



Reconstructing the Guidance and Counseling Program Evaluation Model Based on Empathic Communication

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Abstract

Evaluation of guidance and counseling (GC) programs in schools tends to be administratively oriented without measuring the quality of empathic communication, which is a determinant factor of service success. This study aims to reconstruct a GC program evaluation model by integrating empathic communication as a core assessment component. A qualitative approach with conceptual-analytical library research method was employed, utilizing content analysis, thematic analysis, and conceptual synthesis of relevant literature published between 2021–2026. The findings identify three primary gaps instrumental, conceptual, and practical and produce the BK-KE Model (Empathic Communication-Based Guidance and Counseling Evaluation), which integrates empathic communication indicators into five evaluation dimensions: Context, Input, Process, Product, and Impact. This model theoretically offers a more humanistic, accountable, and relational evaluation framework, though empirical validation through further developmental research across various educational levels remains necessary to confirm its effectiveness.

Abstrak

Evaluasi program bimbingan dan konseling (BK) di sekolah cenderung berorientasi administratif tanpa mengukur kualitas komunikasi empatik, yang merupakan faktor penentu keberhasilan layanan. Penelitian ini bertujuan untuk merekonstruksi model evaluasi program BK dengan mengintegrasikan komunikasi empatik sebagai komponen penilaian inti. Pendekatan kualitatif dengan metode penelitian kepustakaan konseptual-analitis digunakan, dengan memanfaatkan analisis isi, analisis tematik, dan sintesis konseptual dari literatur relevan yang diterbitkan antara 2021–2026. Temuan penelitian mengidentifikasi tiga kesenjangan utama—instrumental, konseptual, dan praktis—dan menghasilkan Model BK-KE (Evaluasi Bimbingan dan Konseling Berbasis Komunikasi Empatik), yang

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mengintegrasikan indikator komunikasi empatik ke dalam lima dimensi evaluasi: Konteks, Input, Proses, Produk, dan Dampak. Model ini secara teoretis menawarkan kerangka kerja evaluasi yang lebih humanistik, akuntabel, dan relasional, meskipun validasi empiris melalui penelitian pengembangan lebih lanjut di berbagai jenjang pendidikan tetap diperlukan untuk mengonfirmasi efektivitasnya.

INTRODUCTION

Guidance and counseling (GC) programs constitute a strategic component of the educational system that supports the holistic development of students. Regulation through Ministerial Decree No. 111 of 2014 affirms that GC services are a systematic assistance process aimed at helping students achieve independence (Asni & Rahmadina, 2026). However, the reality in the field reveals a significant gap between regulatory idealism and implementation practice. Many GC programs remain generic and are not systematically evaluated, causing their effectiveness to be questioned, and reducing programs to mere administrative formalities that produce no tangible impact on student development (Pukada et al., 2025). This condition indicates that the current orientation of GC evaluation is more centered on document accountability than on the quality of the counselor-counselee relationship, which is the core of service success.

The weak culture of evaluation within the GC management cycle constitutes a fundamental problem. Evaluation is frequently conducted superficially at the end of the academic year solely to meet reporting requirements, leaving counselors without valid data for evidence-based improvement (Pukada et al., 2025). Empirical findings reinforce this picture, where comprehensive factual evaluation of GC programs has yet to exist and has been unable to thoroughly explore and assess the overall implementation of GC program activities, so that data used for assessment and improvement is not adequately captured through available instruments (Walidaini et al., 2024). Furthermore, the limited number of counseling personnel causes services to shift from their preventive-developmental function to merely responding to incidental cases (Asni & Rahmadina, 2026). Collectively, these conditions confirm that GC program evaluation in the field has not been running optimally, systematically, or in a manner oriented toward comprehensive service quality improvement.

The evaluation model most widely used in the GC context, particularly Stufflebeam's CIPP model (*Context, Input, Process, Product*), has been proven to provide a comprehensive framework by emphasizing evaluation as a holistic process within the managerial system, focused on the improvement and enhancement of guidance and counseling programs (Diba & Suherman, 2024). Nevertheless, its application in the field continues to encounter fundamental weaknesses, wherein the Product dimension of service outcomes remains qualitative and subjective without operational measurement tools (Pukada et al., 2025). The implementation of the CIPP model has also been insufficient in addressing non-academic aspects such as relational quality (Munandar et al., 2023). The most critical theoretical gap is the absence of empathic communication

quality as an explicit indicator within standard evaluation models, despite communication being the primary medium through which behavioral change in counselees occurs.

The quality of communication between counselors and counselees is a determining factor in the success of GC services, yet this dimension is conspicuously absent from program evaluation instruments currently in use. Counselors are required to create psychologically safe environments that demand high levels of empathy (Nisaa & Silawati, 2024). In practice, GC services operate more as problem-handling mechanisms than as continuous student development systems, indicating that the relational and communicative dimensions have not been given proportional consideration within existing evaluation frameworks (Asni & Rahmadina, 2026). Yet students' character and social skills can only develop within an atmosphere of humanistic communication (Munandar et al., 2023). Without empathic communication indicators, counselors are deprived of meaningful feedback regarding the quality of their relational interactions, preventing service improvement from reaching its most substantive dimension.

Based on these gaps, this article aims to reconstruct a GC program evaluation model by integrating empathic communication as a core assessment component. This reconstruction is essential to ensure that efforts toward counselor professionalism have a clear and proactive direction (Diba & Suherman, 2024; Walidaini et al., 2024). The novelty of this article lies in the formulation of empathic communication indicators operationalized into each stage of the CIPP framework an approach that has not been widely explored in conventional GC evaluation literature. This article addresses three research questions: the weaknesses of conventional models in measuring the relational dimension of services; the mechanism for integrating empathic communication into program evaluation; and the construction of a comprehensive and operational BK-KE evaluation model. It is hoped that this model will serve as a foundation for a more holistic evaluation approach that prioritizes the quality of the counselee's experience throughout the guidance and counseling service process.

METHOD

This study employs a qualitative approach using a conceptual-analytical library research method to reconstruct an empathic communication-based GC program evaluation model (Diba & Suherman, 2024). Data collection was conducted systematically through academic databases including Google Scholar, ERIC, SINTA, and Scopus, covering publications from 2021 to 2026 relevant to the themes of evaluation and counseling communication (Iqbal et al. 2024). Inclusion criteria for the literature comprised: (1) published within the 2021–2026 period, (2) addressing GC program evaluation or empathic communication in educational contexts, and (3) available in full text in peer-reviewed journals; articles irrelevant to the school context or identified as duplicates were excluded. Data analysis was carried out through three integrated stages: content analysis, thematic analysis to identify the weaknesses of conventional models, and conceptual synthesis to construct a new, more humanistic model framework (Pukada et al., 2025). The validity of the study was maintained through source triangulation and

analytical consistency to ensure that the resulting model possesses a sound theoretical foundation as a practical guide for counselors in measuring service quality holistically (Asni & Rahmadina, 2026).

RESULTS AND DISCUSSION

Guidance and Counseling (GC) Program Evaluation Conditions: The Dominance of the Administrative Paradigm

Current conditions in the evaluation of Guidance and Counseling (GC) programs reveal a persistently strong tendency toward fulfilling administrative aspects and quantitative data requirements. Based on studies conducted in secondary schools, program success indicators are frequently measured solely through document completeness, number of services rendered, and physical attendance of students in counseling activities (Kusumaningrum et al., 2024). Existing evaluation standards have yet to address the personal dimension of the counseling process, making it difficult to accurately demonstrate the effectiveness of behavioral change in students, a finding reinforced by evidence of discrepancies between ideal planning standards and the reality of service delivery in the field (Rahmawati et al., 2025). GC program evaluations conducted in secondary schools currently exhibit types of evaluation that remain predominantly administrative, with primary focus directed toward formal reporting rather than the substantive development of the service itself (Winingsih, 2021). This condition becomes even more apparent in crisis situations, where evaluation tends to record the availability of physical facilities and infrastructure while failing to capture the depth of emotional interaction and relational comfort that constitute the essence of counseling services (Utomo et al., 2023).

Epistemologically, there exists a fundamental tension between the positivistic approach regarded as “value-free” and the nature of GC services, which are inherently laden with humanistic values. Although administrative aspects are important as formal evidence, an excessive focus on administration causes the quality of the relationship and the depth of interaction between counselor and counselee to be overlooked. Conventional evaluation models are frequently regarded as insufficiently sensitive to accommodate the dynamics of behavioral change rooted in self-acceptance, warmth, and empathy (Basirah et al., 2021). This limitation creates a gap in which a program may be deemed procedurally successful yet substantively fails to produce transformative impact due to the absence of communication quality indicators and the counselor's presence as the primary instrument of change (Abadi et al., 2023).

Prevailing Evaluation Models: Strengths and Structural Weaknesses

Several evaluation models are dominant in the GC context, most notably the CIPP model (*Context, Input, Process, Product*) and the Countenance Stake model. The CIPP model is regarded as highly effective because it provides a comprehensive framework ranging from needs identification to final outcomes for continuous improvement (Pukada et al., 2025). Its strength lies in its capacity to evaluate all managerial aspects of a program systematically from the relevance of contextual needs, the readiness of inputs, the quality

of process implementation, to the measurability of final outcomes making it one of the most widely adopted frameworks in GC evaluation research across various educational levels. The Countenance Stake model complements this by evaluating *antecedents*, *transactions*, and *outcomes* to assess the degree of alignment between program plans and their actual implementation, thereby offering a descriptive lens that captures discrepancies between intent and reality (Kusumaningrum et al., 2024). Together, these models have proven valuable in identifying infrastructural weaknesses, personnel shortages, and planning-implementation gaps within school GC programs.

Despite their strengths, both models share a fundamental structural limitation: the absence of instruments specifically designed to measure the quality of communication during counseling transactions. The CIPP model, while comprehensive in its managerial scope, tends to evaluate the *existence* of processes rather than the *quality* of relational interactions that occur within them. Similarly, the Countenance Stake model's focus on alignment between antecedents and outcomes largely bypasses the interpersonal texture of the counseling encounter itself. As a result, these models are more technical in orientation than capable of addressing the depth of emotional relationships between counselors and counsees (Kusumaningrum et al., 2024). A program can therefore satisfy all CIPP criteria, adequate context, sufficient input, completed processes, and documented products and still fail to deliver meaningful relational support to students, precisely because the quality of empathic interaction is never assessed.

The primary critique of conventional evaluation models such as CIPP rests on the dominance of an overly mechanistic positivistic paradigm the tendency to reduce program success exclusively to quantitative indicators and administrative completeness (Winingsih, 2021). This epistemological orientation creates a structural blind spot: it privileges what is measurable and documentable over what is experiential and relational. Conventional evaluation models are frequently regarded as insufficiently sensitive to accommodate the dynamics of behavioral change rooted in self-acceptance, warmth, and empathy (Basirah et al., 2021). Consequently, a program may be deemed procedurally successful yet substantively fail to produce transformative impact due to the absence of communication quality indicators and the counselor's presence as the primary instrument of change (Abadi et al., 2023). A paradigm shift is therefore necessary, moving from evaluation that merely measures output toward evaluation capable of honoring human dignity and the process of individual experience construction within a psychologically safe learning environment (Laili & Prasetya, 2025; Tumonglo et al., 2026).

Empathic Communication as the Foundation of Humanistic GC Services

Empathic communication constitutes the primary foundation for the success of humanistic counseling processes. Drawing on Carl Rogers' framework, this form of communication involves the principles of *unconditional positive regard* and *congruence* to build a deeply dialogic relationship between counselor and counselee (Joseph, 2021; Malikiosi-Loizou, 1980). Unconditional positive regard refers to the counselor's capacity to accept the counselee fully and without judgment, regardless of the nature of the problem presented, while congruence denotes the counselor's authenticity and

transparency in the relational encounter. These two principles work in tandem to establish a psychologically safe space in which students feel genuinely valued and understood, thereby enabling them to explore their inner experiences without fear of criticism or evaluation. Its core components further encompass the capacity for active listening and emotional resonance with another person's feelings (Ramadhan et al., 2025). both of which signal to the counselee that their subjective experience is being received with full attention and care. Empirical evidence demonstrates that the application of empathic communication both cognitively and affectively has proven effective in handling complex cases such as bullying (Pambayun et al., 2024). and this skill is considered a primary competency that counselors must possess to create a safe and inclusive environment for all students.

Despite the well-established theoretical and empirical significance of empathic communication, a substantial gap persists in the evaluation instruments currently available for GC programs. Most evaluation models continue to focus on infrastructure standards and personnel numbers without explicitly incorporating indicators of the counselor-counselee relational quality (Kusumaningrum et al., 2024). Consequently, program success is assessed solely in terms of technical activity completion, while the psychological impact of empathic interaction quality goes unmeasured systematically. The absence of instruments capable of assessing the extent to which counselors demonstrate honesty and warmth in their practice renders GC evaluation devoid of its human dimension (Wafi et al., 2025). This gap is not merely technical but epistemological it reflects a broader failure to recognize the relational encounter as the primary site of counseling effectiveness. When evaluation frameworks ignore the quality of the counselor's presence, they inadvertently communicate to practitioners that administrative compliance matters more than genuine human connection, thereby reinforcing the very conditions that undermine meaningful service delivery.

The consequences of this evaluative gap are far-reaching for both counselors and students. Counselors providing personal-social GC services are required to create psychologically safe and conducive environments conditions that demand a high quality of empathic communication as the primary prerequisite for service effectiveness (Nisaa & Silawati, 2024). Without evaluative feedback on the quality of their empathic engagement, counselors lack the data necessary to reflect on and improve the most consequential dimension of their practice. Students, in turn, are deprived of the relational depth that makes counseling transformative rather than merely transactional. Effective GC evaluation should encompass non-academic aspects such as social skills and character development, which can only flourish within an atmosphere of humanistic and empathic communication between counselor and counselee (Munandar et al., 2023). It is therefore not sufficient to ask whether a counseling session occurred evaluation must ask whether the session was characterized by the quality of empathic presence that enables genuine psychological growth. This imperative forms the conceptual basis for integrating empathic communication indicators into a reconstructed GC evaluation model

Reconstructing the Empathic Communication-Based GC Evaluation Model (BK-KE)

Based on the identification of instrumental, conceptual, and practical gaps outlined above, the reconstruction of the BK-KE model offers a response by providing more operational and humanistic indicators within each stage of the CIPP framework. This model shifts the focus of evaluation from mere fulfillment of administrative workloads toward a substantive assessment of relational quality. Assessment of GC programs must not stop at administrative reporting but must extend to the degree to which the accompaniment process reaches the ethical and emotional dimensions of students' lives. The operational indicators of the BK-KE model are presented in the following figure:

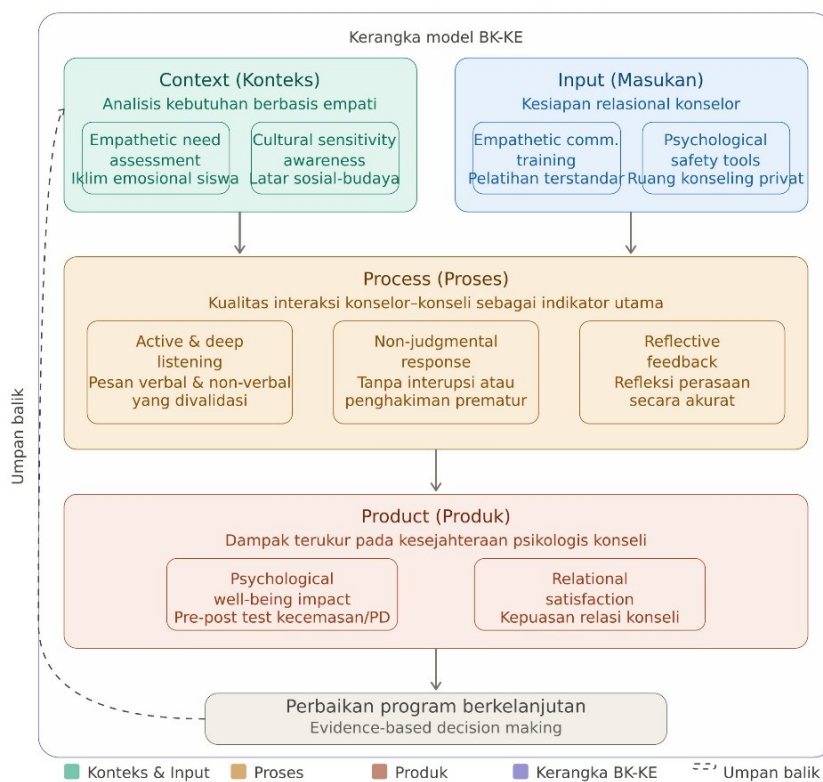


Figure 1. The empathic communication-based GC evaluation model (BK-KE)

In the Context dimension, evaluation no longer merely records disciplinary problems but instead conducts an *Empathetic Need Assessment* to map students' emotional climate and sense of psychological safety (Prabowo et al., 2025). This aligns with the view that understanding the cultural and social background of counselees (*Cultural Sensitivity*) is highly determinative of the effectiveness of initial communication (Laili & Prasetya, 2025). In the Input dimension, the model emphasizes the counselor's relational readiness through standardized empathic communication training, as well as the provision of counseling room facilities that guarantee privacy in order to build trust or *rapport* from the outset of service delivery (Indreswari et al., 2024). In the Process dimension, the model places interaction quality as the primary success indicator through

the practices of *Active and Deep Listening* and *Reflective Feedback*, whereby counselors are evaluated based on their ability to capture non-verbal messages and provide non-judgmental responses so that counsees genuinely feel "heard" and accepted in their entirety (Akbar et al., 2025). Finally, in the Product dimension, program success is measured by the impact on counsees' psychological well-being and their level of relational satisfaction, ensuring that GC services not only produce outward behavioral change but also foster independent learning and character development rooted in students' self-actualization (Winingsih, 2021).

Theoretical Implications

The reconstruction of the BK-KE evaluation model makes a significant contribution to the expansion of the GC program evaluation framework, shifting it from a positivistic-administrative orientation toward a humanistic-relational paradigm. This shift represents a fundamental reconceptualization of what counts as evidence of program success moving from document completeness and activity tallies toward the depth and quality of relational encounters between counselors and counsees. Conceptually and theoretically, this model strengthens the position of empathic communication not merely as a supporting variable but as a "core construct" projected to determine the validity and effectiveness of all guidance services, although confirmation of this claim still requires further empirical testing (Tumonglo et al., 2026). By integrating Rogerian principles into the CIPP structure, this study conceptually synthesizes the school's need for accountability with the humanistic values that constitute the spirit of counseling, affirming that program success cannot be separated from the quality of the counselor's psychological presence in creating a safe space for counsees to explore (Joseph, 2021).

The BK-KE model as an initial proposition challenges the traditional view that separates process from outcome in evaluation. Within this model, the process of empathic communication is itself regarded as a *result*, since genuine interaction is theoretically the primary instrument for triggering students' independence and self-actualization (Winingsih, 2021). This reconceptualization shifts the evaluative gaze from what was delivered to how it was experienced by the counselee a counseling session that adheres to all procedural requirements but lacks genuine empathic presence is, from this perspective, a failed session regardless of its administrative completeness.

This integration also provides an initial scientific foundation for addressing ethical challenges in the digital era, where the *authenticity* of relationships is projected to remain the gold standard even as the media through which services are delivered continues to evolve (Laili & Prasetya, 2025). As GC services increasingly migrate to online and hybrid platforms, the BK-KE model offers conceptual guardrails against the reduction of counseling to mere information exchange, insisting that empathic presence remains the non-negotiable core of effective practice regardless of the medium.

Epistemologically, this model is directed toward supporting the development of a more holistic GC science, wherein the validity of evaluation is tested not only through the coherence of administrative data but also through the pragmatic utility directly experienced in students' psychological development an assumption that requires

substantiation through subsequent developmental research (Prabowo et al., 2025). By positioning empathic communication as an evaluable construct rather than an ineffable relational quality, the model opens new methodological possibilities for instrument development, including observational rubrics, counselee self-report scales, and reflective practice protocols that can make the quality of empathic engagement both visible and improvable (Abadi et al., 2023).

Practical Implications

The conceptual application of the BK-KE evaluation model demands genuine transformation across multiple practical domains within educational institutions, spanning counselors, school leaders, teacher education institutions, and the operational level of service delivery. For school counselors, this model proposes a shift in professionalism standards one that not only focuses on mastery of physical assessment instruments but also on cultivating responsive sensitivity and active listening skills as primary performance indicators (Akbar et al., 2025). This reorientation requires counselors to engage in ongoing reflective practice, regularly examining not just what they did in a session but how they were present whether they listened deeply, responded without judgment, and created the conditions for genuine psychological safety.

For school leaders, GC supervision instruments need to be revised to more substantively capture the quality of the counselor-student relationship, rather than merely auditing stacks of report documents, thereby gradually fostering a school ecosystem more attentive to mental health and counselee openness in navigating adolescent challenges (Prabowo et al., 2025). Supervision processes that include structured observation of counseling sessions, reflective dialogue between supervisors and counselors, and student feedback mechanisms would more faithfully reflect the relational quality that the BK-KE model identifies as central to program effectiveness.

At the level of Teacher Education Institutions (*Lembaga Pendidikan Tenaga Kependidikan/LPTK*), counselor training curricula need to adopt more applied learning methods, such as case method instruction and intensive simulation, to build empathic capacity prior to entering the field (Indreswari et al., 2024; Ramadhan et al., 2025). Pre-service training that incorporates role-play, video-based reflection, and supervised practicum with explicit attention to empathic communication would better prepare prospective counselors for the relational demands of the profession. Equally important, training programs should cultivate in future counselors an evaluative mindset the habit of regularly assessing not only the administrative outcomes of their work but the quality of the relational climate they create for their students (Joseph, 2021).

At the operational level, the use of relational satisfaction measurement instruments administered to students following service delivery such as a modified *Laiseg* has the potential to serve as robust evidence-based data to demonstrate GC outcome accountability to stakeholders, although the effectiveness of this instrument requires validation before being implemented on a wide scale (Winingsih, 2021). The BK-KE model thus does not remain merely a concept but has the potential to become a practical guide for elevating the dignity of the counseling profession through services that are more

meaningful and genuinely impactful for the psychological well-being of all students with the caveat that its implementation still requires empirical validation across various educational levels before it can be claimed as a proven effective approach.

CONCLUSION

This study affirms three principal findings: the weakness of conventional GC evaluation models lies in the dominance of an administrative-quantitative paradigm that neglects the relational dimension of services; empathic communication can be operationally integrated into each component of the CIPP framework, ranging from *Empathetic Need Assessment* in the Context dimension to *Relational Satisfaction* in the Product dimension; and the BK-KE model construct produced conceptually offers a more humanistic, accountable, and counselee experience-oriented evaluation framework. The reconstruction of this model conceptually carries multidimensional implications, spanning from a theoretical paradigm shift from positivistic to humanistic-relational, to practical transformation in counselor training curricula at LPTK institutions and the renewal of GC supervision instruments at the school level. Going forward, the implementation of the BK-KE model requires empirical validation through research and development (*R&D*) and quasi-experimental trials across various educational levels, to ensure that GC program evaluation is not only procedurally accurate but also capable of driving the transformation of guidance services toward greater meaningfulness and tangible impact on the psychological well-being of all students.

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