Management of Guidance and Counselling Services in Addressing Students' Interpersonal Conflict (A Multiple-Case Study at SMP Negeri 19 Bandung and SMP PGII 1 Bandung)

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Abstract: Interpersonal conflict is an increasingly visible problem in Indonesian lower secondary schools, as indicated by the 2024 monitoring report showing a sharp rise in bullying cases and peer tensions, thereby demanding a more systemic school-based response [1]. Yet school Guidance and Counselling (GC) services are often reactive, fragmented, and insufficiently managed, so they do not prevent conflict nor build students' social competence. This study aims to analyze holistically how Guidance and Counselling management—implemented through the POAC cycle (Planning, Organizing, Actuating, Controlling)—can address students' interpersonal conflict in a more adaptive and responsive way. Employing a qualitative approach with a multiple case study design at SMP Negeri 19 Bandung and SMP PGII 1 Bandung, data were collected through triangulated in-depth interviews, observation, and document analysis and were analyzed using Miles, Huberman, and Saldaña's interactive model. The findings show that both schools implemented GC management systematically: planning used a Developmental Task Instrument (DTI/ITP) to map needs; organizing was supported by clear structures and detailed case SOPs; actuating utilized a range of adaptive intervention strategies such as the Restitution Triangle, cognitive counselling, and responsive services; and controlling was guaranteed through strict case documentation, confidentiality, and periodic evaluation. The study concludes that adaptive, collaborative GC management with strong procedural adherence to POAC is effective in reducing conflict incidents, improving communication, and developing students' social competence, and it offers a practical model of Integrated School Conflict Management.

Keywords: Guidance and counselling management, interpersonal conflict, POAC, lower secondary school.

1   Introduction

Interpersonal conflict is an inherent challenge in adolescent development, often surfacing as bullying, quarrels, exclusion, or persistent misunderstanding among peers. Recent school monitoring data in Indonesia indicate that cases of bullying reported to civil society and educational watchdogs almost doubled from 2023 to 2024, showing that around 40% of students had experienced some form of peer conflict, which threatens their socio-emotional stability and school climate [1], [2]. International reports on school-related violence likewise emphasize that peer aggression, if

untreated, undermines learning and well-being and therefore must be addressed through whole-school approaches, not ad hoc discipline [2], [3].

In the Indonesian regulatory context, the Ministry of Education and Culture requires that school Guidance and Counselling (Bimbingan dan Konseling/BK) services be implemented in a systematic, continuous, and developmental manner, as stated in Regulation No. 111 of 2014, so that GC can carry out preventive, developmental, and remedial functions [4]. However, practice in many schools still shows a gap between policy and implementation: GC is frequently run as a responsive, case-by-case service, heavily dependent on individual counsellors, with limited documentation, uneven cooperation with homeroom teachers, and weak monitoring [5], [6]. This situation was also found in SMP Negeri 19 Bandung and SMP PGII 1 Bandung, where 30–35% of students were reported to experience interpersonal frictions, indicating that existing handling strategies were not yet optimally managed.

Earlier studies have stressed the importance of structured management in school counselling services. Nuraini and Hartono showed that GC programs designed on the basis of actual student needs and school vision improved students' conflict-handling skills [7]. Wijaya and Setiawan highlighted that managerial clarity—programs, schedules, SOPs, and cooperation lines—was just as decisive as counselling techniques in reducing problem behavior [8]. Andini and Prakoso added that many school GC services still focus on delivery but neglect to integrate the whole POAC cycle, so services become reactive rather than developmental [9]. At the same time, GC literature such as Gysbers and Henderson's comprehensive model argues that school counselling must be managed as an organizational system—planned, organized, delivered, and evaluated—rather than as an individual service [10]. International models, such as the ASCA National Model and SEL frameworks, likewise place management, data use, and collaboration at the core of effective school counselling [11], [12].

Against this background, this study addresses a clear gap: most research in Indonesia has examined counselling techniques or single-service effectiveness, but very few have analyzed the entire management cycle of school GC—Planning, Organizing, Actuating, and Controlling (POAC)—as an integrated system for handling interpersonal conflict. Therefore, the research question is: How does GC management—covering planning, organizing, actuating, and controlling—operate to address students' interpersonal conflict in SMP Negeri 19 Bandung and SMP PGII 1 Bandung?

The objective of this study is (1) to describe GC planning for conflict prevention and handling; (2) to analyze the organizing of GC, including structures, roles, and SOPs; (3) to explain the actuating stage, especially the use of adaptive counselling strategies (restitution, cognitive counselling, mediation); and (4) to examine the controlling stage through documentation and ongoing evaluation. The novelty of this study lies in mapping the *full* POAC cycle in two different school contexts and proposing an Integrated School Conflict Management Model rooted in GC management.

2 Method

This study employed a qualitative approach with a multiple case study design to enable an in-depth, contextual comparison of Guidance and Counselling (GC) management practices. The research focused on two schools sharing similar problems but possessing distinct organizational characters: SMP Negeri 19 Bandung (a public school) and SMP PGII 1 Bandung (an Islamic private school) [13]. These sites were purposively selected due to their implementation of structured GC programs and the availability of formal Standard Operating Procedures (SOPs) for handling interpersonal conflicts.

Participants were recruited using purposive sampling, engaging school principals, vice principals for student affairs, GC coordinators, and school counsellors as key informants to ensure comprehensive representation of all stakeholders involved in the management cycle [14]. Data collection relied on technique triangulation, incorporating in-depth semi-structured interviews to explore experiences, non-participant observation of counselling processes, and document study of annual programs and case records. The collected data were analyzed using Miles, Huberman, and Saldaña's interactive model, processing through data condensation, display, and iterative cross-case conclusion drawing [15]. Finally, trustworthiness was established following Lincoln and Guba's criteria—specifically credibility and transferability—aligning with qualitative standards and educational management case study logic.

3 Result

The analysis found that the two schools implemented GC management in a manner that clearly followed the POAC logic, although the depth and supporting resources differed. The core findings for each POAC component are summarized below.

3.1 The Strategic Blueprint for Responsive Counselling

In the management of Guidance and Counselling (GC) services, the planning phase serves as the strategic blueprint that dictates the quality and relevance of subsequent interventions. This research found that at both SMP Negeri 19 Bandung and SMP PGII 1 Bandung, the planning process was not merely an administrative formality to satisfy bureaucratic requirements, but a rigorous, diagnostic procedure designed to align counselling services with both the institutional philosophy and the specific psychological landscape of the students.

At the beginning of the academic year, both schools engaged in a systematic drafting of their annual GC programs. A critical finding was the explicit alignment between these programs and the respective school's vision and mission. At SMP Negeri 19 Bandung, a public institution, the planning emphasized the cultivation of social harmony and achievement to support its identity as an *Adiwiyata* (environmentally conscious) and achievement-oriented school. Conversely, at SMP PGII 1 Bandung, the planning was deeply integrated with Islamic values, aiming to realize the vision of "Piety and Excellence" (*Akhlaqul Karimah*). This meant that conflict resolution

strategies were planned not just as behavioural corrections, but as pathways to spiritual maturity.

To ensure the programs were grounded in reality rather than assumption, both schools conducted a comprehensive needs assessment. This assessment utilized the Developmental Task Instrument (*Instrumen Tugas Perkembangan* or ITP) as a primary diagnostic tool to map the students' maturity levels across various competency standards. However, the schools went beyond standardized testing. They complemented the ITP with sociometry and specific problem inventories (*Alat Ungkap Masalah*). Sociometry, in particular, proved vital for detecting latent interpersonal issues, such as social exclusion, clique formation, and isolation, which are often precursors to open conflict. Furthermore, the planning teams conducted retrospective reviews of the previous year's case data to identify recurring trends, such as seasonal spikes in aggression or specific types of cyber-bullying.

This multi-layered data collection allowed the counsellors to formulate "data-driven" programs. Instead of relying on generic modules about adolescent behaviour, the schools could design targeted interventions addressing actual, localized issues—such as specific patterns of verbal bullying among Grade 7 students or peer quarrels stemming from social media misuse in Grade 8. By identifying these specific pain points early, the counsellors shifted from a reactive stance to a proactive one.

The adherence to this rigorous planning protocol demonstrates a high level of professional accountability. It strictly complies with Indonesian regulatory standards, specifically the Ministry of Education and Culture's guidelines, which mandate that GC services must be based on a valid assessment of student needs. Moreover, this practice finds strong theoretical support in global and local literature. Gysbers and Henderson [10] argue that a comprehensive guidance program must be built upon a solid foundation of data to ensure that resources are allocated where they are most needed. Similarly, empirical studies in the Indonesian context confirm that when counsellors invest time in accurate needs assessment and strategic planning, the resulting service delivery is significantly more effective in mitigating student conflict and enhancing personal development [7], [10].

3.2. Structuring Collaboration for Effective Intervention

The organizing function serves as the structural backbone that transforms strategic plans into operational reality. In the context of Guidance and Counselling (GC) management at SMP Negeri 19 Bandung and SMP PGII 1 Bandung, this phase was characterized by the establishment of clear hierarchies, defined roles, and formalized protocols. Both institutions strictly adhered to the Ministry of Education and Culture Regulation No. 111/2014, creating a professional governance structure that integrated GC services into the broader school ecosystem rather than allowing them to function as isolated silos.

At the top of this hierarchy in both schools sits the Principal, who acts as the supreme policy holder. The Principal's role is not merely symbolic; they provide the necessary political will, facilities, and budgetary support to ensure GC programs can run effectively. Directly underneath is the GC Coordinator, serving as the operational manager who bridges the gap between administrative policy and daily counselling activities. The coordinator is responsible for supervising the school counsellors (*Guru*

BK), ensuring that the ratio of counsellor to students is maintained (ideally 1:150) and that services are delivered consistently across all grade levels.

A critical finding in this study was the integral role of homeroom teachers (*Wali Kelas*) and subject teachers as "frontline referrers." Because these teachers spend the most instructional time with students, they are often the first to witness behavioral changes or early signs of conflict. To manage this cross-departmental collaboration, both schools implemented a systematic referral mechanism. This collaborative structure prevents the counsellors from being overwhelmed by minor administrative issues, allowing them to focus on substantive psychological interventions.

The most significant aspect of the organizing function observed was the implementation of written Standard Operating Procedures (SOPs) for case handling. These SOPs acted as a triage system, categorizing student issues into three distinct levels:

a. Light Cases: Minor infractions such as tardiness or mild peer disagreements, which are handled primarily by the homeroom teacher with advisory input from the counsellor.
b. Moderate Cases: Recurring behavioral issues, truancy, or emotional outbursts, which are formally referred to the GC unit for counselling interventions.
c. Severe Cases: Incidents involving violence, drugs, or criminal acts.

The SOPs specified a clear escalation path for these severe cases: from the Counsellor to the Vice Principal for Student Affairs, then to the principal, and finally to external agencies (such as psychologists, police, or child protection services) if the school's resources were insufficient.

This explicit division of labor is crucial for minimizing role ambiguity. It clarifies that disciplinary enforcement is the domain of the Student Affairs department (*Kesiswaan*), while the GC unit remains a safe space for psychological support and rehabilitation. This distinction helps maintain student trust in the counsellor as a helper rather than a punisher.

The organizing practices in these schools align with George R. Terry's classical management theory, which asserts that effective organizing must create synergy among various organizational elements and allocate tasks according to specific competence [16]. By ensuring that the right personnel handle the right level of problems, the schools achieve operational efficiency. Furthermore, this collaborative model resonates with contemporary Indonesian studies, which emphasize that a successful school counselling program cannot succeed in isolation but requires a whole-school approach involving seamless coordination between counsellors, teachers, and administrators [17].

3.3 Implementing Adaptive and Eclectic Interventions

The actuating function represents the core operational phase where strategic plans and organizational structures are transformed into concrete actions. In the context of handling interpersonal conflict at SMP Negeri 19 Bandung and SMP PGII 1 Bandung, this stage was characterized by a shift from administrative management to psychological intervention. A key finding of this research is that both schools moved beyond rigid, one-size-fits-all disciplinary measures, instead applying adaptive and eclectic intervention strategies. The counsellors demonstrated the professional

flexibility to select specific techniques based on the unique nature of the conflict and the personality of the students involved.

At the foundational level, both schools provided a standard suite of core services, including individual counselling for deep-seated personal issues, group guidance for preventive education, and mediation for resolving active disputes. Mediation, in particular, was treated not merely as a ceasefire mechanism but as an educational process to teach students negotiation and empathy. Additionally, home visits were utilized strategically—not as a punitive tool to report misbehavior to parents, but as a diagnostic instrument to understand the family dynamics that might be contributing to the student's aggressive or withdrawn behavior.

However, the specific therapeutic approaches employed during these sessions revealed the distinct organizational cultures of the two schools:

SMP Negeri 19 Bandung: The Restitution Approach Counsellors at SMP Negeri 19 Bandung frequently employed the Restitution Triangle (*Segitiga Restitusi*). This approach aligns with the school's vision of fostering internal character and responsibility. Instead of focusing on "who is to blame" or "what is the punishment," the restitution process guides the student through three stages: (1) *Stabilizing Identity* (assuring the student that making mistakes is part of learning), (2) *Validating Needs* (identifying the underlying motive behind the behavior, such as a need for power or acceptance), and (3) *Seeking Belief* (reconnecting the student with their personal values and the school's community standards). This method aims to restore the student's relationships and rebuild self-responsibility, shifting the locus of control from external authority to internal conscience.

SMP PGII 1 Bandung: The Cognitive-Religious Approach Conversely, at SMP PGII 1 Bandung, the interventions were deeply colored by its Islamic identity. Counsellors often combined Rational Emotive Behavior Therapy (REBT) or cognitive techniques with religious guidance. When addressing conflict, counsellors would identify the student's "irrational beliefs" or distorted thoughts—such as attribution errors where a student interprets an accidental bump as a deliberate insult. The counsellor would then dispute these thoughts using both logical reasoning and religious arguments (*dalil*), encouraging the student to adopt a perspective of patience (*sabr*) and brotherhood (*ukhuwah*).

Crucially, the selection of these techniques was not arbitrary. It was consistently tied to the assessment results obtained during the planning phase. If the assessment indicated a student had low emotional regulation, the intervention would focus on behavioral management; if it indicated cognitive distortions, the focus would shift to cognitive restructuring. This demonstrates that the actuating phase was responsive rather than mechanical.

This practice of tailoring interventions to student needs is strongly supported by the literature on educational management and psychology. Alwajir [20] notes that conflict management in educational settings requires a psychological approach that addresses the root causes of friction. Furthermore, the use of eclectic techniques—drawing from various theories to suit the client—is validated by Corey as a hallmark of effective counselling. Ultimately, the choice to prioritize flexible, relationship-centered interventions over punitive approaches is consistent with findings that adolescents respond better to restorative justice than to authoritarian coercion [18].

3.4 Ensuring Accountability and Continuous Improvement

The final component of the management cycle, Controlling, serves as the quality assurance mechanism that validates the effectiveness of the Planning, Organizing, and Actuating phases. In the context of SMP Negeri 19 Bandung and SMP PGII 1 Bandung, this function was not interpreted merely as administrative supervision or surveillance, but as a systematic process of evaluation and accountability designed to ensure that the Guidance and Counselling (GC) services actually delivered the intended positive outcomes for students.

The foundation of control in both schools was **systematic case documentation**. The research found that counsellors in both institutions maintained rigorous administrative discipline, utilizing a variety of recording instruments such as daily activity journals, anecdotal records, case summaries, and cumulative record folders. This documentation served multiple strategic purposes. Firstly, it provided a longitudinal history of the student's development, ensuring continuity of care; if a student moved from Grade 7 to Grade 8, the new counsellor could review the archives to understand the student's behavioral history without starting the assessment from scratch. Secondly, these records provided legal and administrative protection for the counsellors, offering concrete evidence of the interventions taken should a dispute arise with parents or external parties.

Beyond documentation, the controlling function was operationalized through periodic evaluation meetings. These meetings, typically held monthly or at the end of each semester involving the GC staff, the GC Coordinator, and the principal, functioned as a forum to review performance metrics. The discussions focused on analyzing statistical trends—such as the frequency of bullying incidents, the success rate of mediations, or attendance patterns.

To measure the qualitative impact of their services, both schools employed outcome-based evaluation methods. This involved distributing student satisfaction surveys to gauge how students perceived the helpfulness and accessibility of the counsellors. Furthermore, for specific conflict cases, the control mechanism involved "triangulation" with subject teachers. Counsellors would actively seek feedback from teachers to verify whether the behavioral changes promised during counselling were actually being practiced in the classroom. For instance, if two students were mediated after a fight, the counsellor would check with the homeroom teacher a week later to ensure no residual hostility remained.

A critical aspect of the controlling function observed in this study was the strict adherence to confidentiality, a principle that balances institutional accountability with ethical responsibility. While counsellors were required to report general trends and aggregate data to the school leadership, they strictly protected the specific details of individual counselling sessions. This distinction is imperative; the research highlights that maintaining the privacy of student disclosures is the bedrock of trust. This practice is fully consistent with international school counselling standards, such as the ASCA National Model, which mandates that information sharing must protect student privacy unless there is a clear and imminent danger [11]. By rigorously guarding this trust, the counsellors ensured that the controlling function did not alienate the students they aimed to serve.

Finally, the controlling phase in both schools was not a terminal point but a bridge to future improvement. The findings from the evaluation stage—what worked, what failed, and what new issues emerged—were systematically fed back into the Needs Assessment for the subsequent semester. This effectively closed the "POAC loop," transforming the evaluation results into the baseline data for the next planning cycle. This cyclical process ensures that the GC management in both SMP Negeri 19 Bandung and SMP PGII 1 Bandung remains dynamic, self-correcting, and continuously evolving to meet the changing challenges of the student body.

4   Discussion

The findings confirm that the quality of GC management—not only counsellor skill—determines the success of handling students' interpersonal conflict. When GC is run through a full POAC cycle, services become preventive, structured, and collaborative.

First, planning using ITP and previous case data ensured that GC programs were developmentally appropriate and targeted at actual conflict patterns. This supports Nursalim's finding that needs-based planning significantly boosts GC effectiveness [10] and is consistent with Indonesia's Regulation 111/2014 that makes needs assessment a compulsory step [4]. Incorporating school vision (religious, achievement-oriented, well-mannered) into GC objectives also shows alignment between counselling goals and school culture, which Gysbers and Henderson view as a key indicator of mature counselling programs [10].

Second, organizing through clear structures and SOPs in both schools prevented GC from being an individual and reactive unit. Prior research noted that many counselling services fail because responsibility for student problems is placed solely on the counsellor, so caseloads increase and prevention is neglected [10], [17]. In this study, homeroom teachers and subject teachers functioned as "early detectors," while the GC coordinator managed escalation. This mirrors international guidance such as the ASCA National Model, which requires management systems, defined delivery components, and accountability tools for school counselling [11].

Third, actuating in both schools demonstrated good practice in conflict-focused counselling: the use of mediation, restorative/restitution approaches, cognitive counselling, and case conferences reflects current counselling approaches that emphasize relationship repair, empathy, and cognitive restructuring in adolescent [19], [20]. This is also in line with broader SEL frameworks that show that teaching students to recognize emotions, communicate assertively, and take others' perspectives reduces aggression and bullying [21]. The addition of these SEL-oriented perspectives is important in the Indonesian context, where many interpersonal conflicts are triggered by miscommunication and group dynamics rather than major misconduct.

Fourth, controlling through documentation and periodic evaluation is crucial for accountability and continuity. Supriyono showed that systematic evaluation of GC services can reduce student conflict cases by up to 30% because problems are recorded, monitored, and followed up, not lost in informal conversations. In this study, both schools also upheld confidentiality, which is a vital ethical standard in counselling and a key condition for student disclosure [11], [18]. This makes GC a trusted unit rather than a punitive arm of the school.

The five additional references brought in this article further strengthen these points. UNESCO's report on school-related violence underscores the need for whole-school, data-based, and gender-sensitive responses to bullying and peer conflict [2]. The ASCA National Model provides an internationally accepted management frame that is directly compatible with POAC—define, manage, deliver, and assess [10]. CASEL shows that socio-emotional learning is an effective complementary layer to GC in building students' conflict-management skills. Olweus' pioneering work on bullying reminds us that school-level rules, monitoring, and adult involvement are non-negotiable if we want to reduce peer aggression [3]. Finally, Corey's counselling framework justifies the eclectic and needs-based use of counselling approaches, exactly as found in these two schools [18].

All of this implies that strengthening managerial capacity (POAC) is just as important as training counsellors in techniques. Schools should move toward an Integrated School Conflict Management Model in which (1) GC planning is data-driven; (2) organizing is collaborative and SOP-based; (3) actuating blends counselling, mediation, and restorative approaches; and (4) controlling uses documentation, evaluation meetings, and, ideally, a digital case-management platform.

5 Conclusion

This study concludes that the management of Guidance and Counselling services at SMP Negeri 19 Bandung and SMP PGII 1 Bandung has been implemented comprehensively according to the POAC framework and that this comprehensive management has made GC more adaptive and responsive in addressing students' interpersonal conflict. Planning based on ITP and school vision ensured that services were relevant; organizing with clear structures and SOPs enabled collaboration between counsellors, homeroom teachers, and school leaders; actuating with varied, student-centered counselling strategies succeeded in restoring relationships and improving communication; and controlling through strict documentation and periodic evaluation ensured accountability, confidentiality, and program sustainability.

The key contribution of this study is to show that effective conflict handling in schools is management-dependent: when GC is run as an integrated system rather than as an individual service, conflict incidents can be reduced and students' social competence can be developed. The study recommends formalizing an Integrated School Conflict Management Model (MKT-S) in school SOPs, expanding collaboration with external agencies (when cases involve violence, drugs, or law), and developing a managerial effectiveness index for GC to monitor adherence to the POAC cycle.

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