
THE ROLE OF BUREAUCRATIC BEHAVIOR ON INCREASING THE EFFECTIVENESS OF EDUCATIONAL POLICIES: PERSPECTIVE OF ROBBIN'S THEORY DEVELOPMENT

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Abstract

The purpose of this research is to examine the role of bureaucratic behavior on the effectiveness of policies to expand access to education evenly in the perspective of Robbins' theory development. The research method is a case approach with qualitative analysis using semi-structured interviews, focus group discussions (FGD) and documentary reviews as data collection instruments. Altogether, 45 in-depth interviews. The results of the study show that the analysis of behavior at the individual, group and organizational levels as proposed by Robbins (2014) has implications for increasing effectiveness, for example through providing motivation, increasing job satisfaction, expanding cooperation, and involving the public (stakeholders) in the development of the education sector. Therefore, in the findings of this study, it is suggested that conceptual development of behavior be carried out by integrating the dimensions of behavioral relationship patterns as part of the process of analyzing how behavior can be described comprehensively as an interaction system within an organization.

Keywords: *Bureaucratic Behavior, Behavioral Relationship Patterns, Policy Effectiveness*

Abstrak

Tujuan dari penelitian ini adalah untuk mengkaji peran perilaku birokrasi terhadap efektifitas kebijakan untuk memperluas akses pendidikan secara merata dalam perspektif perkembangan teori Robbins. Metode penelitian adalah pendekatan kasus dengan analisis kualitatif menggunakan wawancara semi terstruktur, Focus Group Discussion (FGD) dan review dokumenter sebagai instrumen pengumpulan data. Secara keseluruhan, 45 wawancara mendalam. Hasil penelitian menunjukkan bahwa analisis perilaku pada tingkat individu, kelompok dan organisasi seperti yang dikemukakan oleh Robbins (2014) berimplikasi pada peningkatan efektivitas misalnya melalui melalui pemberian motivasi, peningkatan kepuasan kerja, perluasan kerjasama, dan pelibatan publik (stakeholder) dalam pembangunan sector pendidikan. Oleh karena itu dalam temuan penelitian ini disarankan pengembangan konseptual perilaku dnegan mengintegrasikan dimensi pola hubungan perilaku sebagai bagaian dari proses analisis bagaimana perilaku dapat digambarkan secara komprehensif sebagai sebuah sistem interaksi dalam sebuah organisasi.

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INTRODUCTION

The concern for the implementation of national education is the decline in the competitiveness of national education. Although, The Human Development Index has increased nationally, when compared to ASEAN countries and globally. Based on data from the Central Statistics Agency (BPS) in 2020, Indonesia's position is ranked 6th in ASEAN and 111th out of 186 countries (UNDP, 2019). Indonesia's educational competitiveness is in the middle position, behind Singapore, Brunei Darussalam, Malaysia, Thailand and the Philippines.

The competitiveness of education is caused by several factors, including low access to education and the gap in the provision of educational facilities and infrastructure (Itasari, 2018). The low provision of access to education can also affect the level of children dropping out of school (Ambarwati. DL, 2015) and affect the quality of education (Hakim, L, 2016). Low access to education can lead to high costs for education and ultimately affect the quality of education (Fatah, N, 1999). The low application of educational technology, lack of facilitative support and bureaucratic commitment (Rokhmani, L, 2009; Fauzi, A, 2020) also affect the quality and competitiveness of education.

Although improvements in the bureaucracy have been carried out in the bureaucratic reform agenda, the issue of education is experiencing a new chapter in the aspect of limited resources, limited teachers and educational capacity, inconsistency of elite behavior in implementing education policies. Bureaucratic reform in the field of education which is expected to encourage equitable access and improve the quality of education is actually faced with various problems in the regions, especially in the provision of facilities and infrastructure, teachers, and learning service facilities for students. Regions have limited educational resources that differ from one another (Yenny, M, 2008; Larasati, D., & Saputra, H, 2014; Kurniawan, R, 2018). Differences in regional resources can cause educational disparities between regions (Bustomi, M. J. F, 2012; Suratman, B., Soesatyo, Y., & Soejoto, A, 2014).

Another condition of the implementation of education in the regions is the euphoria of power which is indicated by the inconsistency of the behavior of the elites in the regions in an effort to improve the accessibility of proper education. The concentration of education in urban areas arises as a result of the quality of graduate outcomes which are influenced by differences in educational facilities between cities and villages. This causes the government to implement a zoning system in ensuring equal distribution of education in the regions.

In a policy perspective, bureaucratic behavior (executive disposition) is one of the factors that influence policy implementation (Edwar III, 1980; Sitorus, M, 2007; Amal, B. K, 2018; Subekti, M., Faozanudin, M., & Rokhman, A. (2017) The same research was also conducted by Mulyaningsih, M. (2018), stating that bureaucratic behavior can affect organizational effectiveness. This statement is reinforced by Duncan (1980) as quoted by

Kurniawan, M. (2013), which states that the main determinant of the importance of organizational behavior is how human behavior affects efforts to achieve organizational goals.

Another aspect that affects the increase in access and quality of education is the aspect of bureaucratic behavior in implementing education policies. all behavioral elements such as commitment (Pratama, A. B, et. alA. (2019), motivation (Mudhofar, M, 2021), job satisfaction (Nurhikmah, M. H, 2019), employee knowledge (Iskandar, A., & Subekan , A, 2018), work ability (Ardian, N. 2019) are factors that can influence policy implementation. These behavioral elements can be observed as differences in the character of individual behavior in implementing policies

Group behavior is strongly dominated by leadership style in influencing policy performance (Sumahdumin, D, 2010; Lestari, A, 2016; Ibrahim, I, 2020; Widodo, A. P ; Zuhri, S., & Djani, D, 2020) , while from the bureaucratic aspect of policy implementation can be influenced by the authority system and bureaucratic structure as the basis for implementing policies (Sitorus, M, 2007; Solichin, M, 2015; Aminarko, L., 2015; Rachmadhani, A, 2020; Khoiriyah, AA R , 2020)

Bureaucratic behavior is an interaction between individual character and bureaucracy (Nani et al. 2021). Bureaucratic values can influence behavior through the application of rules, division of tasks and responsibilities, systems of authority and demands for professionalism of employees as intended as stated by Syafruddin (Syarudin et al. 2015). So in improving performance there is a very significant relationship between individual characteristics, group behavior and characteristics of the bureaucracy in achieving the goals and functions of the bureaucracy.

Kurt Lewin (1970) stated that human behavior is a state of balance between driving forces and restraining forces (Burnes 2020). This behavior can change if there is an imbalance between the two forces within a person. Furthermore, Green, 1980 explained these factors include predisposing factors, supporting factors and driving factors (Elfianto et al. 2022; Suryanto and Parmasari 2020). Empirical research facts strengthen both views that bureaucratic behavior in policy implementation has an effect on increasing policy effectiveness (Pülzl, Treib, and Chapter 2017).

To understand the role of bureaucratic behavior on improving policy implementation, the purpose of this study is to describe the role of individual behavior, group behavior and bureaucratic behavior as in Robbin (2018)'s view of organizational behavior (Robbins and Judge 2018), and with several factors that influence the success of policy implementation such as communication factors, resources, disposition and bureaucratic structure.

The relationship between behavior and policy implementation in the empirical there is the existence of the relationship pattern of bureaucratic behavior as a driving factor and also a controlling factor if not directed properly. However, the "behavioral

relationship pattern" approach, for practitioners and academics has not been seen and studied as an important factor in the behavioral element towards effectiveness. For management, the behavioral relationship pattern approach can help to understand bureaucratic behavior comprehensively on the role and factors that shape it in influencing effectiveness. Management will be able to make strategic decisions appropriately in increasing effectiveness by understanding the pattern of behavioral relationships within the organization. Management can carry out its functions effectively and can contribute to improving policy performance.

The performance of the policy implementation of expanding access to education equally by the education and culture office of Gorontalo Regency is measured among others from the achievement of the Pure Participation Rate (APM) and Minimum Service Standards (SPM) to increase access to education for basic education levels. The average achievement of the last five years (2016-2020) for APM is 97.04% and SPM is 64%. This achievement can be assumed that the tendency of organizational behavior is more directed at fulfilling the educational capacity for the completion of 9 years of compulsory education. On the other hand, bureaucratic behavior has not been maximally directed at efforts to increase access to fulfillment of learning facilities and accreditation of educational institutions.

One of the factors that can cause the low performance of educational services is due to limited budget and teacher resources in accordance with educational competencies and certifications. The issue of education is not an educational issue solely for the implementation of policies in Gorontalo Regency when compared to other districts at the provincial level. Gorontalo Regency is the only Parent Regency in Gorontalo Province. From the performance achievement data between Regencys and a City in Gorontalo Province, Gorontalo Regency is in the fourth position under the new Regency, namely Pohuwato Regency and Bone Bolango Regency, which is an expansion of Gorontalo Regency. The comparison of performance achievements between regions throughout the province of Gorontalo is as shown in the following table 1.1 below :

Table 1. Comparison of district/city APM/APK in Gorontalo Province

No	Kab/Kota	Population Age 7-12 yrs	Student	APK	APM
1	Kota Gorontalo	21.060	22.110	104,99	96,03
2	Kabupaten Pohuwato	15.606	17.064	109,34	93,77
3	Kabupaten Bone Bolango	16.058	17.490	108,92	93,48
4	Kabupaten Gorontalo	40.512	43.278	106,83	91,94
5	Kabupaten Boalemo	15.682	16.444	104,86	88,50
6	Kabupaten Gorontalo Utara	14.182	14.411	101,61	87,46

Source: Ministry of education and culture of the Republic of Indonesia in 2020

This research was conducted as part of a study of alternative solutions in implementing policies from the perspective of organizational behavior. Several behavioral empirical phenomena such as behavioral inconsistencies in teacher placement that have not been based on school needs, openness of budget management, deviations in education funds, motivation and job satisfaction and cultural values of paternalism are determined as the main focus of the analysis. Most of the behavior is interested in the fulfillment of their interests in fulfilling their self-interest both individually, paternalistic groups and bureaucratic behavior as a whole in a culture of bureaucratic pathology. The second focus of research is to link behavioral analysis with policy success factors.

The limitation of this research is that external bureaucratic factors, such as political and socio-economic aspects of society, are not included in in-depth research studies, although they can affect the success of policy implementation.

METHODS

This study uses a descriptive analysis method about efforts to increase the expansion of access to education evenly by changing the paradigm of the public role from the role as a stakeholder to the paradigm of the public role as a policy actor. The approach used is a qualitative approach by conducting an in-depth study of data and empirical research phenomena related to bureaucratic behavior in policy implementation.

The interview was conducted in three process stages. Firstly, interviews were conducted at the employee level consisting of a head of service, a secretary and three heads of section heads. The second stage, interviews with employees / subordinates as implementers or policy operators as well as several functional officials. The third stage is carried out with officials related to the implementation of educational tasks such as Bappeda secretaries, school principals, school committees, teachers etc. Conducting document studies on various educational laws and regulations, performance reports, analysis of school needs and so on related to the research focus.

Interviews were conducted with agency approval submitted in writing and researchers endeavored to ensure the confidentiality of any of their responses. This is done to reveal the phenomenon of research in depth. Informants were chosen deliberately based on the competence of their duties and authorities and taking into account the knowledge and work experience of the informants.

The data triangulation process was carried out before and after reducing and condensing the data analysis to ensure the validity of the research data. The reduced data were verified from various sources, including conducting documentation studies and observations on individual behavior, group behavior and organizational behavior in the interactions that occur in fact in policy implementation efforts. The interview process is carried out formally during working hours, while triangulation of certain phenomena is carried out outside working hours to ensure that respondents provide extensive and in-

depth research data. The research process was carried out in several stages based on the Miles and Huberman (Miles, Huberman & Saldana, 2014) method, namely; 1) data collection process 2) data presentation 3) data verification; 4) Triangulation 5) Data Reduction; 6) Condensation data analysis and final conclusion.

FINDINGS AND DISCUSSION

The purpose of this study was to conduct an in-depth study of the factors of bureaucratic behavior on the effectiveness of education policies in Gorontalo District. The research findings are that individual behavior, group behavior and organizational behavior can influence organizational performance (Mulyaningsih 2019; Nørgaard 2018), and in turn can contribute to policy effectiveness. The research shows that there is an influence of behavior relationship patterns in policy implementation which shows a significant contribution to the effectiveness of the policy. The pattern of this relationship is formed in patterns of work relations, patterns of task relations (Ekarini and Saleh 2020) and even patterns of patrimonialism relationships which influence communication patterns in policy implementation. The communication factor is a factor that greatly determines the success of the policy (Lukitasari and Iriani 2017; Subekti et al. 2017).

The findings of this study will strengthen the correlation between systems theory and organization theory as seen by Katz and Kahn (Katz and Kahn 1978). An organization is a social system that is a container for interaction between individuals and individuals, individuals and certain groups who act in office and take place continuously in certain relationship patterns (Faturahman 2018). 'This pattern of relations will be characterized by a process of domination between one another so that it can become the stage for bureaucratic politicization in a broader pattern of relations. interaction patterns of behavior relationships that can determine the success of the organization. By implementing good relationship patterns, organizations will know their environment better in forming more effective relationship patterns in achieving their goals (Nani et al. 2021)..

In relation to the performance of policy implementation, the resource factor (HR) is a very vital factor in influencing the success of the policy. The fulfillment of employee competence and experience is very important because employees are the implementers of the policy itself. (Pangestuti, D. C, 2019; Rosmaini, R, & Tanjung, H, 2019). Therefore, it is important for public management to give serious attention to increasing the role of behavior in encouraging the success of the organization it leads.

As stated by Edward III (1980) that the behavior of policy implementers is one of the factors that can affect the success of the policy. The same view is also supported by Jan Merse (Koryati, 2004:16) regarding the success factors of public policy.

Meanwhile, for bureaucratic behavior factors according to Green, 1980 (Notoatmodjo, 2003) divided into three factors, namely predisposing factors, supporting factors and factors driving effectiveness. Behavioral factors such as individual and group characteristics and bureaucratic character are predisposing factors as vital resources owned by educational institutes (Linstone and Mitroff, 1994). Meanwhile, other factors in supporting behavior include budget availability, availability of work facilities and

facilities, as well as equipment and supplies to support work motivation and employee job satisfaction in implementing education policies.

Individuals have different levels of knowledge, discipline, ability, motivation and responsibility but collectively all factors are very adequate in implementing policies. All of these factors are predisposing factors that can be encouraged and directed in achieving tasks through the application of positive behavioral values through bureaucratic management functions. However, empirically leadership style greatly influences behavior through different responses by employees. This shows that there are groups that support the disposition of leadership and there are some employees who actually avoid their main duties because they feel disappointed with decision making, especially in determining the budget and placing employees in certain positions. This implies that the existence of group behavior is very important because of the similarity of values and individual views in the bureaucracy.

Group behavior can be categorized into three aspects according to James Q Wilson (1975) namely the executive group (bureaucratic leader), the implementing group or manager and the operational group or operator. The division of group behavior is a formal behavior formation process, namely group behavior can occur because of a system of division of tasks and responsibilities, a system of authority and a system of recruitment and placement and mutation of employees in certain positions in the bureaucratic structure.

However, empirical facts also show that group behavior can be categorized informally into three behavioral groups, namely the idealistic behavior group, the paternalist behavior group, and the apathetic behavior group. From a policy perspective, these three groups have different effects because each has a different response to organizational values and changes in leadership styles and approaches to achieving goals.

The ideal group are those who hold fast to the value of professionalism and tend not to like the patterns of approach in the implementation of activities and in career development in the bureaucratic structure. In contrast to the idealistic group, although they have the same obsession with increasing individual careers, they have different ways of achieving careers in the bureaucracy. While the group that is apathetic is the behavior of the group that is what it is and just waiting for orders from their superiors, usually this group has motivation based on the fulfillment of basic needs in the family environment

On the other hand, bureaucratic behavior does not have flexible responsiveness in understanding various behaviors because the values of bureaucratic institutions often treat them the same based on internal work rules, mechanisms and procedures. The internal factor that is very sensitive in influencing the three factors of group behavior is the behavior or leadership style in the bureaucracy. Employees actually have awareness

and sensitivity in responding to the behavior of superiors. The quantity of each behavior in each institution is different but in the context of the education bureaucracy in Gorontalo Regency, group behavior is still dominantly adopted by employees for several reasons, namely: 1) superiors have dominance in the structure of bureaucratic authority; 2) superiors have a central role in improving performance; 3) superiors have a wide scope in influencing and directing bureaucratic behavior; 4) leaders have the opportunity to promote the careers of their subordinates, 5) superiors have dominance in the strategic decision-making process in the bureaucracy; 6) leadership has access to extensive communication externally; 7) superiors are the main figures in the organization; 8) leadership has broad opportunities to conduct external relations-Public Relations; 9) superiors represent the institution internally and externally to the organization, 10) superiors have performance contracts with superiors in the bureaucratic hierarchical structure.

The extent to which the leadership's commitment to improving the performance of policies to expand access to education is evenly distributed will represent a large part of the organization's commitment to increasing effectiveness. While many factors influence leadership behavior in the role of bureaucratic behavior, the political aspect that leadership tends to maintain its position or even increase its position in the bureaucratic structure, The existence of a hereditary paternalism culture which tends to have become an ethical habit (pattern) of behavior that is understandable in the bureaucracy, the demands of a leader's social capital from his colleagues or his social environment

Some of these factors cause education management to have difficult challenges when applying the values of professionalism in the bureaucracy. Group behavior that tends to be ideal does not even have room to influence its environment because of the conditions with a value system that is formed in excessive paternalistic habits. On the other hand, there is also corruption in the field of education which is still quite large by the local government (Nurfitriani, N., & Hartarto, R. B, 2018). Habits and culture of deviant behavior encourage various bureaucratic pathologies and are difficult to change by applying the values of professionalism in the education bureaucracy.

As a result, performance can be highly dependent on behavioral tendencies in the bureaucracy, namely behavioral tendencies that are formed from repeated habits and have been understood as a habit in the bureaucracy. These behavioral tendencies can form patterns of behavioral relationships in policy implementation routines. The existence of a pattern of behavioral relationships can be seen from how bureaucratic institutions respond to slow "mind set behavior" changes due to bureaucratic habits or bureaucratic culture in the "status quo" of strong paternalism rather than applying the values of openness and professionalism rationally as Weber intended, 1947 (Santoso, 1993: 18) about the ideal bureaucratic theory. On the other hand, the bureaucracy has a

tendency to be selfish in carrying out its duties and functions in bureaucratic services (Ajzen, 1991: 179-211; Simon, 1997: 88, 93).

There is a performance achievement on the policy of expanding access to education by the education and culture office of Gorontalo Regency, namely the achievement of a very maximum Pure Participation Rate (APM) with an average NER (2016-2020) of 97.04%, while the Minimum Service Standard in 2020 is only 64 %.

This shows that the tendency of bureaucratic behavior is more directed at the development of educational facilities and infrastructure in the aspect of fulfilling educational capacity than in fulfilling supporting facilities and facilities and accreditation of educational institutions. Education is more directed at quantitatively equal distribution of education to the provision of broad learning opportunities and has not been maximized in providing the feasibility of educational facilities

To increasing the effectiveness of the policy of expanding access to education evenly in the education office of Gorontalo Regency, it can simply be described in table 2, as follows:

Table 2. Behavioral Factors Related to the Effectiveness of Education Policies

	Communication	Resources	Disposition	Structure. Bureaucracy
Individual Behavior	individual understanding and ability	knowledge, work experience, cooperation brush	motivation, attitude, and belief in Behavior	The division of tasks, responsibilities, and authority that refers to formal rules, while individuals/groups have different expectations and needs
Group behavior Organizational	Formal interaction, policy routines, based on areas of duty and responsibility	Work team ability, collaboration and cooperative attitude in work teams, task interaction	Leadership, formal & informal groups, contradictory behavior	Behavior is formed in the structure of tasks, tj and authority, formal interactions
Organizational behavior	Accountability demands determine the intensity of communication	Organizational culture values & employee/official recruitment system	The gap in the disposition of responsibility is not	Rules, formal mechanisms, public relations, approach to policy objectives

	within the organization		accompanied by rational authority- there is discretion	
Behavioral Relationship Pattern	The limitations of communication are limited to the implementation of duties and authorities	The relationship pattern is based on the broad authority of the leadership so that performance is highly dependent on bureaucratic leadership	The pattern of relationships is more paternalistic which always ignores the values of openness and professionalis	The pattern of relationships is more formed on a top-down basis and tends to ignore the values of human relations in the organizational structure

Source: Research Development Results, 2021

The pattern of behavioral relationships can influence the achievement of the policy effectiveness of expanding access to education evenly at the education and culture office of Gorontalo Regency. The existence of behavioral relationship patterns can act as a driving and inhibiting factor for the effectiveness of both internally and externally bureaucratic behavior.

Internally, the pattern of behavioral relationships can encourage the internal factors of bureaucratic behavior both individually, in groups and in organizations to increase effectiveness. While externally the pattern of behavioral relationships can increase public trust in relationship patterns that are implemented with trust values. Patterns of good behavior relationships can increase the role and support of the public for the implementation of education. In the perspective of policy implementation, behavioral relationship patterns can improve communication factors, resources, dispositions and bureaucratic structures.

The Role of Behavioral Relationship Patterns in Improving Communication

Not the same as the pattern of working relationships or patterns of communication relationships in policy implementation. Patterns of working relationships can be formed formally and informally, while patterns of communication relationships tend to be formed formally due to the demands of policy implementation. Communication formalities are limited by the system of division of tasks and responsibilities in bureaucratic structures and mechanisms

Patterns of good behavior relationships will improve the communication process smoothly. The pattern of behavioral relationships based on the values of openness and mutual trust between employees is very important to minimize any feelings of mutual

suspicion that become the main obstacle in communication. Bureaucracy without human values will often ignore professionalism and accountability. The existence of mutual suspicion in policy implementation reflects the poor communication process. Good communication really depends on the extent of the level of trust that is formed between employees so that the intensity of communication can be carried out optimally.

The pattern of high-quality relationships is characterized by the application of the values of openness, democracy, fairness, professionalism between employees and between superiors and subordinates and the relationship is categorized as an in-group relationship, while a low-quality relationship indicates a certain distance or estrangement due to various factors. For example, certain interventions, the dominance of which is categorized as out-group by Dansereu (Wayne and Green, at el 1997; Bauer and Green, 1996).

The quality of relationships between employees and between superiors and subordinates can be categorized as extreme in two relationship patterns, namely the pattern of high-quality and low-quality relationships. The pattern of high-quality relationships is characterized by the application of the values of openness, democracy, fairness, professionalism between employees and between superiors and subordinates and the relationship is categorized as an in-group relationship, while a relationship with low quality indicates a certain distance or estrangement due to certain factors. For example, intervention, dominance categorized as out-group by Dansereu (Wayne and Green, at el 1997; Bauer and Green, 1996).

Leadership behavior can affect the performance of policy implementation as stated by Colquitt, Lepine and Wesson (2009: 499), leaders with various leadership styles in behavior. An effective leader can improve performance and can affect job satisfaction and employee motivation and ultimately affect policy performance (Subakti; 2013). Therefore, improving the quality of behavioral relationship patterns requires a leadership role in the application of human values, because the leader has the dominant authority in the bureaucracy.

The Role of Behavioral Relationship Patterns in Resource Management

The pattern of bureaucratic behavior relationships can encourage optimal resource management. Waste of resource management is a behavior that is always inherent in bureaucratic behavior as a deviant behavior, especially in bureaucratic swelling and budget mark-ups. Budget mark-up is an element of behavior that is intentionally carried out in the aspect of budget swelling during the preparation of the budget plan (RBA) or the preparation of the budget work plan (RKA) either for operational funds or funds for development. The mark up can be seen from the reporting of SPJ activities that are not in accordance with the activities. Or there is a budget ceiling that is not in accordance with the physical activities. This is still happening in the implementation of policies to increase

access to education evenly, especially with the findings of the BPK in 2020 regarding irregularities in reporting (SPJ) that are not in accordance with spending items by several schools.

Patterns of good behavior relationships require maximum openness and involvement of subordinates. Employees are seen as dynamic human beings, have values and principles and beliefs that tend to direct their behavior. So, that the involvement of employees in every decision making can encourage him to perform optimally because he feels valued in the activity process. Therefore, the aspect of openness in budget management is the main requirement in forming a pattern of quality relationships.

An open approach and employee involvement in every decision making will be able to increase trust between fellow employees. Employee involvement and increased trust will encourage employee motivation and job satisfaction and will ultimately increase policy success. On the other hand, resource management with excessive dominance by superiors will lead to low employee roles and will even limit policy communication patterns in achieving goals. To maximize resource management requires a leadership role by applying the values of openness and involving employees in a more dynamic, broad and quality pattern of behavioral relationships.

The pattern of dynamic, broad and quality behavioral relationships can not only increase success but can also minimize behavioral deviations because the supervision process will occur naturally in patterns of behavioral relationships that are mutually supervising and open to each other at every stage of policy implementation.

The Role of Behavioral Relationship Patterns on Dispositional Factors

Behavioral factors were analyzed at the level of individual, group and organizational behavior (Robbin, 2010). The behavior of employees at the education and culture office of Gorontalo Regency has a tendency in paternalistic relationship patterns as well as a tendency for motivation and job satisfaction which is influenced by the leadership style in terms of individual behavioral elements such as knowledge, abilities, motivation, discipline and different responsibilities. Differ in the individual personality of the employee.

In group behavior, it can be seen that some employees tend to avoid tasks and activities because they are not satisfied with the placement of employees in certain positions. This group of behaviors can be categorized as behaviors that show rejection of the superior's decision. This phenomenon shows a pattern of incompatible relationships between superiors and subordinates caused by, among others: the dominance of superiors over the bureaucratic structure, the central role of superiors in decision making and the lack of employee involvement in budgeting and placing employees in certain positions in positions, lack of employee transparency in decision making. These conditions have formed group behavior into three categories of behavior, namely; 1) ideal

group, 2) pragmatic group behavior; 3) apathetic group behavior in influencing policy implementation.

On the other hand, the bureaucracy with its various characteristics has a limited structure that cannot fulfill the wishes of all employees as officials in the service environment. To overcome behavioral conflicts and gaps in employee interactions, an informal approach is needed through the role of behavioral relationship patterns that can maximize the quality of the relationship between bureaucratic behavior

A formal approach using a pattern of power relations or patterns of authority relations can overcome problems but cannot optimally address job satisfaction and employee motivation. Therefore, patterns of behavioral relationships require universal values that can be accepted by the level of behavior, both by individuals and groups. The impetus for the application of the values of human relations is very important to encourage communication and increase the success of policies. The application of the values of human relations in patterns of bureaucratic behavior can open up space for the involvement of all employees.

The dynamic pattern of behavioral relationships with the principles of openness will encourage a balance of behavioral relationship patterns between performance and rewards, between rewards and needs. Behavioral relationship patterns have no formal boundaries and are not limited by the existing authority system because relationship patterns are more informally formed in relationship patterns that are long-term emotional relationships. Meanwhile, the pattern of paternalistic relationships formed in empirical phenomena is actually more temporary and based on the fulfillment of individual interests.

The Role of Behavioral Relationship Patterns on the Bureaucratic Structure

The character of the bureaucracy in the administration of education generally reflects the form of bureaucracy in Max Weber's view, this is also in accordance with the empirical facts of the implementation of policies to increase the expansion of access to education equally and can be described as follows: a) the existence of rules as guidelines in the administration of education, b) the division of authority between central government, local government, c) division of fields of work in a hierarchical bureaucratic structure, d) career development and employee rank on a regular basis, e) demands for technical capabilities required by the level of education, training and training f) development of employee capabilities based on job demands, bureaucratic duties and functions.

Improved performance with a top-down approach or or with a purely authority system approach as in Weber's bureaucratic system, cannot accommodate the interests of implementing behavioral values, because behavior has complex and different values from one another. Therefore, to simplify these behavioral elements, it is necessary to play

a role of "behavioral relationship patterns" in moderating various interests in policy implementation

The demand for the application of human values in organizational humanistic theory is growing in response to the application of a top-down approach in increasing policy success. As Wayne Pace (2015: 60) also provides the view that the concept of human relations with the Hawthorne Effect concludes two things: (1) attention to people will be able to influence their attitudes and behavior; (2) and, if employees are given the opportunity to interact, it will increase morale and productivity.

In a hierarchical bureaucratic system, the pattern of behavioral relationships is formed subjectively, autocratic, and inconsistent as in research facts which show that leadership behavior in employee placement pays less attention to aspects of equity and needs. In such conditions the pattern of paternalistic relationships will thrive, collusion and compromise will tend to form patterns of behavioral relationships and eventually can lead to behavioral deviations. This pattern of behavioral relationships reflects the low quality of bureaucratic behavior.

On the other hand, the quality of behavioral relationships that reflect good quality is the pattern of behavioral relationships based on universal values such as democracy, justice, openness and humanity as in the principles of good governance. The pattern of quality behavioral relationships will ignore aspects of close relationships, relationships because of relatives and are impersonal. Public organizations should be run in the values of openness with a behavioral relationship pattern approach.

The role of behavior in the bureaucratic structure is also very important in improving policy implementation. However, bureaucratic behavior is also basically influenced and shaped by formal factors because of the bureaucratic structure. The extent to which the behavior of the bureaucracy towards the structure will determine the success of the policy because the level of discipline, discipline and employee motivation affect the success of the policy, but also the bureaucratic structure also affects behavior through patterns of relationships due to the structure. Employees will behave in accordance with the demands of their duties and authorities in the organization. The bureaucratic structure has limitations and cannot fulfill the overall interests of employees due to the provision of a rationalized structure in improving bureaucratic performance

According to Robbins (2010), in conducting an analysis of behavior, it is necessary to carry out three levels of behavior, namely: 1) individual behavior; 2) group behavior; and 3) organizational behavior. This study describes that the role of bureaucratic behavior in policy implementation is that there is a "behavioral relationship pattern" in organizational behavior as an important element in moderating various policy success factors and can moderate the increase in individual, group and organizational behavioral roles, especially from the aspect of motivation, job satisfaction, cooperation and the application of human values in implementing policies.

Positively, behavioral relationship patterns are formed based on universal values, not limited by hierarchical authority boundaries because behavioral relationship patterns are more universal as "human relations" (Elton Mayo, 1930). Human relations rely more on universal values, including the values of justice, democracy, openness, togetherness and so on. The concept of human relations, Wayne Pace (2015: 60) concludes two things: (1) attention to people will be able to influence their attitudes and behavior. (2) If employees are given the opportunity to interact, it will increase morale and productivity. The role of the relationship pattern can be described as shown in the following figure:

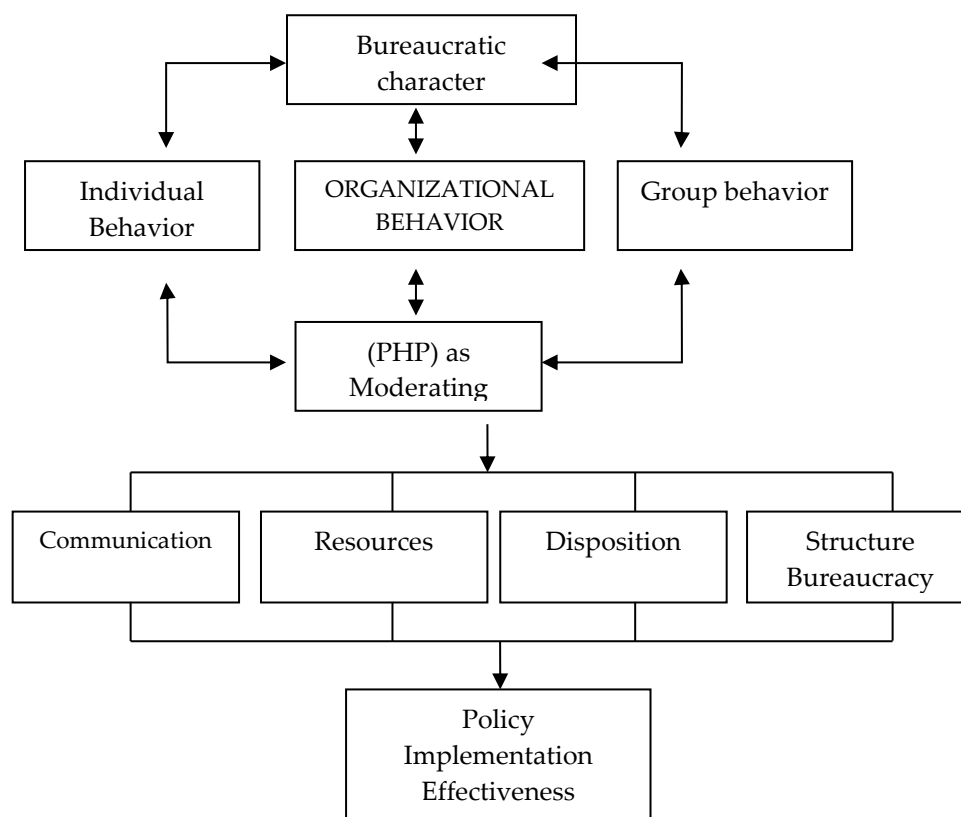


Figure 1. The Role of Behavioral Relationship Patterns in Policy Implementation

Source: Developed from research results, 2021

CONCLUSION

Conducting structural behavioral analysis at the individual, group and organizational levels can increase the effectiveness of education through increasing employee motivation, job satisfaction, teamwork, increasing public involvement in the education sector but not comprehensively describing and overcoming the negative impacts of behavioral behavior as factors that can affect policy effectiveness. Some behavioral function barriers such as paternalism culture, behavioral deviations,

organizational swelling and so on. Therefore, a more comprehensive approach is needed with a "behavioral relationship pattern" approach as a basic element of organizational behavior which can have implications for increasing analysis at the level of behavioral tendencies as the cause of educational success.

The findings of this study will strengthen the correlation between systems theory and organization theory as seen by Katz and Kahn (Katz and Kahn 1978). An organization is a social system that is a container for interaction between individuals and individuals, individuals and certain groups who act in office and take place continuously in certain relationship patterns (Faturahman 2018). 'This pattern of relations will be characterized by a process of domination between one another so that it can become the stage for bureaucratic politicization in a broader pattern of relations. interaction patterns of behavior relationships that can determine the success of the organization. By implementing good relationship patterns, organizations will know their environment better in forming more effective relationship patterns in achieving their goals (Nani et al. 2021)..

The behavioral relationship pattern is the right approach to analyze the strengths and weaknesses of each function and structure of organizational behavior so that public management can maximize its function to direct the behavior and functions of the bureaucracy to the maximum in achieving the effectiveness and success of education.

Public management appropriately in making strategic decisions in maximizing the driving factors of behavior and minimizing the inhibiting factors of behavior on the effectiveness of the bureaucracy. The role of behavioral relationship patterns can be a mediating factor for various success factors in achieving bureaucratic effectiveness.

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