

The Effect of Evaluation Model on School Counselor's Accountability

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ABSTRAK

The purpose of the current study was to find out the effect of the evaluation model on the public junior high school counselors' accountability in East Jakarta in carrying out guidance curriculum. The study was categorized as true experimental study with waiting-list control group design. Thirty-three school counselors of SMPN in East Jakarta participated in this study. They were selected randomly and assigned into experimental group and control group through by using random assignment. The instrument of the study was the accountability scale. The data were analyzed using ANCOVA. The result of the study showed that accountability-oriented guidance curriculum evaluation model could not improve the whole accountability components of school counselors of state junior high schools of East Jakarta in carrying out guidance curriculum. There was only one accountability component that was affected by the evaluation model, namely the component of explaining guidance curriculum to the stakeholder. The result of the study can be one of the basis to conduct a training for improving the guidance curriculum evaluation skill and suggest the school counselor disclose themselves for demands of accountability as well as making proactive attempts to improve their competence on evaluation.

Kata kunci: evaluation model, accountability, guidance curriculum

INTRODUCTION

The quality of guidance and counseling program in junior high schools in East Jakarta can be seen from the result of the study conducted by Nani Sudarsa et al., (2009) which found that 72% of the classical guidance quality in junior high schools in East Jakarta was categorized as low. That low

quality then affected the students' satisfaction in participating in the guidance program. Another study conducted by Endang Setyowati in SMPN 232 of East Jakarta revealed that 33.3% of the students stated that guidance program does not contribute anything to their life (Setyowati, 2012). The low level of evaluation of guidance and

counseling program, particularly that of guidance curriculum, results in the stakeholders' low level of trust in guidance and counseling program. A study conducted by Intan on the accountability of guidance curriculum from the School principals' view in East Jakarta found that the level of guidance curriculum in junior high schools in East Jakarta was categorized as low (49% out of a maximum score of 100%) (Intan, 2012).

In this era, accountability is no longer an issue. It transforms into an inseparable part of school guidance and counseling program. Diltz and Mason are in agreement with Staberger and Smith; they state that there is an increase in demands for accountability in counseling program (Perera-Diltz & Mason, 2010; Steenbarger & Bret Smith, 1996). In the same vein, Studer states that accountability is a requirement for educators, including counselors, to maintain the effectiveness of their programs (O'donnell & White, 2005). Gysbers stated that accountability is not only a demand; it is a counselor's need. Accountability is a condition that should be maintained continuously (N. C. Gysbers, 2004).

Experts see accountability in a various manner. Some of them see that accountability is an evaluation of guidance and counseling program (Carey, Dimmitt, Hatch, Lapan, & Whiston, 2008; N. C. Gysbers, 2004). That is in line with the study conducted by Badrujaman (2011) that found that low level of accountability among the school counselors of junior high schools in East Jakarta in carrying out guidance curriculum is closely associated with the evaluation of guidance and counseling program. Although accountability and evaluation are closely related, these terms are different. Badrujaman stated that the term accountability refers to a condition where the program organizer is capable of explaining the process and the outcome of a program he is responsible for (Badrujaman, 2011). Accountability refers to the stakeholders level of trust in the program that becomes the goal of guidance and counseling program evaluation. In line with Badrujaman, Astramovich state that the program

accountability is different from program evaluation, accountability is a condition that emerges because of guidance and counseling evaluation program (Astramovich, 2016; Astramovich et al., 2005). Therefore, program evaluation should be able to become a bridge to arrive in an accountable condition. In the same vein, Brott states that program evaluation is a strategy that is employed in the accountability system of guidance and counseling program. Through program evaluation, the effectiveness of guidance and counseling program will be found, this will be the basic information for the parties who concern with guidance and counseling program (Brott, 2006).

An evaluation may result in two benefits. First, a specific program evaluation allows the school counselor in providing service more efficiently. Bostick and Ron Anderson argue that expectations, challenges, and limited support for the school counselor in improving accountability result in difficulties in carrying out the program evaluation (Dee Bostick, 2009). In order to carry out this duty, evaluation should be done for each program component (i.e., individual counseling, group intervention, guidance curriculum) within the frame of comprehensive guidance and counseling. The second benefit of a specific evaluation program is the ability to provide specific information regarding which program components are effective. Dimmitt state that if an evaluation is carried out in a whole, its demonstration will be more complicated due to interventions and programs (Carey et al., 2008).

One of the most critical points of comprehensive guidance and counseling is guidance curriculum with its preventive and developmental function. Guidance curriculum refers to a service that is provided to facilitate the students obtaining optimal developmental task (N. C. & P. H. Gysbers, 2006; Penyusun, 2016). In order to optimize guidance curriculum, a proper evaluation model can be useful to improve school counselor's accountability in carrying out guidance curriculum.

There is a need to develop a specific program evaluation of guidance curriculum. Even, Wrenn (N. C. Gysbers, 2004) has stated a long time ago that an evaluation model is required *for evaluating personnel services*. A service-specified program evaluation, especially guidance curriculum, should consider the guidance and counseling evaluation models that have been developed by scholars who attempt to applied formative & summative evaluation model and CIPP for guidance and counseling evaluation (Astramovich & Coker, 2007; Carey et al., 2008). As a strategy to improve accountability, bridge evaluation model holds three weaknesses, first, in a comprehensive setting, it is not service-specified, the attempts to deliver the information (bridging) is limited to the output, and lack of impact dimension as the external/stakeholders measure. The study focused on how evaluation model affects the school counselor's accountability in carrying out guidance curriculum. The result of the study can be one of the basis to conduct a training for improving the guidance curriculum evaluation skill and suggest the school counselor disclose themselves for demands of accountability as well as making proactive attempts to improve their competence on evaluation

METHODS

This study was categorized as an experimental study. It aims to find out the effect of Accountability-oriented guidance curriculum evaluation model (MELDBA) on the improvement of guidance curriculum ability. The study was conducted in East Jakarta City. The participants of the study were public junior high school counselors in East Jakarta who carried out guidance curriculum. The population was 209 School counselors. The participants were selected through simple random sampling. It resulted in fifty-four junior high school counselors in East Java (25% of the population). The sampling technique was done to assign the participants into the experimental and control group. It was done by using simple random sampling. Based on the drawing, sixteen school counselors were assigned to the experimental

group, and seventeen school counselors were assigned to the control group. The form of the control group of the study was waiting-list control group. The instrument of guidance curriculum accountability was mixed standard scale for evaluating students behavior and direct behavior rating that was filled by the school principal, form teacher, and students. Analysis of Covariance (ANCOVA) was employed as the analysis technique of the study.

RESULT AND DISCUSSION

The Result of Hypothesis Testing

The test on the effect of MELDBA on the components of guidance curriculum accountability among the junior high school counselors in East Jakarta was done by considering the variable of evaluation skill and attitude toward evaluation as the covariate. Analysis of Covariance (ANCOVA) was employed as the analysis technique of the study. ANCOVA blends Analysis of Variance and regression. Accordingly, F-test was conducted to compare the difference of accountability score between experimental group and control group when the variable of skill and attitude is controlled. Furthermore, the effect of accountability-oriented guidance curriculum evaluation model is interpreted based on the level of significance obtained in each F value. Therefore, H_0 is rejected if F_{count} showed the significance of $p < \alpha = 0,05$. The result of hypothesis testing is described as follow.

The Test Result of the Effect of Accountability-Oriented Evaluation Model on the Guidance Curriculum among junior high school counselors in East Jakarta

Table 1 provides the test result of the effect of accountability-oriented evaluation model on the guidance curriculum.

Table 1
The result of ANCOVA the effect of MELDBA evaluation on the level of accountability among the junior high school counselors in East Jakarta

Source	Type III Sum of Squares	Df	Mean Square	F	Sig.
Corrected Model	14050,391(a)	3	4683.464	1.818	0.166
Intercept	43046.962	1	43046.962	16.707	0.000
Sikap	6726.565	1	6726.565	2.611	0.117
keterampilan_eva	5743.698	1	5743.698	2.229	0.146
Group	25.037	1	25.037	,010	0.922
Error	74721.384	29	2576.599		
Total	11085347.504	33			
Corrected Total	88771.774	32			

a R Squared = ,158 (Adjusted R Squared = ,071)

It can be seen that $F = 0,010$ with $p = 0,922$, therefore it can be concluded that H_0 is accepted, in other words, accountability-oriented evaluation model does not affect the improvement of guidance curriculum accountability.

The Test Result of the Effect of Accountability-Oriented Evaluation Model on component 1 of Guidance Curriculum Accountability among junior high school counselors in East Jakarta

Table 2 provides the test result of the effect of accountability-oriented evaluation model on the guidance curriculum component (acceptance of responsibility).

Table 2.
The result of ANCOVA the effect of MELDBA evaluation model on the responsibility acceptance among junior high school counselors in East Jakarta

Source	Type III Sum of Squares	Df	Mean Square	F	Sig.
Corrected Model	1311,250(a)	3	437.083	2.893	0.052
Intercept	1903.664	1	1903.664	12.600	0.001
keterampilan_eva	280.066	1	280.066	1.854	0.184
Sikap	1006.004	1	1006.004	6.658	0.015
Group	312.505	1	312.505	2.068	0.161
Error	4381.535	29	151.087		
Total	740792.182	33			
Corrected Total	5692.785	32			

a R Squared = ,230 (Adjusted R Squared = ,151)

It can be seen that $F = 2,068$ with $p = 0.161$ (0,161, therefore it can be concluded that H_0 is accepted, in other words, accountability-oriented evaluation model do not affect the improvement of one of the guidance curriculum component namely acceptance of responsibility.

The Test Result of the Effect of Accountability-Oriented Evaluation Model on component 2 of Guidance Curriculum Accountability among junior high school counselors in East Jakarta

Table 3 provides the test result of the effect of accountability-oriented evaluation model on the guidance curriculum component (communicate with the stakeholder).

Table 3.
The result of ANCOVA regarding the effect of MELDBA evaluation model on the improvement of communication with stakeholders among junior high school counselors in East Jakarta

Source	Type III Sum of Squares	Df	Mean Square	F	Sig.
Corrected Model	572,862(a)	3	190.954	1.527	0.228
Intercept	935.255	1	935.255	7.479	0.011
keterampilan_eva	76.909	1	76.909	,615	0.439
Sikap	445.121	1	445.121	3.560	0.069
Group	199.728	1	199.728	1.597	0.216
Error	3626.403	29	125.048		
Total	346078.983	33			
Corrected Total	4199.266	32			

a R Squared = ,136 (Adjusted R Squared = ,047)

It can be seen that $F = 1,597$ with $p = 0,161$, therefore it can be concluded that H_0 is accepted, in other words, accountability-oriented evaluation model does not affect the improvement of communication with stakeholders.

The Test Result of the Effect of Accountability-Oriented Evaluation Model on component 3 of Guidance Curriculum Accountability among junior high school counselors in East Jakarta

Table 4 provides the test result of the effect of accountability-oriented evaluation model on one of the guidance curriculum component, namely communicating guidance curriculum with stakeholders.

Table 4.
The result of ANCOVA regarding the effect of MELDBA evaluation model on the improvement of communicating guidance curriculum among junior high school counselors in East Jakarta

Source	Type III Sum of Squares	df	Mean Square	F	Sig.
Corrected Model	3668,640(a)	3	1222.880	5.881	0.003
Intercept	2186.254	1	2186.254	10.514	0.003
keterampilan_eva	103.185	1	103.185	,496	0.487
Sikap	612.329	1	612.329	2.945	0.097
Group	2273.020	1	2273.020	10.931	0.003
Error	6030.202	29	207.938		
Total	624273.451	33			
Corrected Total	9698.842	32			

a R Squared = ,378 (Adjusted R Squared = ,314)

It can be seen that $F = 10,613$ with $p = 0,161$, therefore, it can be concluded that H_0 is rejected, it means that the accountability-oriented evaluation model affects the improvement of communication with stakeholders.

The Test Result of the Effect of Accountability-Oriented Evaluation Model on component 4 of Guidance Curriculum Accountability among junior high school counselors in East Jakarta

Table 5 provides the test result of the effect of accountability-oriented evaluation model on the guidance curriculum component (Possessing feedback mechanism).

Table 5.
The result of ANCOVA regarding the effect of MELDBA evaluation model on the improvement of feedback mechanism among junior high school counselors in East Jakarta

Source	Type III Sum of Squares	df	Mean Square	F	Sig.
Corrected Model	298,388(a)	3	99.46	1.103	0.364
Intercept	874.195	1	874.195	9.691	0.004
keterampilan_eva	23.328	1	23.328	0.259	0.615
Sikap	264.672	1	264.672	2.934	0.097
Group	27.538	1	27.538	0.305	0.585
Error	2615.977	29	90.206		
Total	256356.257	33			
Corrected Total	2914.365	32			

a. R Squared = ,102 (Adjusted R Squared = ,010)

It can be seen that $F = 0.305$ with $p = 0.585$, therefore it can be concluded that H_0 is accepted, in other words, accountability-oriented evaluation model does not affect the improvement of the possession of guidance curriculum feedback mechanism.

The Test Result of the Effect of Accountability-Oriented Evaluation Model on component 5 of Guidance Curriculum Accountability among junior high school counselors in East Jakarta

Table 6 provides the test result of the effect of accountability-oriented evaluation model on the guidance curriculum improvement.

Table 6
The result of ANCOVA regarding the effect of MELDBA evaluation model on the improvement guidance curriculum among junior high school counselors in East Jakarta

Source	Type III Sum of Squares	df	Mean Square	F	Sig.
Corrected Model	851,651(a)	3	283.884	2.430	0.085
Intercept	595.076	1	595.076	5.094	0.032
keterampilan_eva	,165	1	,165	,001	0.970
Sikap	814.270	1	814.270	6.970	0.013
Group	,893	1	,893	,008	0.931
Error	3387.7089	29	116.818		
Total	348393.023	33			
Corrected Total	4239.359	32			

a. R Squared = ,201 (Adjusted R Squared = ,118)

It can be seen that $F = 0.008$ with $p = 0.931$, therefore, it can be concluded that H_0 is accepted; in other words, accountability-oriented evaluation model does not affect the improvement of guidance curriculum.

Discussion

Accountability-Oriented Guidance Curriculum Evaluation Model (MELDBA) focuses on four aspects, planning, process, outcome, and effect. The first aspect is planning; it is an evaluation aspect that emerges when the service is still in the planning stage. The second aspect is the process. It refers to the service that is reviewed continuously so that the service is carried out effectively. The outcome is an output of the service; it is in the form of service goal attainment. The last aspect is the impact. It refers to the impact of the guidance curriculum on students' learning outcome. MELDBA is carried out continuously from the evaluation of planning, process, outcome, and impact. The evaluation result of each aspect

is then informed to the concerning stakeholder. The followings are the sequence in carrying out MELDBA

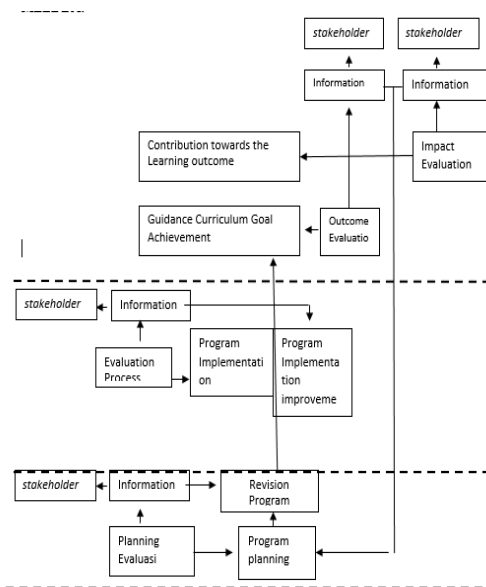


Figure 1. Accountability-Oriented Guidance Curriculum Evaluation Model (MELDBA)

Based on the evaluation sequence above, it can be seen that the evaluation is begun when the service is still in the planning stage. In the context of guidance curriculum, service planning can be found in the document called as Guidance and Counseling Service Plan (Rencana Pelaksanaan Layanan/RPL). The planning evaluation is done to analyze the conformity of a service or RPL with the students' need. The result of the planning evaluation is used as the basis of improvement of a service or RPL. At the same time, the result planning evaluation is also informed to the school principal as the superior of school counselors. The revised version of service or RPL is then implemented. Along with conducting guidance curriculum, the process evaluation is made. The process evaluation is made to identify the weaknesses of the process so that it can be improved as soon as possible. The result of the process evaluation is also informed to the school principal. At the end of the program, the evaluation of the outcome is made to find out the achievement rate of each guidance curriculum purpose. The result of outcome evaluation is then informed to the

stakeholders, namely, the school principal, academic advisor, and students. The last stage of MELDBA is impact evaluation. Impact evaluation is done to find out the contribution of guidance curriculum to the students' learning outcome. The result of outcome and impact evaluation is used as the basis for guidance curriculum improvement. Based on the hypothesis testing, it was found that hypothesis null is rejected; in other words, MELDBA does not affect the improvement of junior high school counselors' accountability in East Jakarta. The result of this study is not in agreement with the theory stating that MELDBA can improve the school counselors' accountability (Astramovich & Coker, 2007). The study exhibited that although the accountability score of the experimental group is higher than the control group, it was not caused by MELDBA, it happened due to error in the study, both random error and measurement error.

MELDBA's inability to reject the null hypothesis is affected by many factors. The most definite factor is the school counselor's workload. Based on SK MENPAN no. 84 of 1993, The proportion between the advisor and the students should be 1:150. This ratio is far from expectation. In the experimental group, the ratio between school counselors and the students is 1: 430. Besides, in addition to their primary duty, the school counselors get additional tasks such as being a form teacher and staffs of students' affair department. This high ratio is contra-productive when MELDBA requires the school counselor to evaluate the aspects (planning, process, outcome, impact).

At the end, evaluation needs time because it is done since the beginning of a semester, during the guidance activity, and at the end of a semester. In this context, Astramovich argues that evaluation is difficult to do for it is *time-consuming* (Astramovich et al., 2005). Myrick argues that one of the school counselor's reason to not to evaluate their programs is lack of time (Myrick, 2003). In the same vein, Winkel & Hastoeti (2006) state that the teacher's workload is an essential factor in the implementation of Guidance and Counseling program evaluation. Low level of implementation rate

of guidance curriculum also occurs in the United States of America (Astramovich, 2016; Astramovich, Coker, & Hoskins, 2005; Perera-Diltz & Mason, 2010)

The Public junior high school counselors' workload in East Jakarta was too high, resulting in low quality of evaluation. Based on the study, it was found that the implementation rate of evaluation with MELDBA was 95.8%. The implementation rate of outcome and impact evaluation was higher than the implementation rate of planning and process evaluation, where two school counselors did not conduct it. Although the overall implementation rate of evaluation can be categorized as high, this rate is not followed by the quality. Based on the quality MELDBA implementation, it was found that there were many recommendations from the evaluation that were not implemented by the school counselors. This occurred due to school counselor's inability to perform the recommended improvement.

The exciting finding is that MELDBA significantly rejects the null hypothesis, it means that MELDBA affected the improvement of Public junior high school counselors' accountability in East Jakarta in conducting guidance curriculum component namely "communicating the guidance curriculum." The guidance curriculum is an essential component of accountability. Wood Jr. & Winston state that the essential component of accountability is to inform the public about what has been done. In other words, the program should be transparent and provide access to the stakeholders to obtain information (Wood & Winston, 2005). Transparency is a proactive process; in other words, its information is initiated by the implementer of the program. Proactive transparency can be realized in the form of a report for stakeholders regarding the activities and outcomes.

In guidance and counseling programs, explaining the guidance curriculum is an essential component; it is the core of school counselor's accountability. This is in agreement with scholars' explanation of accountability. They state that accountability

is related to data and information provision for the stakeholders as the form of school counselor's responsibility to the stakeholder (Perera-Diltz & Mason, 2010; Whiston & Aricak, 2008). Explaining the guidance curriculum is the essential component of accountability that is profoundly affected by outcome evaluation and impact evaluation. Based on the evaluation made for one semester, it was found that the school counselors in experimental group (100%) performed outcome evaluation. This implementation rate is followed by the quality of outcome evaluation result. It can be seen from the evaluation report the school counselors made, the report clearly state the success rate of guidance curriculum, both in a whole, or based on the service goal. This information was then delivered to the school principal, form teacher, and students.

The same condition also occurs in the impact evaluation of guidance curriculum, quantitatively, the implementation rate of impact evaluation was categorized as very high (100%). This rate was also followed by the quality of evaluation result, it firmly state the contribution of guidance curriculum to the students' achievement. An exciting phenomenon regarding impact evaluation was, out of seventeen school counselors who conduct an impact evaluation, only 29.41% of them who were capable of providing a real contribution to the students' achievement. Outcome and Impact Evaluation are aimed at finding out the effectiveness of guidance curriculum by looking at the attainment of service goal and its impact on students' achievement. The provision of information to the stakeholders (principal, form teacher, and students) related to the attainment of guidance curriculum can increase the stakeholders' trust in school teacher in carrying out guidance curriculum. This is in line with Sink, who states that demonstrating accountability helps the students, parents, teachers, administrators, and society believe in the benefit of comprehensive guidance and curriculum program (Sink, 2006). Even, Dahir and Stone assert that collecting data and informing data to the stakeholder is the key to

a counselor's profession (Whiston & Aricak, 2008).

Loesch and Ritchie stated that stakeholder refers to the concerning parties regarding the effectiveness of the counseling program at school (White, 2007). Furthermore, White stated that stakeholder refers to parents, school principal, teachers, staff, school committee, society, industry, media, government, students, and counselors (White, 2007). White state that the information that is delivered to the stakeholder can be in the corm of outcome such as achievement, attendance, record, graduation, safety, and willing to continue study (White, 2007). Although such information can be provided, the provision of information on accountability should conform with the interest and need of each stakeholder. Furthermore, Sink (2009) state that there should be data conformity among the accountability report to the stakeholder (Sink, 2006). Based on the theoretical review, five components of accountability are identified as follow: (1) Acceptance of responsibility (Wood & Winston, 2005) (2) Communication between the program organizer and the stakeholder (Levinson, 2011; Wood & Winston, 2005), (3) Information regarding the provided service to the stakeholder (Levinson, 2011; Ryan, 2005; Wang, 2002; Wood & Winston, 2005), (4) Feedback mechanism that allows the stakeholder to give suggestion to the program organizer (Ryan, 2005), and (5) Sustainable program improvement (Steenbarger & Bret Smith, 1996).

The association between the implementation rate of outcome and impact evaluation and the improvement of accountability, particularly in the component regarding the explanation of guidance curriculum to the stakeholder, this lead to an assumption that for the school counselors with high workload and limited evaluation skill, outcome and impact evaluation are more feasible. The researchers used the term "assumption" to indicate the researcher's level of confidence in drawing the conclusion that contains weaknesses. Assumption on the association between evaluation aspect in MELDBA relies on the descriptive research

data. Another limitedness is related to the research design. Post-test only control group design does not firmly provide information regarding the effectiveness of each evaluation aspect in MELDBA. This is in line with Kramer et al. (2010) who state that experimental study that employs the treatment package strategy, where the impact is studied as a whole, find its limitedness in seeing the effect of treatment in more detail manner. As an alternative, Dismantling strategy can be used to reveal the impact of MELDBA on each type of evaluation.

The implementation of MELDBA is inseparable from the school management, specifically from guidance and counseling management. A comprehensive and accountability-oriented evaluation model should be supported by a proper management. This is in line with the concept of comprehensive guidance and counseling that integrates the accountability system with built-in evaluation program with the management system that functions as the basis of the accountability system (Penyusun, 2007; Ware, 2006). Guidance and counseling program evaluation cannot be separated from guidance and curriculum program management and school management. *Association School Counselor America* (ASCA) state that in the comprehensive guidance and counseling, accountability system is integrated with management. The accountability system is management that functions to provide information as the basis of program development and responsibility to the stakeholder. Suherman state that management decision and agreement in school guidance and counseling program ensure the system to be more effective in providing the service to the students. Accordingly, The counselor's assignment that involves school principal and administrators should be noticed (Suherman, 2011).

A proper national and school policy regarding guidance and counseling program management is required to ensure the effectiveness of guidance and counseling program evaluation as an accountability system. In line with it, Wang found that management strategy can improve the

accountability system, both in micro- and macro- level of management (Wang, 2002). In other words, the guidance and counseling program accountability system should be supported by both national and school policies.

Coherence between management and accountability system is required to provide a high-quality guidance and counseling program. Accordingly, review on the school counselor's workload, renumerization, and the position of guidance and counseling at school emerge as the pivotal management factor in supporting guidance and counseling program accountability system at school. Goni argues that management and accountability system should be coherent. Moreover, Goni explains that in order to develop a proper accountability system, the involving parties such as *administrator, producer, innovator, dan integrator shall be reviewed* (Zapico-Goñi, 2007).

CONCLUSION

Based on the discussion and the result of the study, the followings are the conclusion of the study, (1) In general Accountability-oriented guidance curriculum evaluation model (MELDBA) gives no effect on the improvement of Public Junior High School counselors' accountability in East Jakarta in carrying out the guidance curriculum. However, in particular, MELDBA significantly affects one of the component of Accountability, namely "explaining guidance curriculum to the stakeholder." Based on the conclusion, the result of the study can be one of the basis to conduct a training for improving the guidance curriculum evaluation skill and suggest the school counselor disclose themselves for demands of accountability as well as making proactive attempts to improve their competence on evaluation.

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