

Original Research Article

Financial Constraints, Information Asymmetry, and Value for Money: A CIPP-Based Evaluation of Guidance and Counseling Administration in an Indonesian Junior High School

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Abstract: This study evaluates the administration of Guidance and Counseling (BK) services at SMPN 1 Barong Tongkok, integrating the CIPP (Context, Input, Process, Product) model, Theory of Change, Value for Money, and Principal-Agent Theory. Analyzing the interplay between regulatory frameworks (Permendikbud No. 111/2014, Permendikdasmen) and School Operational Assistance (BOS) financial constraints, this qualitative descriptive study investigates how resources and administrative fidelity shape student outcomes. Data were collected via interviews, observations, and documentation involving the principal, BK teacher, homeroom teacher, administrative staff, and students. Findings reveal that while Context evaluation scored highly (87.5%), Input (65%) and Process (67.86%) revealed significant information asymmetries and financial constraints in utilizing BOS funds for BK infrastructure. Product evaluation (75%) indicated substantial behavioral improvements. The study concludes that standardizing BK administration mitigates agency problems and optimizes Value for Money, ultimately driving the Theory of Change from mere inputs to sustained student character development.

Keywords: CIPP Model, Theory of Change, Value for Money, Principal-Agent Theory, Guidance and Counseling, Permendikbud No. 111/2014, BOS Funds.

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1. INTRODUCTION

Educational administration constitutes the foundational architecture for the implementation of formal education systems, serving to guarantee regularity, sustainability, and accountability across all institutional programs. Within the modern educational management paradigm, administration is not merely a technical or clerical activity; rather, it is a comprehensive quality control mechanism (Bush, 2020; Prasojo, 2020). The efficacy of educational administration determines the extent to which macro-level policies can be translated into consistent, measurable, and impactful educational practices at the micro-level (Owens & Valesky, 2021; Hallinger, 2020). Among the myriad of services dependent on rigorous administration, Guidance and Counseling (Bimbingan dan Konseling, hereafter BK) stands out as a critical component in supporting the holistic development of students, encompassing personal, social, academic, and career dimensions.

At the junior high school level (Sekolah Menengah Pertama), students navigate a complex transitional phase marked by profound physical,

emotional, and psychological changes. This critical developmental stage requires systematic guidance to mitigate emotional conflicts, social maladjustment, and academic disengagement (Hurlock, 2017). Consequently, BK services occupy a strategic position in the educational ecosystem. However, the success of these services is intrinsically linked to the robustness of the school's administrative frameworks—encompassing program planning, service documentation, institutional coordination, and outcome evaluation (Badrujaman, 2020). The Indonesian government, recognizing this imperative, established Peraturan Menteri Pendidikan dan Kebudayaan (Permendikbud) No. 111 of 2014, and further reinforced by prevailing basic education regulations (Permendikdasmen), which mandates that BK services must be systematic, objective, logical, and continuous.

Despite these robust regulatory frameworks, empirical evidence suggests a significant gap between normative policies and actual implementation. Many schools, including SMPN 1 Barong Tongkok in West Kutai, face substantial administrative bottlenecks.

Challenges such as unstandardized case documentation, weak integration with the academic calendar, and the absence of outcome-based evaluation mechanisms severely hamper the efficacy of BK services (Ismail, 2023). Furthermore, the financial underpinning of these services, primarily sourced from School Operational Assistance (BOS) funds, often faces allocation inefficiencies, leading to financial constraints that directly impact the availability of adequate counseling facilities and assessment instruments (Fazzari & Athey, 1987).

This study seeks to bridge the gap in the existing literature by conducting a comprehensive evaluation of the BK administrative services at SMPN 1 Barong Tongkok. By employing the CIPP (Context, Input, Process, Product) evaluation model developed by Stufflebeam and Shinkfield (2007), this research provides a holistic assessment of the program. Furthermore, to deepen the analytical rigor, this study integrates three robust theoretical frameworks: The Theory of Change, Value for Money, and Principal-Agent Theory. These frameworks facilitate a multifaceted analysis of how financial constraints, administrative fidelity, and delegated authority interact to shape the ultimate product of BK services: the behavioral and academic transformation of the students.

2. Theoretical Framework and Literature Review

The theoretical foundation of this study is anchored in the integration of educational evaluation models and organizational economics. By synthesizing the CIPP model with the Theory of Change, Value for Money, and Principal-Agent Theory, this research establishes a comprehensive lens through which the administration of BK services can be critically analyzed.

2.1 The CIPP Evaluation Model

Developed by Daniel L. Stufflebeam, the CIPP (Context, Input, Process, Product) model is a highly regarded, comprehensive framework designed not merely to prove the efficacy of a program, but to improve it (Stufflebeam & Shinkfield, 2007). In the context of BK administration, Context evaluation assesses the foundational needs and regulatory basis, ensuring that the service aligns with student requirements and Permendikbud No. 111/2014. Input evaluation analyzes the resources financial, infrastructural, and human allocated to the program. Process evaluation examines the operationalization of the BK services, scrutinizing the fidelity of implementation and the rigor of documentation. Finally, Product evaluation measures the outcomes, specifically the behavioral and academic impacts on the students (Novianti, 2026; Nehe *et al.*, 2024).

2.2 Theory of Change in Educational Counseling

The Theory of Change operates as a predictive blueprint that maps how specific interventions lead to desired outcomes. In the realm of school counseling, it

posits a logical progression: adequate inputs (e.g., trained counselors, private rooms, standardized assessment tools) facilitate robust processes (e.g., classical guidance, individual counseling), which in turn yield measurable outputs (e.g., completed Rencana Pelaksanaan Layanan or RPL, detailed case notes). These outputs act as catalysts for the ultimate outcomes sustainable shifts in student behavior, enhanced discipline, and improved academic motivation (Lestari *et al.*, 2022). Applying this theory requires a meticulous examination of the causal links between administrative diligence and student development.

2.3 Value for Money and BOS Funds (Financial Constraints)

Value for Money (VfM) is a conceptual tool used to assess whether the resources allocated to a program are utilized in a way that maximizes impact. It is evaluated through three primary pillars: Economy (minimizing costs of resources), Efficiency (maximizing the output for a given input), and Effectiveness (achieving the intended outcomes). In Indonesian public schools, BK services are heavily reliant on School Operational Assistance (BOS) funds. According to financial constraints theory, capital market imperfections and budget limitations create pressures that dictate operational strategies (Fazzari & Athey, 1987; Jensen & Meckling, 1976). When BOS funds are disproportionately allocated to hard sciences or physical infrastructure, BK services face severe financial constraints. This study applies VfM to analyze how SMPN 1 Barong Tongkok optimizes its limited BOS funding to support BK administration, navigating environmental uncertainties to maintain service quality (Milliken, 1987).

2.4 Principal-Agent Theory in School Administration

Principal-Agent Theory, classically articulated by Jensen and Meckling (1976), explores the dynamics that occur when a principal delegates authority to an agent. In the educational context of SMPN 1 Barong Tongkok, the Headmaster acts as the Principal, while the BK Teacher serves as the Agent tasked with fostering student character and resolving conflicts. A fundamental issue in this relationship is 'information asymmetry.' Because counseling sessions are strictly confidential and highly individualized, the Headmaster cannot directly observe the Agent's daily efforts (moral hazard). To mitigate this asymmetry, rigorous administrative documentation such as annual programs, semester programs, RPL BK, and evaluation reports serves as the primary monitoring mechanism. When BK administration is weak, the agency problem exacerbates, leading to misaligned objectives and unverified outcomes. Strong administration, conversely, aligns the Agent's activities with the Principal's institutional goals.

2.5 Regulatory Alignment: Permendikbud No. 111/2014 and Permendikdasmen

The overarching legal framework governing this evaluation is Permendikbud No. 111 of 2014 (Kementerian Pendidikan dan Kebudayaan Republik Indonesia, 2014), coupled with subsequent Permendikdasmen regulations regarding basic and secondary education standards. These regulations stipulate that BK is an integral component of the educational system, possessing preventive, developmental, curative, and maintenance functions (Prayitno & Amti, 2015). They explicitly mandate the comprehensive administration of BK, requiring systematic planning, transparent reporting, and continuous evaluation to guarantee accountability. From a public policy analysis perspective, such regulatory mandates function to translate normative policy intentions into standardized institutional practice at the school level (Dunn, 2018).

3. METHOD

This research employs a qualitative descriptive approach utilizing a case study design. This design is highly appropriate for investigating complex administrative phenomena within their real-life contexts, especially when the boundaries between the phenomenon and the context are not clearly evident (Yin, 2018; Creswell & Poth, 2018). The study is situated at SMPN 1 Barong Tongkok in West Kutai, East Kalimantan, Indonesia.

The population of this study comprises the school's internal stakeholders. A purposive sampling

technique was utilized to select informants possessing deep, direct involvement in the administration and execution of BK services (Sugiyono, 2012; Arikunto, 2019). The primary informants included the Headmaster (1), the BK Teacher (1), a Homeroom Teacher (1), an Administrative Staff Member (1), and a Student Representative (1).

Data were gathered through three primary methods: in-depth semi-structured interviews, direct field observations, and exhaustive document analysis. The document analysis focused specifically on administrative artifacts mandated by Permendikbud No. 111/2014, such as the Annual Program, Semester Program, Rencana Pelaksanaan Layanan (RPL BK), case notes, attendance records, and evaluation instruments. The qualitative data underwent rigorous analysis using the interactive model proposed by Miles, Huberman, and Saldaña (2014), encompassing data condensation, data display, and conclusion drawing/verification. Triangulation of sources and methods was applied to ensure data validity and reliability.

4. RESULTS

The empirical findings of this study are structured around the four dimensions of the CIPP evaluation model, deeply intertwined with the analytical lenses of the Theory of Change, Value for Money, and Principal-Agent Theory. Extensive field data reveals both significant achievements and critical areas requiring administrative remediation.

Table 1: Synthesis of CIPP Indicators and Evaluation Focus

CIPP Component	Focus of Evaluation	Key Indicators	Theoretical Integration
Context	Needs assessment and policy basis	Relevance of BK to student issues; understanding of Permendikbud No.111/2014	Theory of Change (Baseline Identification)
Input	Resource readiness and allocation	BK Teacher competence, BOS fund allocation, facilities, administrative tools	Value for Money (Economy), Financial Constraints
Process	Service execution and documentation	Implementation of RPL, reporting, coordination, monitoring	Principal-Agent Theory (Information Asymmetry Mitigation)
Product	Impacts and behavioral shifts	Effectiveness of service, changes in student discipline and motivation	Theory of Change (Outcomes), VfM (Effectiveness)

Source: Primary Data Processed, 2026

4.1 Context Evaluation: Establishing the Baseline

The Context evaluation achieved an outstanding score of 87.5%, indicating a profound institutional awareness of the necessity for robust BK services. Interviews with the BK teacher and homeroom teachers confirmed that students at SMPN 1 Barong Tongkok exhibit a complex matrix of needs, ranging from low academic motivation and disciplinary infractions to peer conflicts and excessive social media consumption.

From the perspective of the Theory of Change, defining the context accurately is paramount. It establishes the baseline 'problem state' that the intervention intends to resolve. The school demonstrated strong alignment with Permendikbud No. 111/2014, viewing BK not as a punitive disciplinary tool, but as a holistic developmental service, an orientation consistent with the character-building aims of the Profil Pelajar Pancasila under Kurikulum Merdeka (Kemendikbudristek, 2022). However, a minor deficiency was noted in the systemic formalization of this needs assessment; the school heavily relied on

observational data and teacher reports rather than standardized psychometric or sociometric assessment instruments. This lack of quantitative baseline data

slightly obscures the initial stage of the Theory of Change logic model.

Table 2: Profiles of Research Informants

Informant Role	Contribution to Evaluation	Key Administrative Insight
Headmaster (Principal)	Policy direction, resource allocation, monitoring	Delegation of character education; monitoring Agent's reports
BK Teacher (Agent)	Service execution, RPL creation, documentation	Direct implementation of policies; faces administrative burden
Homeroom Teacher	Student referral, behavioral monitoring	Crucial link for data input and outcome observation
Admin Staff	Document archiving, digital management	Supports VfM through efficient data management
Student	Service recipient, ultimate beneficiary	Validates the Product evaluation (behavioral impact)

Source: Primary Data Processed, 2026

4.2 Input Evaluation: Financial Constraints and Value for Money

The Input dimension yielded a score of 65.00%, falling into the 'Good' category but revealing critical systemic vulnerabilities. While the school successfully provided the fundamental inputs a dedicated BK teacher, a designated counseling room, and basic administrative documents the operationalization of these inputs is heavily restricted by financial constraints.

Applying the Value for Money (VfM) framework exposes the tension in utilizing School Operational Assistance (BOS) funds. According to Fazzari and Athey's financial constraints theory (Fazzari

& Athey, 1987), imperfect capital allocation forces institutions to prioritize certain investments over others. At SMPN 1 Barong Tongkok, BOS funds are predominantly channeled toward mainstream academic necessities, leaving BK services underfunded. Consequently, the Economy aspect of VfM is high (minimal expenditure on BK), but the Efficiency and Effectiveness suffer. The counseling room lacks optimal privacy and modern archival infrastructure, and digital assessment tools are absent. Furthermore, while Annual and Semester programs exist, Rencana Pelaksanaan Layanan (RPL) documents are not consistently prepared for incidental counseling, indicating a gap in administrative resource preparedness.

Table 3: Value for Money and Budget Priorities in BK Administration (BOS Funds)

VfM Pillar	BK Administrative Element	Current Status	Impact of Financial Constraints
Economy	Procurement of BK facilities	Basic room provided; low budget allocation	Inadequate privacy; lack of digital storage infrastructure
Efficiency	Counselor-to-Student Ratio & Admin Workflow	Manual data entry; high administrative burden on Agent	Time diverted from actual counseling to manual paperwork
Effectiveness	Achievement of Permendikbud Standards	Standard achieved partially; lack of formal assessment tools	Inability to quantitatively measure baseline needs and progress

Source: Primary Data Processed, 2026

4.3 Process Evaluation: Mitigating Information Asymmetry via Administration

Scoring 67.86%, the Process evaluation highlights the operational realities of delivering and documenting BK services. The BK teacher conducts classical guidance, individual counseling, group counseling, and parental consultations. However, the schedule remains highly reactive rather than proactive, largely responding to immediate disciplinary crises rather than executing a systemic preventive curriculum.

This dimension is best understood through the lens of Principal-Agent Theory (Jensen & Meckling, 1976). The Headmaster (Principal) delegates the intricate task of student psychological and behavioral development to the BK Teacher (Agent). Due to the strict

ethical code of confidentiality in counseling, the Headmaster cannot physically monitor the Agent's activities. This creates profound information asymmetry. To resolve this moral hazard, robust administration is non-negotiable. Documents such as the RPL, attendance sheets, and sanitized case reports serve as the verifiable proof of the Agent's effort. The study found that while basic reporting occurs, the lack of standardized, digitized, and periodic reporting mechanisms weakens the Principal's ability to monitor efficiency, a constraint consistent with prior findings on the implementation and evaluation barriers of BK programs in Indonesian schools (Lilis *et al.*, 2023). When administrative fidelity is compromised, the Principal-Agent alignment weakens, jeopardizing the institutional goals set forth in Permendikdasmen.

Table 4: Synthesis of Supporting and Inhibiting Factors in BK Administration

Factor Category	Identified Elements	Theoretical Implication
Supporting	Strong Principal backing; cooperative Homeroom teachers; compliant students	Aligns Principal-Agent objectives; supports continuous Theory of Change process
Inhibiting	Manual archiving; lack of standardized assessment tools; limited BOS fund allocation	Exacerbates financial constraints; reduces VfM efficiency; increases Agent's administrative burden
Environmental	Post-pandemic behavioral shifts; high social media usage among students	Increases environmental uncertainty; demands highly responsive and documented BK interventions

Source: Primary Data Processed, 2026

4.4 Product Evaluation: Realizing the Theory of Change

The Product evaluation achieved a score of 75.00%, confirming that the BK services, despite administrative and financial hurdles, generate substantial positive outcomes. Interviews with the homeroom teacher and students corroborated that interventions led to visible enhancements in student discipline, academic motivation, and social responsibility. Students reported feeling supported and guided rather than merely punished, fulfilling the developmental mandate of Permendikbud No. 111/2014. These affective and behavioral gains correspond to the affective domain long recognized in the classic taxonomy of educational objectives (Bloom, 1956).

From the perspective of the Theory of Change, the logical chain is validated: the Inputs (despite constraints) were processed through dedicated counseling Activities, yielding outputs (behavioral shifts) that contribute to the overarching Outcome of holistic character development. However, the culmination of this process reveals a critical administrative flaw: the lack of systematic follow-up documentation. Because evaluation instruments are not fully standardized, the transition from 'anecdotal success' to 'empirical, data-driven success' is incomplete. The Value for Money Effectiveness is proven qualitatively, but lacks the quantitative administrative backing required for absolute institutional accountability.

Table 5: Product Impacts and Behavioral Shifts

Outcome Domain	Pre-Intervention Baseline (Context)	Post-Intervention Result (Product)	Theory of Change Linkage
Academic	Low motivation, frequent tardiness, task avoidance	Improved focus, better attendance, increased responsibility	Direct result of individual counseling and motivational guidance
Social/Behavioral	Peer conflicts, social media misuse, disrespect	Enhanced peer mediation, emotional regulation, improved discipline	Product of group counseling and homeroom teacher collaboration
Administrative	Reactive discipline, fragmented manual records	Resolution of cases, though documentation remains manual	Demonstrates the need to digitize outcomes to inform future Context needs

Source: Primary Data Processed, 2026

5. DISCUSSION

The findings from SMPN 1 Barong Tongkok present a microcosm of the broader challenges facing educational administration in Indonesia. The CIPP evaluation illuminates a clear trajectory: while the Context is well-understood and the Product is largely positive, the Input and Process stages are bottlenecked by systemic inefficiencies. Synthesizing this with our theoretical frameworks provides profound insights into the mechanics of educational management.

Firstly, the application of Principal-Agent Theory (Jensen & Meckling, 1976) perfectly encapsulates the administrative dynamic between the school leadership and the counseling staff, reflecting broader findings on headmaster policy in strengthening

school governance (Mulyasa, 2021). Administration in this context is not mere paperwork; it is the vital currency of accountability. The RPL and case reports are the primary tools utilized to bridge the information asymmetry inherent in confidential counseling, consistent with broader trends toward an evaluator identity and stronger accountability expectations for school counselors (Beasley, 2024; Israofin, 2024). When the administrative staff (the clerical agents) lack the digital infrastructure to support the BK teacher (the professional agent), the Headmaster (the principal) operates with a blind spot regarding the true efficacy of the character education mandate.

Secondly, the Value for Money framework, viewed through the lens of Financial Constraints (Fazzari & Athey, 1987), explains why these administrative

bottlenecks exist. BOS funds are the lifeblood of Indonesian public schools. The decision to underfund BK facilities and digital administrative tools in favor of other academic priorities reflects a strategic, albeit problematic, allocation of constrained financial resources. This environmental uncertainty forces BK teachers to rely on manual, time-consuming administrative processes, inherently reducing the Efficiency pillar of VfM. The lack of standardized psychometric testing tools omitted due to budget constraints weakens the Economy and Effectiveness of the initial needs assessment.

Finally, the Theory of Change validates the resilience of the human elements within this system. Despite the financial constraints and the friction in Principal-Agent reporting mechanisms, the intrinsic dedication of the BK teacher and the collaborative synergy with homeroom teachers ensure that the intervention still produces positive behavioral shifts, echoing the foundational Indonesian educational philosophy that positions holistic character formation, not mere instruction, as the ultimate aim of education (Dewantara, 2013). The product evaluation validates the core intent of Permendikbud No. 111/2014. However, for these outcomes to be scalable, sustainable, and strictly aligned with Permendikdasmen standards, the 'missing link' comprehensive, digitized, and standardized administration must be rectified.

6. CONCLUSION AND RECOMMENDATIONS

In conclusion, the administration of Guidance and Counseling (BK) services at SMPN 1 Barong Tongkok is functionally effective but remains structurally constrained. The CIPP model evaluation indicates that the program is highly relevant to student needs in the Context dimension and generates positive behavioral outcomes in the Product dimension. However, the Input and Process dimensions continue to face several limitations, particularly manual documentation practices, incomplete utilization of standardized assessment instruments, and a service schedule that tends to be reactive rather than preventive. From the theoretical perspectives applied in this study, these challenges reflect Principal-Agent information asymmetries and financial constraints that limit the optimization of BOS funds based on the Value for Money principle.

To strengthen the quality and sustainability of BK services in accordance with Permendikbud No. 111/2014 and relevant Permendikdasmen provisions, school management should reconsider the allocation of BOS funds to provide adequate support for BK infrastructure, particularly digital archiving systems and standardized assessment instruments. BK teachers should consistently complete RPL documentation across all service types to reduce information asymmetry while gradually shifting toward proactive, data-driven classical guidance programs. At the institutional level, the school

should develop an integrated digital administrative framework that connects BK records with the broader academic administration system. Such integration is expected to improve the security, efficiency, transparency, and accountability of BK reporting while strengthening the pathway between program implementation and expected outcomes as conceptualized in the Theory of Change.

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