. Evaluation and supervision are instrumental not only in ensuring the technical implementation of assessments, but also in maintaining the effectiveness and accountability of counseling services in educational institutions.

The findings of the study indicate that the evaluation and supervision system of counseling assessment is significantly influenced by the national policy structure and professional culture of education in each country. For instance, in South Korea, a digital-based assessment evaluation system is employed. The data obtained from the



*Wee Class* and *CareerNET* systems is systematically reviewed by designated counseling supervisors at the municipal and provincial levels. Supervision is conducted regularly in the form of training and data audits. According to Kim & Lee (2020), evaluation is conducted not only at the implementation level, but also on the effectiveness of the assessment system in predicting students' psychosocial problems. Finland's educational system is characterized by a *multi-layered evaluation* framework, overseen by the student welfare team, the school principal, and the local education authority. Assessments are conducted in a collaborative manner, and feedback is provided in reflective forums. As Lerkkanen et al. (2019) have demonstrated, the Finnish approach emphasizes trust-based supervision rather than a controlling audit model. Service outcome assessment is designated as part of the *accountability component* in the United States' ASCA National Model (2019). The evaluation process employs three primary indicators to assess the effectiveness of the intervention. The data can be categorized into three distinct types: outcome data, perception data, and process data. In certain districts, the supervision of these programs is undertaken by counseling coordinators who have been trained and received ongoing monitoring support. Dahir & Stone (2020) have stated that the supervision system in the US encourages counselors to integrate assessments into targeted and measurable programs.

Due to the absence of a structured system of evaluation and supervision of counseling assessments in Indonesia. The guidance and counseling supervisors at the education office level encounter a significant challenge in evaluating assessments due to the lack of technical guidelines. In accordance with the conclusions of Rachmadi et al. (2021), it has been determined that the majority of counselors have not never been supervised regarding specific assessments, and the evaluations carried out tend to be administrative, such as checking report formats, not the quality of assessment data.

Modern evaluation theory emphasized the necessity for comprehensive, participatory, and empirically substantiated assessment evaluation that transcends a solely administrative framework. Stufflebeam & Zhang (2017) propose that the evaluation of guidance and counseling assessments includes the Context component, as outlined in the CIPP model (Context, Input, Process, Product). The assessment's alignment with the students' needs and the school environment, Input: Quality of instruments and Readiness of Implementers, Process: The technical implementation and

assessment ethics, Product: Assessment outputs are utilized in decision-making processes. Borders & Brown (2018) said that supervision in counseling should be reflective and collaborative. In counseling assessment, supervision aims to increase counselors' capacity, correct non-standard practices, and encourage continuous improvement. In Rahmatika & Nurjanah's research (2022) concluded that schools that have a strong supervision system, both from principals and supervisors, tend to have counselors with higher levels of assessment literacy and are able to utilize assessment results for meaningful interventions. Suryanto & Fadillah's research (2023) emphasized the need for local governments to play an active role in creating a forum to evaluate assessments in assisted schools.

### *Integration of Guidance and Counseling Assessment in the Education System*

Assessment in guidance and counseling should not stand apart from the formal education system, but should be systematically integrated in the curriculum, policies, and mechanisms of education services. This integration makes assessment not only a tool for counselors, but also part of the national strategy in facilitating the comprehensive development of students across academic,, personal-social, and career aspects. Research shows that developed countries have integrated counseling assessment into their national education system through various approaches: in Finland, the *student welfare* approach is utilized, where assessment of psychosocial needs and career development is part of the individual learning plan. As Lerkkanen et al. (2019) have demonstrated, assessment results are utilized by multidisciplinary teams to promote comprehensive student welfare. In the United States, guidance counseling assessment is integrated through the ASCA National Model (2019), which incorporates *assessment result reporting* into the school management system. Assessment data is utilized for the purpose of reflection in *school improvement plans*, not only by counselors but also by principals and teachers. Furthermore, South Korea has incorporated counseling assessment into *CareerNET*, the national education and employment system. Assessment data concerning students' career development and mental well-being are utilized by local governments to develop educational assistance programs. According to the findings of Kim & Choi (2020), the integration increases the effectiveness of interventions and strengthen synergies among educational service units.

In the Indonesian context, integrating counseling assessments remains a major challenge. According to Putri & Yusnita (2022), some of the main obstacles are:

- a. The absence of a standardized data system for counseling assessments in schools
- b. Teachers lack training in counseling regarding the discussion of assessment results with others.
- c. The assessment is often considered an internal task of counselors and unrelated to the school curriculum.

In fact, Permendikbud No. 111 of 2014 concerning Guidance and Counseling states that these services must support the achievement of graduate competencies. This means that assessment results should be an integral part of evaluating student learning outcomes and planning school programs.

According to Suryabrata (2019), integration in education refers to the integration of various system components, including curriculum content, learning strategies, support services, and evaluation, to move in the same direction. In the context of counseling, integrated assessment means that assessment results are used cross-functionally: by subject teachers, homeroom teachers, principals, and policy planners. Schmidt et al. (2020) state that the integration of counseling assessments supports *data-driven decision making* and encourages multi-stakeholder involvement in student development-based decision making. Without integration, assessment becomes an administrative routine with no real impact on student learning or development.

The importance of synergy in educational environments is emphasised by Bronfenbrenner's Ecological Theory, as highlighted in the work of Rosa & Tudge (2017). They suggest that guidance counselling assessments should be considered as part of the microsystem (the student-counsellor relationship), and that this needs to be connected to the mesosystem (teachers, form tutors and parents), the exosystem (school policy) and the macrosystem (national policy). The effective incorporation of evaluation information within the school system is greatly influenced by data use practices, personnel education, and effective reporting mechanisms. Theory of Curriculum Transformation (Fullan, 2019) states that a successful educational enhancement must include not only learning material, but also support systems such as evaluation and counselling services to enhance all-encompassing learning transformation. Nugroho & Sari (2021) found that schools that integrated counselling assessments into meeting

forums enabled both teachers and school committees to design cross-cutting interventions (academic, social, career) more effectively. It was revealed by Fadilah et al. (2022) that problems with student learning behaviour, such as low motivation and test anxiety, can be reduced by the use of counseling assessment results in lesson planning by subject teachers. In Juwita & Santoso's research (2023), the importance of school digital platforms in storing and integrating the results of counselling assessments was emphasised, meaning that the data is not only owned by the counselling service unit but can also be used by educational stakeholders.

## CONCLUSION

This study shows that the quality and accountability of counseling services at schools is determined by the role of the government in establishing a standardized guidance and counselling assessments. Finland, South Korea and the United States, for example, have developed comprehensive systems through clear national regulations, standardized instruments, data-based evaluation and supervision, and integration into the national education system. Meanwhile, Indonesia is just beginning to develop a regulatory system for counseling assessment. In contrast, Indonesia is only just starting to develop its own system for counseling assessment. Existing regulations do not yet cover the regulation of assessment standards, validated instruments, supervision systems and counsellor training in detail. From a conceptual perspective, the successful standardisation of counselling assessments requires the integration of policy, professional capacity, and educational system support. It has been confirmed by theories of policy implementation (Mazmanian & Sabatier), CIPP evaluation (Stufflebeam) and educational ecology (Bronfenbrenner) that standardised assessments can only be realised through operational regulations, strengthened implementer capacity and cross-level coordination systems.

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