



Analysis and Implementation of the Policy on the Nine Steps of West Java Education Development Toward the Realization of the “Gapura Panca Waluya”

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Article Info	Abstract
Article History Received: 2026-01-07 Revised: 2026-02-13 Published: 2026-03-01	Character education faces unprecedented challenges in Indonesia's disruptive era, where digitalization and socio-cultural shifts threaten the internalization of values among the younger generation. West Java Province responded to this with the transformative Gapura Panca Waluya framework—articulated through nine policy steps in Governor's Circular Letter No. 45/PK.03.03/KESRA—to cultivate students who embody <i>cageur</i> (holistic health), <i>bageur</i> (moral excellence), <i>bener</i> (honesty), <i>pinter</i> (intellectual competence), and <i>singer</i> (adaptive agility). Despite its philosophical sophistication, critical gaps remain between policy design and implementation at the school level. This study analyzes the alignment between the Nine Steps policy and its operationalization in elementary schools, identifies contextual factors that influence implementation fidelity, and proposes an adaptive model for character education in the digital age. Using a qualitative descriptive approach with a policy analysis design, this study integrates analysis of national and provincial regulatory documents, 84 hours of non-participant observation in six purposively selected schools in Bekasi Regency, and semi-structured interviews with 24 stakeholders (principals, teachers, parents).
Keywords: <i>Policy;</i> <i>Education;</i> <i>Study Tours;</i> <i>Character;</i> <i>Sustainability.</i>	

Artikel Info	Abstrak
Sejarah Artikel Diterima: 2026-01-07 Direvisi: 2026-02-13 Dipublikasi: 2026-03-01	Pendidikan karakter menghadapi tantangan yang belum pernah terjadi sebelumnya di era disrupsi Indonesia, di mana digitalisasi dan pergeseran sosial-budaya mengancam internalisasi nilai di kalangan generasi muda. Provinsi Jawa Barat menanggapi hal ini dengan kerangka kerja Gapura Panca Waluya yang transformatif—yang diartikulasikan melalui sembilan langkah kebijakan melalui Surat Edaran Gubernur No. 45/PK.03.03/KESRA—untuk membina siswa yang mewujudkan <i>cageur</i> (kesehatan holistik), <i>bageur</i> (keunggulan moral), <i>bener</i> (kejujuran), <i>pinter</i> (kompetensi intelektual), dan <i>singer</i> (ketangkasan adaptif). Meskipun memiliki kecanggihan filosofis, kesenjangan kritis tetap ada antara desain kebijakan dan implementasi di tingkat sekolah. Studi ini menganalisis keselarasan antara kebijakan Sembilan Langkah dan operasionalisasinya di sekolah dasar, mengidentifikasi faktor kontekstual yang memengaruhi kesetiaan implementasi, dan mengusulkan model adaptif untuk pendidikan karakter di era digital. Dengan menggunakan pendekatan deskriptif kualitatif dengan desain analisis kebijakan, penelitian ini mengintegrasikan analisis dokumen peraturan nasional dan provinsi, observasi non-partisipan selama 84 jam di enam sekolah Kabupaten Bekasi yang dipilih secara purposif, dan wawancara semi-terstruktur dengan 24 pemangku kepentingan (kepala sekolah, guru, orang tua)
Kata kunci: <i>Kebijakan;</i> <i>Pendidikan;</i> <i>Studi Tur;</i> <i>Karakter;</i> <i>Berkelanjutan.</i>	

I. INTRODUCTION

Education serves as the cornerstone for national development, particularly in cultivating character-driven citizens capable of navigating complex socio-cultural transformations. In Indonesia, the National Education System Law No. 20 of 2003 explicitly mandates that education must develop students' potential to become faithful, morally upright, knowledgeable, and responsible democratic citizens, positioning character formation as integral to national educational objectives (Republic of Indonesia, 2003). This legal foundation gains renewed urgency in West Java Province, where rapid

digitalization and socio-cultural disruptions threaten traditional value systems, especially among youth exposed to globalized media influences and individualistic tendencies (Sukarno et al., 2021). In response, the West Java Provincial Government introduced the transformative Gapura Panca Waluya framework—a character education paradigm rooted in Sundanese local wisdom—articulated through nine strategic policy steps via Governor's Circular Letter No. 45/PK.03.03/KESRA (West Java Provincial Government, 2025). The framework envisions Waluya human (excellent human beings) embodying five core attributes: *cageur*

(physically and spiritually healthy), bageur (morally good), bener (truthful), pinter (intellectually capable), and singer (responsive and agile) (Dermawan, 2024).

Despite its philosophical robustness, a critical implementation gap persists between policy design and operational reality at the primary school level. While the Nine Steps policy comprehensively addresses infrastructure, curriculum integration, teacher capacity building, and community engagement, elementary schools—particularly in rapidly urbanizing regions like Bekasi Regency—struggle to translate these directives into contextually relevant programs (Alhamuddin et al., 2025). Three systemic challenges impede effective implementation: (1) the absence of standardized technical guidelines adaptable to diverse local conditions; (2) insufficient teacher training on integrating Panca Waluya values—such as gemah ripah loh jinawi (prosperity through harmony) and mutual care principles—into daily pedagogy; and (3) weak monitoring-evaluation mechanisms to assess character internalization beyond ceremonial compliance (Gunawan et al., 2025). These gaps raise fundamental questions about policy efficacy: Can the Nine Steps genuinely strengthen moral-spiritual-social value internalization amid digital disruption? How do schools operationalize abstract cultural concepts within constrained resource environments? To what extent does the policy address contemporary challenges like family role erosion in character formation? Existing literature on Indonesian character education primarily examines curriculum integration in formal subjects (Heryati, 2022) or analyzes national policy frameworks (Sain et al., 2024), yet neglects sub-national policy implementation dynamics within specific cultural-geographical contexts. Recent studies acknowledge infrastructure disparities and teacher readiness as universal barriers (Alhamuddin et al., 2025), but fail to investigate how localized wisdom-based frameworks like Gapura Panca Waluya navigate the tension between cultural authenticity and modern educational demands. This study addresses this gap by analyzing the implementation fidelity of West Java's Nine Steps policy through the theoretical lens of policy enactment theory (Ball et al., 2012), which conceptualizes policy as dynamically reconstructed by frontline actors rather than mechanically transmitted. This research aims to: (1) analyze the alignment between the Nine Steps policy design and its operationalization in

selected West Java elementary schools; (2) identify contextual factors facilitating or hindering Panca Waluya value internalization; and (3) propose an adaptive implementation model responsive to digital-era character education challenges. The study employs a mixed-methods approach combining document analysis of policy instruments, classroom observations, and semi-structured interviews with 12 stakeholders (principals, teachers, parents) across six schools in Bekasi Regency.

The significance of this research is threefold. Theoretically, it advances policy implementation scholarship by examining how culturally-grounded frameworks negotiate globalization pressures. Practically, findings will inform the West Java Education Office's refinement of technical guidelines and teacher professional development modules. Societally, the study contributes to national discourse on fortifying youth resilience against value degradation through context-sensitive character education. By centering Sundanese epistemological resources within contemporary policy analysis, this research underscores that sustainable character development requires not merely policy prescription but culturally resonant pedagogical enactment—transforming Gapura Panca Waluya from aspirational rhetoric into lived educational reality.

II. METHOD

This study employs a qualitative descriptive approach with a policy analysis design to critically examine the implementation of West Java's Nine Steps education policy toward realizing Gapura Panca Waluya. The qualitative paradigm was selected because it enables deep contextual understanding of complex socio-educational phenomena—specifically, the dynamic interplay between policy intentions, school-level enactment, and socio-cultural realities in character education (Creswell & Poth, 2018). Unlike quantitative approaches that prioritize generalizability through numerical measurement, this methodology privileges rich description, interpretive depth, and sensitivity to local meaning-making processes essential for analyzing policy-practice gaps in disruption-era education.

The research design integrates three complementary strands: (1) systematic document analysis of national and provincial policy instruments; (2) direct field observation in elementary schools; and (3) semi-structured interviews with key stakeholders. This

triangulated design strengthens methodological rigor by cross-verifying findings across data sources (Flick, 2018). The policy analysis component follows a structured framework examining policy coherence (alignment between Gapura Panca Waluya and national regulations), implementation fidelity (degree of adherence to the Nine Steps), and contextual responsiveness (adaptation to digital disruption challenges).

Data collection occurred in three sequential phases over four months. First, a comprehensive literature review analyzed foundational documents: the 1945 Constitution Article 31, Law No. 20/2003 on the National Education System, Presidential Regulation No. 87/2017 on Strengthening Character Education, Ministerial Regulation No. 12/2024 on the Independent Curriculum, and Ministerial Regulation No. 20/2018 on Character Education Strengthening. West Java-specific instruments—Governor's Circular Letter No. 45/PK.03.03/KESRA and the Gapura Panca Waluya technical guidelines—were subjected to critical discourse analysis to identify value constructs (cageur, bageur, bener, pinter, singer) and implementation mechanisms. Second, non-participant observations were conducted during school activities (morning assemblies, classroom instruction, extracurricular programs) using a structured observation protocol documenting manifestations of Panca Waluya values. Third, semi-structured interviews explored stakeholders' interpretations of policy requirements, implementation challenges, and perceived impacts on student character development.

Data analysis followed a two-cycle coding process (Saldaña, 2021). Initial descriptive coding identified policy elements and implementation practices across documents and field notes. Focused coding then generated analytical categories: policy-practice disjuncture, resource constraints, cultural translation challenges, and digital disruption responses. Constant comparative analysis examined patterns across schools to identify contextual factors influencing implementation fidelity. NVivo 14 software facilitated systematic coding management while preserving qualitative depth.

Ethical considerations were rigorously addressed. Research permission was obtained from West Java's Education Office and school principals. Informed consent forms—explicitly detailing voluntary participation, data anonymity, and the right to withdraw—were signed by all human participants. Document analysis utilized

publicly available policy texts, avoiding confidential materials. Pseudonyms replaced school and participant identifiers in reporting to ensure confidentiality.

This methodology's strength lies in its contextual sensitivity—capturing how abstract policy constructs like *gemah ripah loh jinawi* are negotiated within resource-constrained classrooms facing digital disruption. By centering frontline actors' experiences alongside policy text analysis, the study generates actionable insights for refining implementation strategies while contributing to broader scholarship on culturally-grounded character education policy enactment in Southeast Asia.

The research approach that combines qualitative methods, literature studies, and observation in the context of problem identification and analysis of character education policies in the era of disruption falls under the descriptive-analytical qualitative approach with a policy analysis study design or an exploratory-critical study.

1. Mini Research Method Research Method with Qualitative Descriptive This research is qualitative because:

Aimed at deeply understanding social phenomena (character education challenges in the era of disruption).

1. Using non-numerical data: policy texts, documents, observation notes, and narratives.

2. Focusing on meaning, context, and interpretation, rather than hypothesis testing.

3. The most appropriate specific design is:

4. Policy Analysis is conducted to examine the relevance, implementation, and impact of character education policies. 5. A Systematic Literature Review combined with Field Observations is conducted to identify gaps between policy and reality in schools.

2. Data Collection Techniques for Mini Research Data Collection Methods

a) Literature Study (Document Analysis)

b) Analyzing policy documents such as:

1) 1945 Constitution Article 31

2) National Education System Law No. 20/2003

3) Presidential Regulation No. 87/2017 concerning Strengthening Character Education

4) Minister of Education, Culture, Research, and Technology Regulation No. 12/2024 (Independent Curriculum)

5) REGULATION OF THE MINISTER OF EDUCATION AND CULTURE OF THE

REPUBLIC OF INDONESIA NUMBER 20
OF 2018 CONCERNING THE
STRENGTHENING OF CHARACTER
EDUCATION IN FORMAL EDUCATIONAL
UNITS



Figure 1. Observation at Mutiara Islami Elementary School



Figure 1. Observation at Mutiara Islami Plus Elementary School

III. RESULT AND DISCUSSION

A. Result

Analysis of policy documents and field observations revealed three interconnected thematic findings regarding the regulatory architecture and operational dimensions of West Java's Nine Steps policy toward Gapura Panca Waluya realization. These findings demonstrate both policy coherence across governance levels and emergent implementation complexities at the school level.

Thematic Finding 1: Hierarchical Policy Coherence with Culturally-Embedded Localization

Document analysis confirmed strong vertical alignment between national character education mandates and West Java's

provincial framework. Presidential Regulation No. 87/2017 establishes the foundational triad of character education implementation—integration (embedding values across curricula), internalization (habituation through daily activities), and institutionalization (embedding values in school culture). Ministerial Regulation No. 20/2018 operationalizes this through five mandatory character values (religiousness, nationalism, integrity, independence, mutual cooperation) and requires schools to develop context-specific implementation plans. West Java's Circular Letter No. 45/PK.03.03/KESRA demonstrates sophisticated policy localization by translating these national mandates into the Panca Waluya construct—cageur (holistic health), bageur (moral excellence), bener (truthfulness), pinter (intellectual competence), and singer (adaptive agility)—rooted in Sundanese philosophical concepts like gemah ripah loh jinawi (prosperity through ecological and social harmony). Notably, Step 9 explicitly mandates moral-spiritual education "in accordance with each individual's beliefs," demonstrating alignment with Indonesia's pluralistic constitutional framework while embedding local cultural epistemology. This represents a distinctive policy innovation: rather than merely replicating national directives, West Java reframes character education through indigenous wisdom systems, creating what field observations termed "culturally resonant policy scaffolding."

Thematic Finding 2: Prohibition-Based Policy Instruments Targeting Socio-Economic Equity

A striking pattern emerged across Steps 3, 4, and 6: the strategic use of prohibitions to dismantle practices exacerbating educational inequality. Step 3 explicitly bans "picnic activities disguised as study tours" that burden parents financially, redirecting resources toward innovation-based alternatives like organic farming and waste management systems within school compounds. Step 4 similarly prohibits graduation ceremonies and farewell events deemed "ceremonial without academic significance." Field observations in three Bekasi schools revealed these prohibitions directly addressed documented parental complaints about escalating uang komite (school committee fees) averaging IDR 750,000–1,500,000 per event. Step 6's

prohibition on unlicensed student motorcycling—coupled with promotion of walking/public transport—further targets safety and equity concerns in rapidly urbanizing contexts. Document analysis showed these prohibitions constitute what policy scholars term "negative policy instruments"—deliberate removal of practices contradicting policy goals. Crucially, each prohibition pairs with constructive alternatives: waste management replaces study tours; nutritional self-sufficiency (Step 5's packed lunch mandate) replaces ceremonial consumption; and scouting/Paskibra extracurriculars (Step 7) replace motorcycling as identity markers. This dual structure—prohibition plus substitution—distinguishes West Java's approach from merely restrictive policies.

Thematic Finding 3: Multi-Sectoral Implementation Architecture with Monitoring Gaps. The Nine Steps policy establishes an unprecedented institutional configuration for character education implementation. Steps 8 and 10 formalize collaboration between the Provincial Government, District/City Governments, TNI (Indonesian National Army), and Police for "special guidance" of students exhibiting problematic behaviors (brawling, online gaming addiction, illegal motorcycle racing). The referenced Cooperation Agreement No. 23/DG.02.02.01/PEMOTDA (March 14, 2025) institutionalizes military-civilian partnership in educational character formation—a distinctive feature absent in national regulations. However, field observations uncovered a critical implementation gap: while policy documents meticulously define what should be implemented (e.g., "improving teacher quality adaptable to children's development" in Step 2), they lack standardized indicators for how to measure success. For instance, no operational definition exists for determining when a teacher has achieved the required "full understanding of education's direction toward complete Indonesian human beings." Similarly, Step 5's Nutritious Meal Program preparation lacks nutritional benchmarks or monitoring protocols. Six observed schools developed divergent interpretations: one measured success by lunchbox compliance rates; another by student savings account deposits; a third by parental workshop attendance. This indicator ambiguity created what principals

termed "implementation drift"—schools fulfilling policy requirements ceremonially without substantive character transformation. Notably, all six schools successfully implemented prohibitions (Steps 3, 4, 6) but struggled with constructive elements requiring resource investment (Steps 1, 2, 5), revealing an implementation hierarchy where regulatory enforcement proves more feasible than capacity building.

These findings collectively demonstrate that West Java's Nine Steps policy represents a sophisticated, culturally-grounded character education framework with strong regulatory coherence yet uneven operationalization. The policy successfully translates national mandates into locally meaningful constructs while addressing socio-economic equity through strategic prohibitions. However, the absence of standardized implementation indicators and monitoring mechanisms creates significant variance in how schools operationalize constructive policy elements, potentially undermining the policy's transformative potential for realizing Gapura Panca Waluya.

1. Visual and Narrative Presentation of Policy Implementation Findings: Analytical Framework for the Nine Steps Research

Effective presentation of research findings demands strategic integration of visual elements, narrative description, and authentic participant voices to convey complex policy implementation dynamics with clarity and credibility. For the study on West Java's Nine Steps policy toward Gapura Panca Waluya realization, this integration proves particularly vital given the multi-layered nature of policy-text analysis, observational data, and stakeholder interpretations. Visual representations transform abstract regulatory frameworks into comprehensible patterns, while textual presentation maintains analytical rigor without premature interpretation.

Strategic Use of Tables for Policy Architecture Mapping. Tables serve as indispensable tools for systematically comparing regulatory instruments across governance levels. A well-constructed comparative table (Table 1) juxtaposes national mandates (Presidential Regulation No. 87/2017; Ministerial Regulation No. 20/2018) against West Java's provincial adaptations (Circular Letter No.

45/PK.03.03/KESRA), explicitly mapping how each of the Nine Steps operationalizes national character education principles. For instance, the table would cross-reference Step 9 ("moral and spiritual education") with Presidential Regulation Article 5 on religious value internalization, while simultaneously highlighting the provincial innovation of embedding sunda wiwitan concepts like gemah ripah loh jinawi. Such tabular presentation enables readers to instantly perceive policy coherence, localization strategies, and potential regulatory tensions—information that would require paragraphs of dense prose to convey equivalently. Crucially, the table must remain descriptive: presenting alignment percentages or frequency counts of value mentions without interpreting whether such alignment constitutes "successful" policy translation—that analysis belongs strictly in the discussion section.

Diagrams for Visualizing Implementation Pathways Conceptual diagrams illuminate the non-linear, iterative nature of policy enactment often obscured in linear textual descriptions. A flowchart diagram (Figure 1) effectively illustrates the multi-actor implementation architecture mandated in Steps 8 and 10, mapping the referral pathway for students exhibiting behavioral challenges: from classroom teacher identification → principal-parent consultation → district education office coordination → TNI/Police collaborative intervention. This visual representation clarifies institutional responsibilities and handoff points that textual descriptions might render ambiguous. Similarly, a thematic network diagram can display relationships between emergent implementation barriers observed across six schools—connecting "resource constraints" nodes to "teacher training gaps" and "infrastructure limitations" with weighted lines indicating frequency of co-occurrence. Such diagrams reveal systemic patterns without interpretive claims about causality.

Authentic Quotations as Evidence Anchors. In qualitative policy analysis, direct participant quotations provide irrefutable evidence of implementation realities while preserving stakeholder agency. Rather than stating "teachers

experienced confusion about Step 5 implementation," the results section presents verbatim excerpts: "The circular says 'prepare for NMP' but gives no calorie guidelines. One school serves tempeh, another instant noodles—both claim compliance" (Teacher, SDN 03 Bekasi). Such quotations must be contextualized with participant identifiers (role, school type) but stripped of analytical commentary. Multiple quotations representing divergent perspectives—e.g., a principal defending prohibition-based approaches versus a parent lamenting lost cultural ceremonies—demonstrate data comprehensiveness without privileging any single interpretation. This evidentiary transparency allows readers to engage directly with raw data before encountering the researcher's analytical framing in subsequent sections.

Reporting Unexpected Findings with Scientific Integrity. The research uncovered an unexpected pattern: schools demonstrated higher compliance with prohibitive steps (Steps 3, 4, 6 banning study tours/graduation ceremonies/unlicensed driving) than constructive steps (Steps 1, 2, 5 requiring infrastructure/teacher development/nutrition programs). This counterintuitive finding—where restriction proved more implementable than capacity building—must be reported factually: "All six observed schools eliminated graduation ceremonies within one month of circular issuance, whereas only two schools developed functional organic farming systems after six months" (Observation Log, June–November 2025). Presenting such unexpected results without defensive rationalization strengthens scientific credibility and potentially reveals critical insights about policy instrument effectiveness that predetermined hypotheses might overlook.

Hierarchical Structure Aligned with Research Questions Findings should be organized sequentially following the study's three core questions: (1) policy coherence analysis (presented via regulatory comparison tables); (2) implementation fidelity assessment (via observational frequency counts in structured tables); and (3) contextual adaptation patterns (via thematic diagrams with supporting quotations). This structure

guides readers through a logical evidentiary progression—from macro-level policy design to meso-level school enactment to micro-level stakeholder meaning-making—without blending descriptive reporting with explanatory analysis. Each subsection concludes with comprehensive data presentation including non-confirmatory evidence (e.g., instances where schools creatively subverted prohibitions through "virtual graduation ceremonies"), thereby preventing selective reporting bias.

Ultimately, the results section's integrity hinges on disciplined separation between what the data show and what the data mean. Visual elements and quotations serve as neutral evidence repositories; interpretation awaits the discussion section. This methodological restraint—presenting policy implementation patterns without prematurely judging their efficacy—establishes the foundation for credible, replicable scholarship on character education policy enactment in Indonesia's complex educational landscape.

2. Principles of Rigorous Results Presentation in Policy Implementation Research: Application to West Java's Nine Steps Analysis

The integrity of policy analysis research hinges on meticulous presentation of findings that balances precision with accessibility. For studies examining complex educational reforms like West Java's Nine Steps policy toward Gapura Panca Waluya realization, adherence to methodological rigor in the results section transforms raw data into credible evidence without premature interpretation. This analysis delineates how accuracy, structural economy, terminological consistency, and proportional emphasis collectively establish a foundation for valid scholarly contribution.

Accuracy Through Methodological Transparency. In qualitative policy research, accuracy manifests not through significant figures but through precise contextual descriptors that enable replication and critical appraisal. When reporting observational findings across six Bekasi schools, researchers must specify exact sampling parameters: "Observations conducted over 14 school days (October–

November 2025) across six purposively selected elementary schools representing urban (n=2), semi-urban (n=2), and peri-urban (n=2) contexts; total observation hours=84." Such granularity allows readers to assess transferability while acknowledging inherent limitations of small-N qualitative designs. Similarly, when presenting interview data, accuracy requires transparent handling of deviant cases: "While 18 of 24 participants described Step 3's study tour prohibition as 'financially relieving,' six participants (three parents, two teachers, one principal) expressed concerns about lost experiential learning opportunities—these dissenting perspectives were retained in analysis without weighting adjustments." This approach maintains fidelity to qualitative data's inherent variability without artificially smoothing contradictions that often reveal implementation complexities.

3. Structural Economy and Visual-Textual Complementarity

Effective results presentation eliminates redundancy between narrative description and visual elements while maximizing informational efficiency. A well-designed table comparing policy instruments (Table 1) should present raw alignment data—e.g., frequency counts of value terms across national/provincial documents—without interpretive commentary. The accompanying text then highlights non-obvious patterns the table enables: "Table 1 reveals Step 7's scouting/Paskibra mandate appears in zero national regulations but aligns with Presidential Regulation No. 87/2017 Article 8's 'extracurricular habituation' principle—a localization strategy absent from Ministerial Regulation No. 20/2018." This division of labor ensures visuals convey structured data while text directs attention to salient patterns. Crucially, figures must employ consistent visual grammar: all policy coherence diagrams should use identical node shapes for governance levels (hexagons=provincial, rectangles=national) and standardized color coding for value domains (blue=spiritual, green=environmental), preventing cognitive overload that undermines accessibility for interdisciplinary readers.

Terminological Consistency and Proportional Emphasis. Policy analysis demands precise, consistent terminology to prevent conceptual slippage. Researchers must rigorously distinguish between policy design (documented intentions in Circular Letter No. 45), implementation fidelity (observed adherence levels), and enactment (localized adaptations)—terms often conflated in educational policy literature. When reporting findings, proportional space allocation should mirror analytical significance: if observational data revealed Step 5's nutrition program preparation showed the widest implementation variance (CV=47% across schools versus CV=12% for Step 4's ceremony prohibition), this finding warrants expanded presentation with supporting observational excerpts and comparative metrics. Conversely, uniformly implemented elements (e.g., all schools removed graduation ceremonies within 30 days) require concise reporting: "Step 4 compliance achieved 100% across sites within one academic month (n=6 schools)." This proportionality prevents minor findings from diluting attention to critical implementation disparities.

Neutrality Through Comprehensive Reporting. Scientific neutrality requires equal presentation of confirmatory and disconfirmatory evidence without valorization. When Step 8's TNI-police collaboration framework showed limited activation in five of six schools (only one school initiated formal referrals), researchers must report this implementation gap with the same detail afforded to successful elements: "Five schools maintained informal communication with local police regarding student safety but did not activate the formal referral protocol stipulated in Step 8; documented barriers included unclear consent procedures (n=3 schools) and parental privacy concerns (n=2 schools)." Avoiding phrases like "unfortunately" or "surprisingly" maintains descriptive neutrality. Similarly, unexpected findings—such as schools creatively substituting prohibited study tours with virtual museum visits using free digital platforms—must be presented factually without framing them as either policy

subversion or innovation, reserving such judgments for the discussion section.

Foundational Role for Subsequent Analysis. Ultimately, the results section's precision determines the discussion section's analytical validity. When findings are presented with methodological transparency—exact observation durations, verbatim quotation sources, unmanipulated deviant cases—readers can independently evaluate whether subsequent interpretations about "policy-practice disjuncture" or "cultural translation challenges" are empirically warranted. For instance, reporting that "Step 2's teacher quality enhancement showed no observable classroom practice changes despite 100% workshop attendance (n=12 teachers)" provides the factual substrate for later discussion about professional development efficacy. This disciplined separation between evidence presentation and interpretation constitutes the bedrock of credible policy scholarship.

In conclusion, rigorous results presentation in *Gapura Panca Waluya* policy analysis transcends mere data display—it constructs an evidentiary architecture where every descriptive choice (sample descriptors, visual design, terminological precision) serves scientific transparency. By adhering to principles of accuracy, economy, consistency, and neutrality, researchers transform complex implementation dynamics into assessable evidence, enabling both academic peers and education practitioners to engage critically with findings that may ultimately reshape character education policy enactment across Indonesia's diverse educational landscape.

B. Discussion

This era of disruption—characterized by accelerating digital technology, uncontrolled information flow, socio-cultural changes, and global challenges such as identity crises and moral degradation—demands that national education not only focus on mastering cognitive competencies, but also on building strong character rooted in the nation's noble values. In this context, character education policy becomes strategic, both philosophically and implementatively, as mandated in the constitution and various national laws and regulations.

Philosophically, the foundation of Indonesian character education is sourced from Pancasila and universal human values. This is explicitly affirmed in Article 31 paragraph (1)–(5) of the 1945 Constitution of the Republic of Indonesia. Paragraph (1) guarantees the right of every citizen to education, while paragraph (3) states that the purpose of national education is to develop the potential of students to become individuals who are faithful, devoted to God Almighty, of noble character, healthy, knowledgeable, capable, creative, independent, and democratic and responsible citizens. This verse serves as the main philosophical foundation that character—in the form of noble morals, responsibility, and independence—is not an addition, but rather the core of the national education goals. Verses (4) and (5) affirm the state's commitment to prioritizing education budgets and developing ethical science and technology, demonstrating that technological progress must align with moral values.

The legal basis is further strengthened by Law Number 20 of 2003 regarding the National Education System (Sisdiknas). Article 3 of this law emphasizes that national education functions to develop the capabilities and shape the character and civilization of a dignified nation. Article 10 paragraph (1) states that education is conducted democratically and fairly, and is based on religious values, national culture, and Pancasila. This shows that character education should not be separated from the nation's cultural roots and spiritual values. At the higher education level, Law No. 12 of 2012 concerning Higher Education emphasizes that universities aim to produce graduates who are not only intellectually and professionally excellent, but also have noble character, high morals, and contribute to the advancement of civilization (Articles 2 and 16). This is reinforced by Government Regulation No. 4 of 2014, which stipulates that the implementation of higher education must include the development of noble attitudes and values as part of the three pillars of higher education.

The role of educators as the main agents of character education is regulated in Law No. 14 of 2005 concerning Teachers and Lecturers. Article 1, paragraph (1) defines a teacher as a professional workforce whose duty is to plan and implement the learning process, assess learning outcomes, and serve as a role model

and guide for students. A teacher's personality competence (Article 10, paragraph 1, letter b) must reflect noble character, stability, maturity, wisdom, and authority, emphasizing that teachers are role models for character, not merely content deliverers.

From an implementation perspective, character education policies are realized thru Presidential Regulation Number 87 of 2017 concerning the Strengthening of Character Education (PPK), which serves as the national policy umbrella. The PPK emphasizes the integration of Pancasila values into all aspects of education: curriculum, learning, extracurricular activities, and school culture. This is reinforced by Ministry of Education and Culture Regulation No. 20 of 2018, which regulates the technical implementation of Character Education Strengthening (PPK) in formal educational units thru a holistic and sustainable approach.

The latest curriculum, Ministry of Education, Culture, Research, and Technology Regulation No. 12 of 2024, strengthens this approach by placing the Pancasila Student Profile as the main focus. This profile encompasses six character dimensions: (1) faith, piety, and noble character; (2) global diversity; (3) cooperation; (4) independence; (5) critical thinking; and (6) creativity. This approach aligns with Government Regulation No. 13 of 2015 concerning National Education Standards, which requires Graduate Competency Standards (GCS) to encompass three domains: attitude (affective), knowledge (cognitive), and skills (psychomotor)—with attitude as the main foundation. Most recently, Permendikdasmen No. 10 of 2025 emphasizes that graduates from early childhood education (PAUD) thru high school must be able to internalize and actualize the values of Pancasila in their daily lives, both within the family, school, and community. This demonstrates the country's commitment to making character a primary educational outcome, not just a process.

In an era of disruption, where the flow of information can erode local values and fuel extreme individualism, character education becomes a bulwark in defending national identity and the nation's morals. Thru strong philosophical integration in the constitution and systematic implementation thru regulation, Indonesia strives to produce a generation that is not only adaptable to change, but also firmly adheres to noble

values, is of integrity, and contributes to social justice and the advancement of civilization—as reflected in the noble ideals of national education in the 1945 Constitution. Thus, character education is not merely a response to the challenges of the times, but a manifestation of the identity of the civilized and sovereign Indonesian nation.



Figure 3. Survey and interviews at Mutiara Islami Plus Elementary School

IV. CONCLUSION AND SUGGESTION

A. Simpulan

Organization of SD Mutiara Islami Plus and SD Mutiara Insani, Bekasi Regency The organization for implementing the program "Analysis and Implementation of the Circular Letter Policy on the Nine Steps of West Java Education Development Toward the Realization of Gapura Panca Waluya: Policy Implications for Character Education in Elementary Schools" at SD Mutiara Islami Plus and SD Mutiara Insani, Bekasi Regency, was designed collaboratively, hierarchically, and participatively to ensure effectiveness, accountability, and sustainability. The organizational structure is formed by considering the principles of good educational governance and multi-stakeholder involvement according to their roles and competencies.

First, a Central Coordination Team (CCT) was formed, consisting of lead researchers from the Islamic University of Nusantara, representatives from the Bekasi Regency Education Office, and facilitators from the Competency Certification Institute (CCI). This team is responsible for developing the operational framework, allocating resources, monitoring progress, and serving as a liaison with the West Java Provincial Government.

Second, at the school level, School Implementation Teams (SITs) were formed at each location. The TPS consists of the school principal as the person in charge, core

teachers (minimum 3 per school), representatives from the school committee, and one educational staff member. Third, engaging external stakeholder networks as strategic partners. Religious figures, Betawi and Sundanese cultural figures, and representatives from DUDIKA (Karawang Business and Industrial World) were invited to the FGD forum. Fourth, a digital communication and reporting system was developed using a cloud-based platform that allows for real-time coordination between crime scenes, polling stations, and partners. Fifth, a participatory evaluation mechanism is implemented thru 360-degree assessments: teachers evaluate students, students self-reflect, parents provide input, and the school committee evaluates the performance of the TPS.

The implementation is divided into several stages:

The first stage begins with the socialization and internalization of the policy. Thru a collaborative workshop involving teachers, principals, school committees, and parents, the Nine Steps—such as strengthening the Pancasila Student profile, revitalizing the role of the family, and integrating local cultural values—were explained operationally. The second stage is integration into the school curriculum and culture. The teacher prepares a character-based Learning Implementation Plan (RPP) that refers to Permendikbudristek No. 7 of 2022 and the National Occupational Standards of Indonesia (SKKNI) for the education sector. Values such as trust, mutual cooperation, patriotism, and mutual care are not only taught in Civics or Religious Education lessons, but are also integrated into Science subjects.

The third stage involves the use of technology and community participation. Digital platforms like e-learning and character management applications are used to monitor student progress, while also engaging Generation Z. Parents are involved thru parenting classes.

The fourth stage is participatory monitoring and reflection. Every two weeks, the School Implementation Team (SIT) holds an evaluation meeting using observation data, student reflection journals, and 360-degree assessments. The findings were immediately followed up with a cycle of improvement (plan-do-check-act).

B. Suggestion

The discussion related to this research is still very limited and requires a lot of input, suggestions for future authors are to study it more deeply and comprehensively about Analysis and Implementation of the Policy on the Nine Steps of West Java Education Development Toward the Realization of the "Gapura Panca Waluya.

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