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Management of Guidance and Counseling Services for Student Character Building Implementing Pancawaluya in Junior High Schools

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Abstract. Guidance and counseling (Bimbingan dan Konseling, BK) services in Indonesian junior high schools remain dominated by curative work and constrained by unfavorable counselor-to-student ratios, while regional policy expects them to cultivate local-wisdom character values. This study examines the management of BK services for character building under the West Java Gapura Pancawaluya program at SMP Negeri 19 Bandung and SMP Negeri 43 Bandung through Terry's Planning, Organizing, Actuating, and Controlling (POAC) framework. A qualitative multi-site case study involved 21 participants: 2 principals, 2 vice-principals for student affairs, 2 BK coordinators, 5 BK teachers, and 10 students selected by maximum variation. Data were generated through in-depth interviews, 18 observation sessions, and 54 documents, coded deductively against POAC with inductive sub-coding, and analyzed with the Miles, Huberman, and Saldaña interactive model under Lincoln and Guba's trustworthiness criteria. Both schools operate at counselor ratios of 1:258 and 1:299 against a benchmark of 1:150, and 68% and 74% of recorded service time is responsive or curative. Judged against five explicit criteria, SMP Negeri 19 Bandung is more established in planning documentation, organizational structure, service coverage, and evaluation, whereas SMP Negeri 43 Bandung is more established in digital service innovation. At both schools, none of the five Pancawaluya values has been translated into measurable behavioral indicators, so BK management supports character work without being able to demonstrate character attainment. Defining such indicators is the precondition for evidence-based evaluation of the program.

Keywords: Character Education, Guidance and Counseling Management, Junior High School, Pancawaluya, POAC Management.

1 Introduction

Education is not only the pursuit of academic achievement but a process of forming character [1]. Law Number 20 of 2003 on the National Education System [2] mandates that education develop capabilities, shape character and advance the civilization of a dignified nation, and character strengthening has accordingly become a priority of national policy, pursued through the 2013 Curriculum, the Merdeka Curriculum and

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the Strengthening Character Education (PPK) program. At the regional level, the West Java Provincial Government has developed a character education approach rooted in local wisdom through the Gapura Pancawaluya Program, which emphasizes five Sundanese values: bageur (good-hearted), bener (honest), cageur (healthy in body and mind), singer (skillful and adaptable) and pinter (intelligent) [3].

Field evidence nevertheless indicates that character education remains suboptimal. Junior high schools continue to report bullying, violations of school regulations, weak academic integrity, interpersonal conflict and psychological violence, often amplified by unfiltered social media use, so that school management strategies for preventing such behavior, bullying in particular, have become pressing [4]. Students at this level are in a transitional developmental stage and require sustained guidance in identity formation and peer relations.

Guidance and Counseling (BK) services hold a pivotal role in addressing these problems. Normatively, counseling carries developmental, preventive, curative and advocacy functions for all students [5], [6], and Permendikbud Number 111 of 2014 [7] stipulates that BK services be delivered in a planned, systematic and continuous manner based on students' developmental needs. The efficacy of these services depends on the application of management functions; as G. R. Terry argues, effective management requires a cycle of Planning, Organizing, Actuating and Controlling (POAC) [8], [9].

Practice, however, diverges from this model. Many BK services remain reactive, intervening after a behavioral problem has occurred rather than cultivating character beforehand, and they are poorly integrated with regional character policy such as Pancawaluya. Systematic indicators for evaluating the attainment of Pancawaluya values are largely absent. This gap between character policy and its managerial implementation is the problem the present study addresses, and it is sharpened by the demand that education equip students with twenty-first-century competencies [10].

Previous research has examined counseling and character formation. Hidayat et al. [11] and Syafa'ah et al. [12] show that BK management executed through systematic planning, organizing, actuating and evaluating has a positive impact on student discipline, integrity, empathy and social responsibility, consistent with international evidence on effective character and values education [13], while further studies demonstrate the value of counseling grounded in local cultural and religious values [14], [15]. What this literature rarely does is position BK services as an integrated management system synchronized with a localized character policy, and analyzes of POAC within regional cultural education policy at junior high level remain scarce.

The present study is novel in three respects. Conceptually it treats BK not as a supportive or problem-solving unit but as the principal mechanism for implementing the Pancawaluya program. Contextually it addresses the operationalization of Pancawaluya-based character education at junior high level, which remains underexplored. Managerially it analyzes how the POAC functions align counseling services with regional educational policy.

In the planning phase, designing BK programs on the basis of rigorous needs assessment reflects the strengthening of the pinter value, that is, rational, critical and reflective thinking. During implementation, the bageur and singer values are actualized through collaborative problem-solving, communication and empathy. The bener value

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is internalized through spiritual and moral accountability, while cageur concerns mental and emotional equilibrium. By engaging counselors, homeroom teachers, principals and parents, social values are embedded across the school ecosystem. This research is therefore expected to contribute theoretically by proposing an integrated, local wisdom-based model of BK management applicable across educational units. Consistent with its qualitative case-study design, this study advances no hypothesis and posits no causal relationship between managerial optimality and character outcomes. The study is guided instead by an analytical proposition, understood as a statement that directs attention to what should be examined within the bounded case rather than a claim to be confirmed: that the extent to which POAC functions are substantively integrated with explicit Pancawaluya indicators, rather than operating parallel to them, shapes whether BK services function developmentally or remain confined to responsive work. The proposition is open to elaboration, qualification and contradiction by the case evidence. Accordingly the study aims to analyze and elucidate the management process, to identify its constraints, and to formulate strategic solutions directed at forming students who are cageur, bageur, bener, pinter and singer.

Fig. 1 summarizes the conceptual framework that guides the analysis: the five Pancawaluya values enter BK services through the four POAC functions, and the evidence the study can offer depends on whether those values have been translated into behavioral indicators.

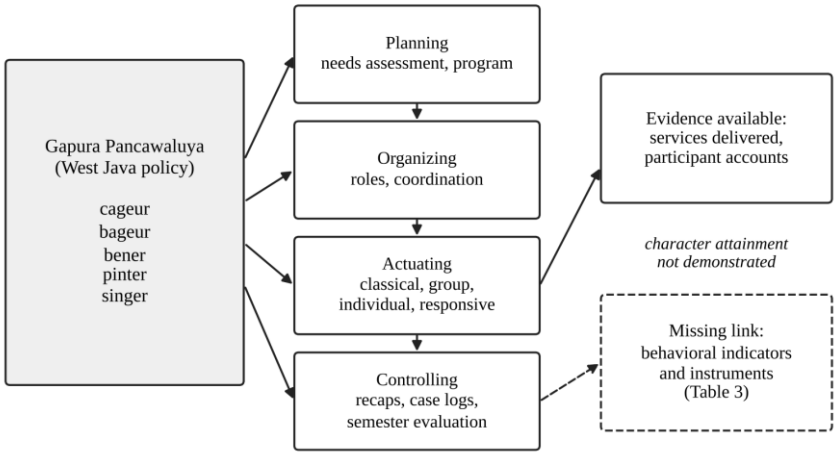


Fig. 1. Conceptual framework: Pancawaluya values, POAC functions, BK service modes, and the indicator gap examined in this study.

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2 Methods

2.1 Research Design and Analytical Proposition

This research employs a qualitative approach utilizing a case study design. The qualitative approach was deliberately selected because this study seeks to gain a profound, holistic understanding of how the management processes of Guidance and Counseling (BK) services are actualized to foster student character as an integral part of the Pancawaluya Program implementation. The case study design empowers the researchers to scrutinize this phenomenon comprehensively within its real-world context, encompassing how regional policies, school culture, and specific counseling activities intersect and operate daily. The research was systematically conducted at two distinct locations: SMP Negeri 19 Bandung and SMP Negeri 43 Bandung. The selection of these specific sites was determined via purposive sampling, predicated on the fact that both institutions have actively initiated the implementation of BK services aligned with the West Java regional character education policies.

The design is deductively oriented without being hypothesis-testing, following case-study logic [16]: the four POAC functions supply the a priori analytical categories [8], [9], while the qualitative design retains the capacity to register practices those categories do not anticipate. The analytical proposition bounds the case and directs data collection; no statistical inference or effect estimate is attempted. The unit of analysis is the management of BK services at school level, not the character development of individual students.

2.2 Research Sites, School Profiles and Counselor Workload

Both sites were selected purposively because each has formally initiated BK services aligned with the West Java character education policy, and because they differ in size, catchment and service approach, which permits contrast rather than replication. Table 1 sets out staffing, enrollment, caseload and service-frequency data for the 2025/2026 academic year against the applicable regulatory benchmark.

Table 1. School profiles, counselor workload, and service frequency against the regulatory standard, academic year 2025/2026

Indicator	SMP Negeri 19 Bandung	SMP Negeri 43 Bandung	Regulatory benchmark
Enrollment / number of classes	1,032 students / 30 classes	896 students / 27 classes	—
BK teachers (incl. coordinator)	4	3	—
Counselor-to-student ratio	1:258 (7 required; shortfall of 3)	1:299 (6 required; shortfall of 3)	1:150 [7]

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Indicator	SMP Negeri 19 Bandung	SMP Negeri 43 Bandung	Regulatory benchmark
Dedicated classical guidance slot	1 period (40 min) per class per week, grades VII–VIII only; approx. 240 sessions per semester	No timetabled slot; delivered in vacant periods and through digital media; approx. 96 class sessions per semester	1 period per class per week, all grades [7]
Individual / group counseling sessions per semester	142 / 16	118 / 11	—
Recorded service time classified as responsive or curative	Approx. 68%	Approx. 74%	Planned, systematic and continuous services with developmental and preventive functions

These figures substantiate and also qualify the claim made in the Results. Both schools operate at roughly 1.7 to 2.0 times the student load set by the benchmark and are short of three counselors each, which is the material condition behind the dominance of responsive work. The percentages derive from the researchers' classification of the school service recapitulations rather than from a figure reported by the schools, and are therefore indicative.

Fig. 2 compares the counselor workload and the share of responsive service time at the two schools with the regulatory benchmark.

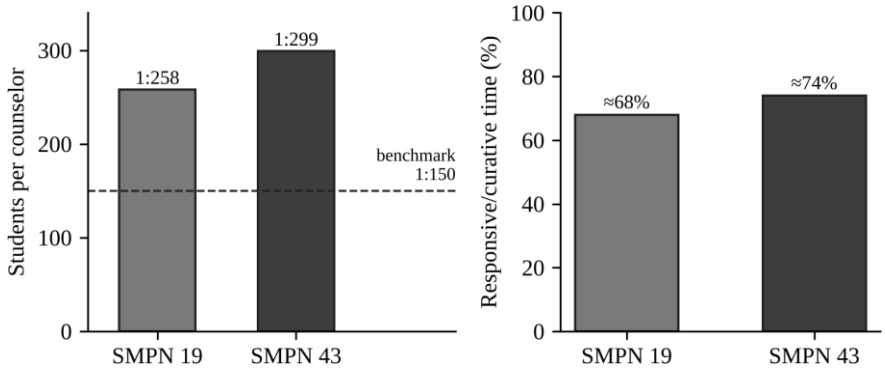


Fig. 2. Students per counselor against the 1:150 benchmark (left) and share of recorded service time in responsive or curative modes (right); data from Table 1.

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2.3 Participants, Sampling Criteria and Information Adequacy

Table 2 summarizes the participants. Twenty-one participants took part, eleven at SMP Negeri 19 Bandung and ten at SMP Negeri 43 Bandung, selected purposively on the criterion of direct involvement in the planning, organizing, actuating or controlling of BK services.

Table 2. Participants by category and school, with data collection technique (n = 21)

Participant category	Code	SMPN 19	SMPN 43	Data collection technique
Principal	KS1–KS2	1	1	In-depth interview, twice each (60–75 min); document walk-through
Vice-principal for student affairs	WK1–WK2	1	1	In-depth interview, once each (50–60 min)
BK coordinator	KO1–KO2	1	1	In-depth interview, twice each (60–90 min); observation of coordination activity
BK teacher (counselor)	GB1–GB5	3	2	In-depth interview, once each (45–60 min); observation of classical and group guidance
Student	SW1–SW10	5	5	Focus group discussion, one group per school (35–45 min); corroborated with anonymized service records
Total	—	11	10	—

Students were selected through maximum-variation sampling against five criteria: enrollment in grade VIII or IX, ensuring at least one full year of exposure to BK services; a mix of students who had received individual or responsive counseling (two per school) and students whose contact was limited to classical or group guidance (three per school); representation of both sexes; variation in academic and disciplinary profile, from homeroom teacher recommendations; and willingness to participate with written parental consent. Students then receiving counseling for a sensitive personal matter were excluded, and no student was asked about the content of any counseling session.

Information adequacy was judged at the level of analytical categories rather than by a fixed participant number. Codes were monitored cumulatively: no new code appeared under any POAC category after the eighth adult interview, and the two subsequent interviews were confirmatory rather than generative (Author: please confirm the interview count; the schedule in Table 2 implies 15 adult interviews.). The student focus groups raised no sub-theme not already evidenced elsewhere, although they supplied the students' own formulation of several. Saturation is therefore claimed for the managerial categories framing this study, and explicitly not for the range of student experience, which a design of this size cannot exhaust.

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2.4 Data Collection Procedures

Interviews followed a semi-structured guide organized by POAC function, with probes on Pancawaluya integration, obstacles and strategic responses; they were audio-recorded with consent and transcribed verbatim. Eighteen observation sessions were conducted, nine per school, covering classical guidance, group counseling, BK coordination and parent meetings. Individual counseling was not observed, for the confidentiality reasons given in subsection 2.9; evidence concerning it derives from service logs and counselor accounts. Field notes were structured by the four management functions.

Fifty-four documents were analyzed: annual and semester BK programs (6), service schedules (4), standard operating procedures (6), monthly service recapitulations (12), case logs in anonymized aggregate form only (4), semester evaluation reports (4), principal supervision notes (4), needs-assessment instruments and result summaries (4), West Java Pancawaluya policy documents (2), school profile and staffing documents (4), and the digital guidance media developed at SMP Negeri 43 Bandung (4). Each was logged, coded with the same framework as the interview material, and used to corroborate or challenge interview claims.

2.5 Explicit Criteria for the Cross-Case Comparison

To make the cross-case comparison transparent, five comparative criteria were specified, derived from the components of BK service administration in Permendikbud Number 111 of 2014 read against the POAC functions, and applied to both schools using the same evidence types. Each is rated on three ordinal levels: emerging, present in principle but neither documented nor routinized; developing, documented and partly routinized with identifiable gaps; and established, documented, routinized and traceable across a full service cycle. These are qualitative judgments, not measurement scores, and they rank the two cases against each other and against the criteria only.

The five criteria, each with the evidence required to reach the level ‘established’, are as follows. C1, planning documentation: a needs assessment traceable into the annual program, with objectives stated behaviorally. C2, organization and coordination: a scheduled coordination forum with minutes across a full semester, and role descriptions used in practice. C3, coverage and balance of modes: a timetabled guidance slot for all grades and a recorded majority of service time in preventive or developmental modes. C4, innovation in service media: a medium in sustained use, with evidence of student uptake and counselor follow-up. C5, evaluation and use of data: a documented evaluation cycle whose findings are traceable into the next planning cycle.

2.6 Operationalization Status of the Pancawaluya Values

A question central to the study’s claim is on what basis BK services can be said to build Pancawaluya character if the values have not been translated into measurable behavioral indicators. The study therefore narrows the claim. All five values are named in the planning documents of both schools; the question is what happens to them after

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that. Table 3 records, for each value, whether a behavioral indicator has been defined, whether any instrument measures it, and what evidence this study can offer.

Table 3. Operationalization status of the five Pancawaluya values at both schools

Value	Behavioral indicator defined	Instrument measuring attainment	Evidence available in this study
Cageur (physical and mental wellness)	No	None at either school	Service records of psychological support and stress-management counseling
Bageur (goodness, morality)	Partial: politeness and empathy clauses in the student code of conduct, not written as BK indicators	None at either school	Disciplinary records; classical guidance materials; participant accounts
Bener (honesty, integrity)	Partial: honesty clause in the student code of conduct	None at either school	Anonymized case logs; counselor accounts
Pinter (rational, reflective thinking)	No	None at either school	Learning-motivation and study-skills service records
Singer (adaptability, skill)	No	None at either school	Peer mediation records; counselor and student accounts

Two consequences follow, and they govern the wording of the Results and Conclusion. First, this study does not claim that BK services at these schools successfully built Pancawaluya character, because the outcome is not operationalized and no instrument measures it. Second, what it does claim is managerial: how far the POAC functions have been configured to support character work, where that configuration holds and where it breaks down. Every statement about students is formulated as service recorded or participant account, never as attained character. The absence of indicators is itself a principal finding, since it is the point at which policy and managerial implementation come apart. This and the other limitations bounding the study are set out in subsection 4.1.

2.7 Data Analysis and Coding

Analysis used the interactive model of Miles, Huberman and Saldaña [17], proceeding through data condensation, data display and conclusion drawing with verification. Coding proceeded deductively, with the four POAC functions as a priori categories and a start list of codes from the management and BK literature, and inductively, with open coding of material the start list did not accommodate. Both authors coded a common subset of four transcripts independently and resolved divergences by discussion until

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code definitions were agreed. Cross-case displays were built as matrices with the five criteria as rows and the two schools as columns, which produced Table 4.

The inductive movement produced four sub-themes that the POAC start list had not anticipated and that are reported in the Results: the gap between the presence of Pancawaluya terminology in documents and its absence from indicators; the routinization of parental contact around crisis rather than development; the displacement of preventive work by case load, described by participants as firefighting; and, at SMP Negeri 43 Bandung, the use of digital media as a workaround for the absence of a timetabled guidance slot rather than as a planned innovation.

2.8 Trustworthiness

Credibility rests on source triangulation across principals, vice-principals, coordinators, counselors, students and documents; on technique triangulation between interview, observation and documentation; and on member checking in which the eleven adult participants were invited to contest the draft interpretation. Transferability is supported by the thick description in Table 1 and subsection 3.4; no statistical generalization is claimed. Dependability rests on an audit trail of field notes, transcripts, the coding framework, the document log and analytic memos. Confirmability was addressed through a reflexive memo recording the authors' prior assumptions, revisited at each analytic stage, following Lincoln and Guba [18].

2.9 Research Ethics and Protection of Student Participants

Because the study involves minors and touches on counseling records, which are confidential by professional obligation, the following procedures applied. Institutional permission was obtained from the postgraduate program of Universitas Islam Nusantara, the Bandung City Education Office and, in writing, both principals. Adult participants gave written informed consent covering purpose, procedures, recording, publication and the right to withdraw. Written parental consent was obtained before any student data were collected, and age-appropriate verbal assent was sought from each student and restated at each focus group.

Counseling confidentiality was protected absolutely: no individual session was observed, no case file was read, and case logs were consulted only in anonymized aggregate form. Students were not asked about the content of counseling they had received, and those then receiving counseling for a sensitive matter were excluded. Participants are referred to by the codes in Table 2, with the consent register held separately. Focus groups were held in open school rooms with a staff member within sight, no researcher was alone with a student, and no video or identifying photograph was made. Data are stored in password-protected files accessible only to the two authors.

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3 Results

3.1 Planning and Organizing of Guidance and Counseling Services

Planning of BK services at both SMP Negeri 19 Bandung and SMP Negeri 43 Bandung is structured in alignment with Permendikbud Number 111 of 2014 and with the West Java character education directives. The managerial starting point is the formulation of annual and semester BK programs, preceded by a systematic needs assessment of the student body. That assessment draws on records of disciplinary infractions and absenteeism, the results of developmental assessments such as the Developmental Task Inventory (ITP), and anecdotal reports from homeroom and subject teachers. Through this diagnostic phase the Pancawaluya values have been adopted into the stated objectives of the counseling services, and the phase yields operational action plans, service schedules and a mapping of delivery methods across classical classroom guidance, group counseling and responsive individual counseling.

The data nevertheless reveal a critical gap at the point where planning should become actionable. The Pancawaluya terminology is present in the planning documents of both schools, but none of the five values has been translated into clear, measurable behavioral indicators, as Table 3 sets out. Objectives are stated in service terms, that a guidance session on honesty will be delivered, rather than in behavioral terms that would allow attainment to be recognized. This is the first point at which the policy and its managerial implementation come apart, and the consequence recurs in the evaluation phase.

In the organizing function, both schools have established formal BK structures involving school stakeholders, with duties codified in writing. The BK teacher is positioned as the lead practitioner, holding the pedagogical and psychological expertise the role requires, while homeroom teachers are designated the intermediary between students, parents and the BK department. In practice, however, the structure exhibits friction. Communication between subject teachers and the BK department is fragmented and tends to occur only once a student has reached a disciplinary threshold; the involvement of parents and the school committee remains reactive; and although standard operating procedures for BK services have been drafted and disseminated, documentary analysis shows that they lack the specificity needed to operationalize Pancawaluya indicators into daily workflows. The organizing function is thus structurally sound on paper but lacks the collaborative routine that a culturally rooted character program requires.

Direct evidence for this finding is of three kinds and is reported here rather than summarized. Documentary: the school calendars and BK program documents at both schools schedule no routine coordination forum between the BK department and subject teachers; across the semester examined, coordination appears only as case-triggered meeting minutes, four at SMP Negeri 19 Bandung and three at SMP Negeri 43 Bandung. Observational: in the nine observation sessions at each school, no instance was recorded of a subject teacher initiating contact with the BK department about a student not already reported for a disciplinary matter. Interview: the BK coordinator and a homeroom teacher described the same case-triggered boundary from opposite

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sides. The documentary absence of a scheduled forum, the observational absence of non-disciplinary contact, and the convergent participant accounts together support the finding that coordination is case-triggered rather than routinized. This is a statement about organizational routine, not about the goodwill of the staff concerned, several of whom described the arrangement as something they would change if time allowed.

The claim that parental involvement is reactive rests on correspondence and attendance records rather than on impression. At both schools, the substantial majority of parental contacts logged during the semester examined were summonses relating to a specific student incident, and a small minority were invitations to a developmental or program activity. Both schools hold a general parents' meeting at the start of the year at which the BK program is announced, but neither records any subsequent structured parental role in character development. The vice-principal for student affairs described incident management as the working assumption behind the pattern. The finding is therefore that parental involvement is organized around incident management rather than that parents are uninterested.

3.2 Actuating the Pancawaluya-Based Counseling Programs

Implementation at both schools proceeds through classical guidance in the classroom, individual counseling for academic or psychological intervention, group counseling that draws on peer dynamics, and responsive services addressing immediate incidents such as disciplinary breaches or interpersonal conflict.

The dominant thematic finding is the preponderance of responsive and curative work over preventive and developmental work. The service recapitulations place approximately 68% of recorded service time at SMP Negeri 19 Bandung and 74% at SMP Negeri 43 Bandung in responsive or curative modes (Table 1), and participants described the resulting posture as firefighting. Within this constraint the internalization of Pancawaluya values is pursued through behavioral habituation, the personal modeling (keteladanan) of BK teachers, and positive reinforcement during counseling.

The five values take distinct operational forms. Cageur is addressed through psychological support, stress-management counseling and interventions for adolescent anxiety. Bageur and bener are promoted through disciplinary coaching, ethics discussion in classical guidance and corrective counseling after infractions. Pinter extends beyond academic tutoring to strengthening learning motivation, time management and reflection on personal choices. Singer is fostered by encouraging creativity, interpersonal communication and peer mediation. In each case the evidence available is the service delivered and the participants' account of it; because no behavioral indicator exists at either school, this study records what was provided, not what was attained.

The actuating function is constrained materially rather than attitudinally. The counselor-to-student ratio stands at 1:258 and 1:299 against the benchmark of 1:150, a shortfall of three counselors at each school (Table 1), which makes sustained individual attention arithmetically impossible across the enrollment. The classical guidance slot is restricted to grades VII and VIII at SMP Negeri 19 Bandung and absent from the timetable at SMP Negeri 43 Bandung. Under these conditions the Pancawaluya

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program is delivered largely as advice during crisis intervention rather than as a sustained developmental sequence.

3.3 Controlling, Evaluating, and Overcoming Challenges in BK Management

Controlling and evaluation at both schools proceed through the recapitulation of service activity, case logging, and formal program evaluation at the end of each semester.

Analysis of these mechanisms reveals a conceptual limitation. The evaluative focus rests on administrative compliance and program delivery (keterlaksanaan program) rather than on the assessment of character change. No specialized or validated instrument exists at either school for measuring the attainment of the Pancawaluya indicators, which follows directly from the absence of those indicators in planning. The follow-up actions that evaluation generates, namely adjustments to the service program and coordination meetings, therefore lack the evidentiary basis required for systemic improvement in character education strategy.

Five systemic challenges impede the optimal management of BK services at these schools: a quantitative deficit of counselors relative to enrollment; a planning architecture that has not integrated measurable behavioral indicators derived from the Pancawaluya philosophy; an actuating phase that remains predominantly reactive rather than developmental; inadequate physical facilities for confidential counseling; and limited participation from parents and community stakeholders.

Evidence on infrastructure comes from observation and room inventories. At SMP Negeri 19 Bandung the BK department occupies a dedicated room with a single partitioned area for individual sessions; observation recorded that conversations there were audible from the adjoining desks. At SMP Negeri 43 Bandung the BK room is shared with another administrative function and has no partitioned area, and counselors reported using an empty classroom or the library when privacy was required, recorded in the field notes on three of nine observation occasions. Neither school has a dedicated group counseling room. The managerial point is that the physical arrangement constrains the confidentiality individual counseling requires, which shapes what counselors will attempt.

The five challenges rest on evidence of differing weight, and the distinction governs how firmly each is asserted: the counselor shortfall is documented quantitatively in Table 1; the absence of behavioral indicators in Table 3 and the planning documents; the dominance of responsive work in the service recapitulations, with the proportions reported as indicative researcher classifications; infrastructure inadequacy in observation and room inventories; and limited parental participation in the correspondence and attendance records with convergent participant accounts. None rests on researcher impression alone.

Both schools have initiated countermeasures: building structural collaboration among BK teachers, homeroom teachers and school leadership; the adoption by principals of kindness-based leadership; professional development for BK teachers; efforts to embed Pancawaluya values across the school ecosystem rather than within the BK department alone; and renewed attention to communication with parents. Both

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show a nascent shift toward more preventive programs aligned with assessed student needs, although at the prevailing counselor ratio that shift remains aspirational.

3.4 Cross-Case Comparison against the Stated Criteria

Applying the five criteria of subsection 2.5 to both schools produces the comparison in Table 4. The column headed 'Level' records the ordinal judgment, and the evidence columns record what that judgment rests on, so that a reader may disagree with the rating while seeing the same evidence.

Table 4. Cross-case matrix: SMP Negeri 19 and SMP Negeri 43 Bandung against criteria C1–C5

Criterion	SMP Negeri 19 Bandung: evidence and level	SMP Negeri 43 Bandung: evidence and level	Comparative reading
C1 Planning documentation	Needs assessment using the ITP and disciplinary data, traceable into the annual and semester programs; objectives stated in service, not behavioral, terms. Level: developing (upper)	Needs assessment conducted but documented summarily; traceability into the semester program partial. Level: developing (lower)	SMPN 19 ahead; neither reaches 'established', since neither states objectives behaviorally
C2 Organizational structure and coordination	Formal decree and written job descriptions in use; coordination recorded but case-triggered. Level: developing	Formal decree present; job descriptions less differentiated; coordination predominantly informal. Level: emerging	SMPN 19 ahead on documented structure; the coordination gap is common to both
C3 Service coverage and balance of modes	Timetabled slot for grades VII–VIII only; approximately 68% of recorded service time responsive or curative. Level: developing	No timetabled slot; approx. 74% responsive or curative; grade IX coverage thin. Level: emerging	SMPN 19 ahead on coverage; the imbalance of modes is common to both and is driven by the staffing shortfall
C4 Innovation in service media	Limited use of digital media, largely for announcements; no sustained counseling channel. Level: emerging	Sustained digital guidance media, including an online consultation channel accessible outside scheduled hours, with recorded uptake and counselor follow-up. Level: established	SMPN 43 clearly ahead; this is the single criterion on which the ranking reverses

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Criterion	SMP Negeri 19 Bandung: evidence and level	SMP Negeri 43 Bandung: evidence and level	Comparative reading
C5 Evaluation systematics and use of data	Semester evaluation report on a documented cycle; follow-up traceable to findings, but focused on delivery rather than character outcomes. Level: developing (upper)	Evaluation conducted but documented less systematically; follow-up decisions traceable only in part. Level: emerging	SMPN 19 ahead; at both schools evaluation addresses delivery, not character outcomes
Pancawaluya integration (cross-cutting)	Values named in planning documents; no indicators; no instrument	Values named in planning documents and digital guidance content; no indicators; no instrument	Common to both: the point at which policy and managerial implementation come apart

Read against the criteria, the comparative claim made in the abstract can now be stated precisely and with its limits visible. SMP Negeri 19 Bandung rates higher on four of the five criteria, all concerning the documentation, structuring and evaluation of services, which is what managerial maturity denotes here and nothing more. SMP Negeri 43 Bandung rates higher on innovation in service media, where its online consultation channel is the only arrangement at either school reaching the ‘established’ level. That innovation arose as a workaround for the absence of a timetabled guidance slot rather than as a planned initiative, which is instructive in itself: constraint produced the innovation that structure did not.

Fig. 3 visualizes the ordinal levels in Table 4; the positions are qualitative judgments, not measurement scores.

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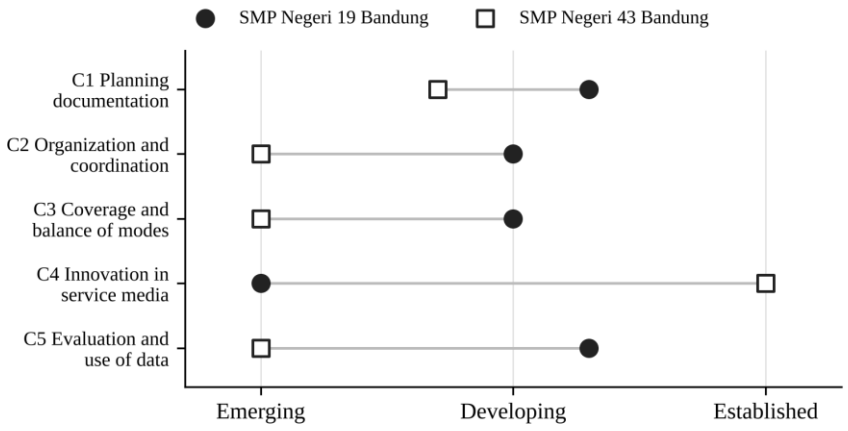


Fig. 3. Ordinal levels of the two schools on criteria C1–C5 (qualitative judgments from Table 4).

Three patterns are common to both schools and are, within the limits of a two-case design, the candidates for transferable propositions. The staffing shortfall sets the ceiling on what actuating can deliver, and no amount of planning quality at SMP Negeri 19 Bandung overcomes it. Coordination with subject teachers is case-triggered at both schools, indicating a gap structural to the position of BK in the school. And at both schools the Pancawaluya values are present in documents and absent from indicators, so evaluation necessarily addresses delivery instead of character formation. The divergence between the cases is confined to how each adapted to a shared constraint: one by tightening documentation, the other by extending reach through media.

4 Discussion

The findings call for examination through G. R. Terry's management theory read alongside contemporary paradigms of guidance and counseling and character education, since what is at stake is how local wisdom becomes institutionalized within formal educational structures. Descriptively, POAC serves as a robust framework for mapping the empirical condition of BK administration at both schools. All four functions are operational. The deficiency lies in the depth of their integration with the philosophical core of the Pancawaluya program: the mechanics of management exist, but they run parallel to the behavioral indicators of the targeted character traits rather than being interwoven with them [9], [19].

Explanatorily, this produces a cascade. Weaknesses originating in planning and organizing precipitate suboptimal execution and evaluation. Where planning is not anchored in a localized assessment of student character, failing to define what bageur or singer looks like in a contemporary adolescent context, and where the organizational structure lacks routine synergy among stakeholders, services default to crisis

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management. This accords with the BK literature, which holds that character formation depends on sustained preventive and developmental intervention rather than episodic curative action [3], [6], and with meta-analytic evidence that universal, school-wide social and emotional programs improve students' behavior and attitudes [20].

The philosophical values of Pancawaluya are bound to the core functions of counseling and map onto the Six Value Systems: religious, ethical, social, logical, aesthetic and pragmatic. Rather than treating each mapping discursively, Table 5 sets out how the POAC functions carry each value system, which Pancawaluya value it corresponds to, and what evidence the present study can offer for it. The final column is the disciplining one: it shows that for four of the six value systems the evidence available is service activity and participant account, not attained behavior.

Table 5. Mapping of the six value systems onto Pancawaluya values through the POAC functions, with the evidence available in this study

Value system	Pancawaluya value	How BK management carries it	Evidence available here
Religious	Bener (truth, honesty)	Moral accountability, integrity and self-control fostered in individual and classical guidance	Counselor accounts; anonymized case logs; code of conduct. No attainment measure
Ethical (moral)	Bageur (goodness)	Politeness, empathy, self-discipline and respect nurtured through the actuating function	Classical guidance materials; disciplinary records; participant accounts. No attainment measure
Social	Bageur and singer	Collaboration among counselors, homeroom teachers, principals and parents; peer mediation with students	Observation of group guidance; peer mediation records. Weakened by the coordination gap reported in 3.1
Logical (rational)	Pinter	Data-based needs assessment and evaluation in planning and controlling; reflective reasoning with students	Needs-assessment instruments; evaluation reports; learning-motivation service records
Aesthetic	Cageur	A humanistic, safe and communicatively open counseling climate supporting emotional equilibrium	Observation of the counseling setting; psychological support records. Constrained by the room arrangement reported in 3.3
Pragmatic (teleological)	All five values	Orientation of management toward observable behavioral outcomes rather than completed paperwork	Not evidenced: no behavioral indicator or instrument exists at either school (Table 3)

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Two observations follow. The mapping is coherent at the level of design: each value system has an identifiable managerial carrier, and the organizing function in particular is the practical vehicle of social values, since students acquire collaboration and conflict resolution through guided experience rather than instruction [21], [22]. The counseling climate likewise operates as the aesthetic register of the program, in which emotional sensitivity and psychological equilibrium are cultivated [23], [24]. But the mapping breaks at the pragmatic value, which is the one that matters most for a program justified by its outcomes. Because the pragmatic value is defined by observable behavioral transformation and no such observation is instrumented at either school, the value system that is meant to close the loop is precisely the one this study cannot evidence. That asymmetry, rather than any deficiency of commitment at the two schools, is the central analytical result of the comparison.

The analytical proposition stated in the Introduction can now be revisited against the case evidence. The two cases are consistent with it: at both schools the POAC functions operate, and at both the Pancawaluya values remain outside the indicators through which those functions work, with the result that services default to responsive modes. The proposition is thereby elaborated rather than confirmed, and the direction it suggests for practice is clear enough to state: character-based planning, genuinely collaborative organizational structures that include families and the community [25], a deliberate shift toward preventive delivery, and evaluation anchored in specific Pancawaluya indicators are the conditions a school would have to put in place. Whether putting them in place produces measurable gains in student character is a question this design cannot answer, and it is precisely the question that the measurement work proposed in subsection 4.1 would have to address.

Synthesizing these findings, the study proposes that Pancawaluya-based BK management be developed as an integrated paradigm unifying regional policy, school culture and the psychological needs of students. Such a model has the potential to advance operational theory on school counseling, moving it from a peripheral support service toward a central instrument of character formation. On the evidence of these two cases, however, that movement depends on a precondition the schools have not yet met: the translation of the Pancawaluya values into indicators that management can actually plan for, deliver against and evaluate.

4.1 Limitations and Directions for Further Research

The contribution of this study is bounded in four ways. First, and most consequentially, the outcome is not operationalized: because neither school has translated the Pancawaluya values into measurable behavioral indicators and no instrument measures attainment, the study reports the managerial configuration that supports character work, not the character that results from it, and the findings should not be read as evidence that students became more cageur, bageur, bener, pinter or singer. Second, two schools in one city, both selected because they had initiated policy-aligned services, support no generalization beyond the stated criteria. Third, the service-mode proportions in Table 1 are researcher classifications rather than instrument output, and the levels in Table 4 are qualitative judgments, not scores. Fourth, individual counseling could not be

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observed, so evidence on the setting where much character work occurs is mediated by logs and accounts.

Three lines of further research follow. The most urgent is developmental rather than analytical: constructing and validating a behavioral indicator set for the five Pancawaluya values, specific enough for a counselor to observe and record, since without it neither evaluation nor outcome research on this policy is possible. A mixed-methods design could then test whether schools differing in managerial configuration differ in measured character indicators, converting this study's analytical proposition into a testable hypothesis. Finally, a longitudinal study following a counselor caseload across several semesters would establish whether the shift from responsive to preventive work is achievable at the prevailing ratio or requires the staffing correction that Table 1 quantifies.

5 Conclusion

The management of Guidance and Counseling (BK) services occupies a strategic position in school character work, and at both sites it has been configured to carry the local wisdom of Pancawaluya and the Six Value Systems through the four management functions. That configuration is partially in place and partially incomplete. Planning is documented and preceded by needs assessment and organizational roles are formally codified, but coordination remains case-triggered, delivery remains dominated by responsive work at counselor ratios of 1:258 and 1:299 against a benchmark of 1:150, and evaluation addresses program delivery rather than character outcomes. The decisive finding is negative: because none of the five values has been translated into measurable behavioral indicators at either school, BK management currently supports character work without being able to demonstrate character attainment, and closing that gap is the precondition for any evidence-based claim about the program's effectiveness.

To optimize these outcomes, schools are advised to restructure their BK planning to be strictly driven by specific, measurable Pancawaluya character indicators and robust needs analyzes. Organizing functions must dismantle operational silos, mandating deep, active synergy among counselors, teachers, and parents. Furthermore, the operational paradigm of BK must pivot decisively from reactive crisis management to proactive, preventive character development through habituation and positive modeling. Finally, controlling mechanisms should use validated evaluation instruments to measure character growth, ensuring continuous, data-driven program refinement. Future research should leverage these findings to develop transferable models of Pancawaluya-based BK management, potentially utilizing quantitative or mixed-methods approaches to rigorously assess the long-term, longitudinal impacts of these services on the character architecture of Indonesian youth.

DECLARATIONS
Author Contributions

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Conceptualization, R.A. and O.R.; methodology, R.A. and O.R.; investigation and data curation, R.A.; formal analysis, R.A. and O.R.; writing—original draft preparation, R.A.; writing—review and editing

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Conflict of Interest
The authors declare that there are no conflicts of interest regarding the publication of this article.

Research Ethics and Informed Consent
Institutional permission was obtained from the postgraduate program of Universitas Islam Nusantara, the Bandung City Education Office, and, in writing, both school principals. Adult participants gave written informed consent; written parental consent and the verbal assent of each student were obtained before any student data were collected. No individual counseling session was observed and no case file was read (see Section 2.9).

Data Availability Statement
Anonymized field notes, coding frameworks, and aggregate service data are available from the corresponding author upon reasonable request. Interview and focus-group transcripts and counseling records are not publicly available because they involve minors and confidential counseling information.

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