

BUREAUCRATIC BEHAVIOR MODEL IN POLICY IMPLEMENTATION TO ENHANCE EQUAL AND EXTENSIVE EDUCATION ACCESS (THE DEPARTMENT OF EDUCATION AND CULTURE GORONTALO DISTRICT)

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ABSTRACT

This research aims to define a bureaucratic behavior model in the implementation of the policies of enhancing equal and extensive education access to deliver educational services. To develop the behavior model, I hinge on the theory of behavior by Draha (1989), who describes bureaucratic behaviors as an interplay between individual and bureaucracy characters. This research brings into focus the development of a behavior model in public policy implementation. This research is carried out in the Department of Education and Culture Gorontalo District Gorontalo Province, one of the provinces in the eastern part of Indonesia. It is conducted using the qualitative descriptive method, and research informants are all employees involved in policy implementation in the research area. Two data types, i.e., primary (documents, photographs, and picture) and secondary (interview results and other research findings, and so forth), are used. Based on the results, there are several bureaucratic behavior factors which affect the enhancement of equal and extensive education access. The factors can be categorized into two, i.e., (a) behavior factors which boost successful policy implementation and (b) behavior factors which inhibit successful policy implementation to enhance equal and extensive education access. Predicated on the results, I develop a policy behavior model with three cardinal variables of bureaucratic behaviors. The three factors are (a) individuals' characters within the organization, (b) bureaucratic characters, and (c) value characters in a bureaucracy culture. The interaction among the three characters is known as the Value Interaction Behavior (VIB). Using this model, it is expected that the mindset of bureaucratic behaviors, which is limited to be performance achievement-oriented, is changed to be a public-oriented one. Additionally, it is expected that the shift of ethical values can be manifested through turning the bureaucracy-oriented paradigm to be service-oriented by highlighting the values of openness, responsibility, and public accountability.

Keywords: *Value, Interaction, Behavior*

INTRODUCTION

Research Background

Education implementation in Gorontalo District is contending varied issues, e.g., budget, education resources, fulfillment of technical requirements for education, and bureaucratic behavior deviations which may retard the attainment of successful education policies. As laid out by my preliminary observation, the ideal fulfillment of the need to education budget is IDR13 billion/month yet it is only IDR4 billion which can be fulfilled. It brings about the local government's reliance on the central one in terms of equal education fulfillment.

Pertaining to the aspect of education resources, the fulfillment of teaching workers (teachers) is pivotal for each education unit. The data on teacher needs analysis (2019) spell out as follows.

Table 1. Fulfillment and Lack of Elementary and Junior High School Teachers

No.	Education Level	Need to Teachers	Fulfillment of Teachers		Lack of Teachers
			ASN	Non-ASN	
1	Elementary school	1,933	993	732	208
2	Junior high school	1,144	640	368	136

Data source: Teacher Need Analysis, National Education Department Gorontalo 2019

Pertinent to the fulfillment of technical requirements for educational services, as referred to in Ministry of Education and Culture Regulation Number 32/2018 concerning Technical Requirements for Educational Services, some educational services are poor and hence do not advocate equal and extensive education. Based on education data (National Education Department, 2020), most of the schools do not cater to the national accreditation standards. All one-roof schools (*satap*) are not nationally accredited. Predicated on the national accreditation standard, a score of 81-90 and 91-100 is B (good) and A (excellent), respectively.

The SPM achievement realization of the Department of Education and Culture Gorontalo District as the measuring indicators of equal and extensive education is shed light on Table 1.2.

Table 2. Data of SPM Achievement Realization

No.	Type of Basic Service	SPM Achievement Target	SPM Achievement Realization	Problems and Solutions
1	Basic education	63%	64%	1.Many teachers are uncertified. 2.School facilities and infrastructures (school building, laboratory, and so on) are insufficient.
2	Equal education	100%	80.05%	
3	Early childhood education program	100%	67%	

(Ground Data on the Department of Education and Culture Performance, 2020))

From the behavioral aspect, several policy actors demonstrate behaviors inconsistent with policy goal achievement. The inconsistency is exhibited through educational worker placement and mutation which primarily relies on interests instead of the need of education units. As the result, in teacher distribution, some subdistricts, inter alia, Telaga Cs and Limboto Cs, have excessive teachers, whereas other districts, such as Boliyohuto, suffer from teacher insufficiency. The problem indicates the poor commitment of policy actors to attaining policy goals.

Bureaucratic behaviors constitute an aspect contributing to a successful policy. Asserted by Edward III (1980), in a policy success model, there are four factors of a successful public policy. One of the factors is behaviors or disposition in public policy implementation.

Behaviors relate to value implementation to achieve organization goals. In other types of organizations, individuals bring their various characters to their bureaucracy, while a bureaucratic organization maintains standard values as its characteristics to attain goals. It corresponds with Draha (1979:70), that bureaucratic behaviors are the interaction between individual and bureaucracy characteristics.

Accordingly, bureaucratic behaviors can be analyzed from the process of interplays which happens during bureaucratic function implementation or public policy one. The implementation of bureaucratic values as organization cultures is different between each organization. To what extent the values are implemented in bureaucratic behaviors rests on to what extent the employee commitment to the implementation is.

In the fulfillment of equal and extensive educational services in Gorontalo District, old principles are still applied in several behavioral aspects as a bureaucracy culture sustained by generation. Paternalism is still identified, especially in education administration services. Informal approaches to the third parties (contractors/consultants) outside the procedures are still many. Also, several customs, e.g., overserving the employer, are still carried out to maintain a certain position in bureaucracy.

Some of the behaviors often abandon the aspect of public accountability in bureaucratic function implementation in general and, in specific, implementation of equal and extensive education policies. As such, we can still find behavioral deviations in education resource management. For example, BPK, in 2020, identified SPJ deviations in education operating fund management.

Empirically, bureaucracy actors do not orient to the concrete aspect of equal and extensive educational services. It is indicated by the fulfillment of technical requirements for educational services which are far from expected and legislation.

Predicated on the research problems, I am interested in analyzing the aspect of bureaucratic behaviors in policy implementation to enhance equal and extensive education access. The analysis is seminal to develop a behavioral model in public implementation in general and, in specific, extensive and equal education policy implementation by the Department of Education and Culture Gorontalo District.

Research Focus and Sub-focus

1. Bureaucratic behaviors in the policy implementation by the Department of Education and Culture in Gorontalo District to enhance equal and extensive policies.
2. Alternative bureaucratic behaviors in the policy implementation by the Department of Education and Culture in Gorontalo District to enhance equal and extensive education access policies.

RESEARCH CONCEPTUALIZATION

Public Policy Implementation

Public policy implementation, as confirmed by Thomas Dye (Thoha, 2008:107), is “whatever the government chooses to do or not to do. A public policy is the government’s effort to intervene the public life as the solution to any community problems.”

A public policy, by another definition, is ascribed as a process or activity run to achieve the organization’s (bureaucracy) goals. Friedrich (Thoha, 2008:107), in accordance with the argument, defines a public policy as “an action driven to the goal proposed by

someone, some group, or the government within a particular environment and addressing particular challenges and opportunities for attaining goals or realizing the target desired”.

WW.I. Jenkis (Wahab, 2005:4) says, “A public policy is ‘a set of interrelated decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where these decisions should, in principle, be within the power of these actors to achieve’.”

A public policy is expected to afford positive impacts on the quality of community life. Chief J.O. Udoji (Wahab, 2010:5) argues, ”Public policy is ‘a sanctioned course of action addressed to a particular problem or group of related problems that affect society at large’.”

Said Zainal Abidin (2004:31-33) classifies a public policy into three levels, namely:

- 1) Public policy: a policy, be it positive or negative, which serves as guidance for implementation covers all localities or institutions concerned.
- 2) Implementation policy: a policy which describes a public policy, or at the central level, the government regulation concerning law implementation.
- 3) Technical policy: an operational policy under an implementation policy.

Equal and Extensive Education Access Enhancement as a Public Policy

In constitutional, equal and extensive education has been carried out by the government since the New Order era. The concept concerned is stipulated in TAP MPR RI No. IV/MPR/1995 which mandates, “... strive to extend and equalize Indonesian people's opportunities for acquiring high-quality education to manifest towards the creation of high-quality Indonesian people with a significant increase in the education budget.”

In conceptional, the concept of equalization is categorized into two, which are active and passive equalization. Passive equalization is the equalization which stresses the same opportunity for enrolling in a school, whereas active equalization underlines the same opportunity for achieving the highest learning output to all students (Sismanto, 1993:31).

Equal education has a broad meaning and calls for the same opportunity, for both getting education and the same educational treatments from teachers and developing potentials optimally. If the dimensions underpin the approach to embody equal education, assessing equal education in a region seems a difficult job. Accordingly, the concept of equalization in this research is confined to the policies regarding equal education facilities, infrastructures, and resources.

Article 1 Paragraph (1) of Law Number 20 of 2003 on National Education System states, “Education means conscious and well-planned effort in creating a learning environment and learning process so that learners will be able to develop their full potential for acquiring spiritual and religious strengths, develop self-control, personality, intelligence, and morals and noble characters and skills that one needs for him/herself, for the community, for the nation, and for the State.”

In the effort to escalate people intelligence, education is implemented under relevant visions, i.e., realizing a national education system as robust and dignified social institutions and empowering all Indonesian citizens to develop to be quality human beings who are able and proactive to respond to dynamic challenges. With the visions, national education holds the following missions:

- 1) Seeking to manifest equal and extensive opportunities for eliciting quality education to all Indonesian people.
- 2) Assisting and facilitating Indonesian children to develop potentials from early childhood until the end of life to realize a learning community.
- 3) Improving the quality of the education process to optimize the establishment of moral personalities.
- 4) Increasing professionalism and accountability of educational institutions as the center for cultivating knowledge, skills, experience, attitudes, and values based on national and global standards.
- 5) Empowering the community roles and participation in education implementation based on the principle of autonomy in the Unitary State of the Republic of Indonesia.

Bureaucratic Behaviors

To comprehend bureaucratic behaviors specifically, we have to engage ourselves with the science of organizational behaviors. The theory which underlies "bureaucratic behaviors" is the theory of organizational behaviors because bureaucracy, essentially, is run within a big organization in the form of a government organization. Different from any organization in general, bureaucracy is an organization which possesses exclusive characteristics, such as running the government authorities, operated by the government officials, adhering to strict rules and procedures which are implemented in a hierarchical structure.

Ndraha (1989:70) defines bureaucratic behaviors as "an interaction between individuals within their organizational environment. Bureaucratic behaviors are determined by individuals' functions within an organizational environment. The government organization structure is sustained by characteristics, capabilities, and capacities of individuals or apparatuses as the state or government and community servants, whose characteristics, capabilities, and capacities are in correspondence with their functions and responsibilities". Hence, bureaucratic behaviors are functions from the interaction between individual and bureaucracy characteristics.

Within the interaction or relationship pattern between the two variables, bureaucratic behaviors can be classified into two, i.e., bureaucratic behaviors which reflect compliance with regulations, procedures, or standards of task implementation and bureaucratic behaviors which deviate regulations, goals, and functions of bureaucracy. Deviating bureaucratic behaviors are called "bureaucratic pathology" or dysfunction of bureaucracy.

For the analysis of how people behave in an organization, George and Jones (1996:4) argue, "Organization behavior is the study of the many factors that have effects on how individual and group respond to and act in an organization and how organizations manage their environments." George visualizes his analysis model as in Figure 1.

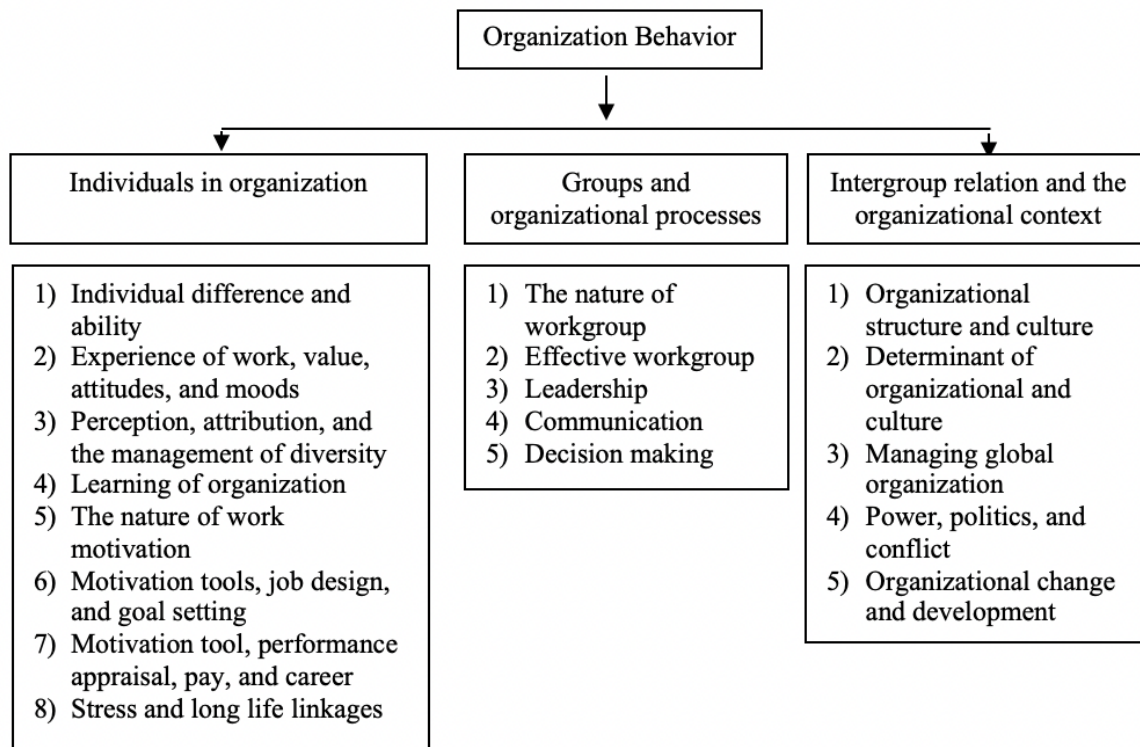


Figure 1. Analysis Model of George and Jones

Within an organization, an interaction will occur between individuals and the organization and between individuals as group members in the organization. Groups within an organization are created due to task categorization in the organization's divisions. Individuals will bring their individual expectations to the organization or behave as group members.

In his analysis model, George (1966) classifies organization behaviors to be individual behaviors, group behaviors, and organization behaviors. Individual characteristics include (1) unique personality, (2) work experience, behavioral value, and expectation, (3) knowledge and processing ability to make actions, (4) individual engagement in the organization, individual rudimentary motivation, (5) task-oriented motivation, and (6) performance- guideline-driven motivation.

Behavioral characteristics, which are derived from group behaviors during the process of task implementation, are (1) basic objectives of creating a work team, (2) work team effectiveness, (3) organizational leadership, (4) communication within the organization, and (5) the process of decision making in the organization. Meanwhile, organization behaviors cover (1) values within the organization structure, (2) cultural values which orient the organization to achieve its goals, (3) the organization's method to managing the global environment, (4) power, interests, and conflicts within the organization, and (5) development and changes in the organization.

Related to the analysis of bureaucratic behaviors, Herber Simon (1957:22), from the perspective of decision making, divides behaviors into two, namely behaviors which are encouraged by rationality and behaviors which are outside rationality boundaries. Herber A. Simon (1957:22) suggests, "Way to explain their organization is to answer the following two questions: (1) What is the reason for the preoccupation if these chapters with

rational behavior? and (2) What is the reason for their emphasis on the limits of rationality?

Bureaucratic Behavior Development in the Policy Implementation

From the public administration perspective, the shift of values in public services refers to changes in paradigms. Denhardt and Denhardt (2004), in their book entitled *The New Public Service: Serving, Not Steering*, categorize public administration paradigms into three, namely Old Public Administration (OPA), New Public Management (NPM), and New Public Service (NPS).

The service values should be implemented as the cultural value of bureaucracy. Therefore, service cultures underpin the implementation of bureaucratic ethics in a public policy. Waldo (Sukidin, 2011:26-29) suggests several chief ethical principles for government administration. They are (a) responsibility, (b) dedication, (c) loyalty, (d) sensitivity, (e) equality, and (f) equity.

The public service values, according to Levine, in Dwiyanto (2008:143), presents three dimensions to assess public service products. The three dimensions are responsiveness, responsibility, and accountability.

RESEARCH METHOD

Research Approach

Based on the research context, this research uses a qualitative approach. Bogdan and Taylor (Sukidin and Basrowi, 2002:1-2), argue, "Qualitative research is one of the research procedures which yield descriptive data, in the form of statements or writings and behaviors of those being examined.

This research is designed to reveal facts in a descriptive manner, so I delineate the real condition of a certain phenomenon and problematic factors. A qualitative approach is characterized by the research objectives which demonstrate that the researcher strives to apprehend symptoms which are impossible to be accurately measured (Gama, 1999:32).

Faisal (2005:5) contends that descriptive research "is intended to explore and clarify a social phenomenon or reality by describing some variables concerning the problem and unit investigated."

Through qualitative research, a researcher can comprehend the subjects and perceive what they are experiencing in their daily life. Qualitative research is foreseeable to bring on a deep explanation of statements, writings, or behaviors observed in an individual, group, community, and/or organization within a certain context which is studied from a whole, comprehensive, and holistic point of view.

Research Method

Predicated on the research approach, the research method is designed in more detail. Sugiyono (2005:9), as regards the qualitative research method, posits that:

1. The qualitative research method is applied in a natural condition and directly to the data source. The researcher acts as the key instrument.
2. Qualitative research is descriptive. Data collected are in the forms of either words or pictures rather than numbers.
3. Qualitative research underlines the process instead of the product or outcome.
4. In qualitative research, the data analysis is inductively conducted.

5. Qualitative research emphasizes the meanings of data analyzed.

In qualitative research, the role of theories are not as rigid as that in a quantitative one as its model is inductive by the following order: (1) collecting information, (2) proposing questions, (3) building categories, (4) looking for patterns (theories), and (5) constructing a theory or comparing patterns. The steps are visualized in Figure 2.

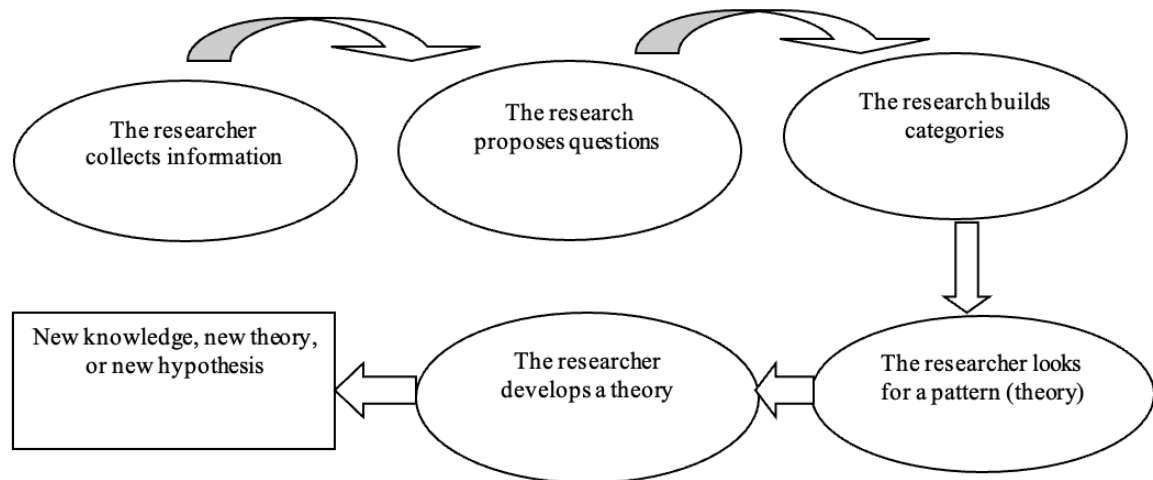


Figure 2. Inductive Model in Qualitative Research

RESEARCH RESULTS AND DISCUSSION

Research Results

Predicated on the research results, some factors of bureaucratic behaviors affect equal and extensive education access. The factors can be classified into two, i.e., (a) behavior factors which boost successful policy implementation and (b) behavior factors which inhibit successful policy implementation to enhance equal and extensive education access.

Several behavioral aspects which induce a successful policy is (a) employee's knowledge of task and work accomplishment, (b) employee's work discipline, (c) strong work motivation, (d) work ability, competency, and experience, and (e) high responsibility to performance achievement.

Moreover, some behaviors which can adversely impact a successful policy are (a) employees' limited knowledge of the essence of policy attributed to education service delivery, (b) lack of commitment to the implementation of organizational values, (c) lack of professionalism in the policy implementation, (d) lack of responsibility in manifesting extensive and equal education, and (e) low public accountability levels in realizing equal and extensive education services.

Discussion

1. Bureaucratic Behaviors in the Policy Implementation by the Department of Education and Culture Gorontalo District to Enhance Equal and Extensive Education Access

In the policy implementation to enhance equal and extensive education access, bureaucratic behaviors, empirically, can be categorized into two: (a) behavior factors which boost successful policy implementation are (a) employee's knowledge of task and work accomplishment, (b) employee's work discipline, (c) strong work motivation, (d)

work ability, competency, and experience, and (e) high responsibility to performance achievement. Empirically, the behavioral factors are optimized to achieve an effective policy which can enhance equal and extensive education access in Gorontalo District, and (b) the form of the intended bureaucratic behavior is the behavioral factors which are maintained in bureaucratic cultures using old patterns of education bureaucracy implementation. The factors are (a) kleptocracy in the education budget implementation, (b) bureaucratic pathology in educational service delivery, (c) maladministration in resource management, (d) excessive paternalism concerning power, (e) inconsistency, and the like.

The two categories of behavioral factors are still predominating the policy implementation by the Department of Education and Culture Gorontalo District. Thus, bureaucracy actors are more motivated by performance achievement relative to equal and extensive education service delivery enhancement.

It is exhibited by the better achievement of policy implementation performance. And yet, from the aspect of technical requirement fulfillment, the service delivery does not adhere to legislation.

Based on the data of the Government Agency Performance Accountability Report (LAKIP) from the Department of Education and Culture (2020), the Pure Participation Rate (APM) of each education level indicates an excellent performance, which is 100% for the elementary schools/Islamic elementary schools and 99.05% for junior high school. However, germane to the coverage of educational service fulfillment, SPM achievement is far from expected, i.e., 64% for elementary education levels, 80.05% for equalization education levels, and 67% for early childhood education ones (education data, 2020).

2. Developing a Bureaucratic Behavior Model to Implement the Policy which Enhances Equal and Extensive Education Access

Individuals carry their basic values into an organization or bureaucracy when a bureaucratic organization possesses distinctive characteristics which require the implementation of organizational values to attain its aims. The basic values are maintained as a culture to achieve the organization's goals as the essential principle of a bureaucratic organization. Similarly, the implementation of education bureaucracy is also operated through a bureaucracy mechanism which comes with diverse characters in implementing education policies.

In regard to the behavior characteristics above, Thoha (2002) asserts that individual characteristics include some aspects, namely, "ability, need, trust, experience, and expectation". Each individual has unique characters, which are thus different from each individual. The differences cause diversity in their behaviors, which are uniquely developing. Expressing a different viewpoint, Ardana *et al.* (Andy Setiawan and Tri Bodroastuti, *ibid.*, 8) clarify several indicators of individual characteristics. The indicators are interest, attitude, individual need, ability, and job competency and knowledge.

Considering the two views, behaviors have a broad discussion. The different views of behaviors concluded by experts are engendered by their different perspectives. However, the intended bureaucratic behavior is the behavior which can be examined in the process of policy implementation. To make this research implementation efficient, the

behavioral aspects addressed in this research are limited to (a) knowledge, (b) ability, (c) motivation, (d) discipline, and (e) responsibility.

To define basic characteristics of bureaucracy, this research refers to Max Weber's viewpoint in regard to distinguishing characteristics as basic characteristics of bureaucracy. Max Weber (Santoso, 1993:18) mentions the key characteristics of ideal bureaucracy. They are (1) hierarchical structure, (2) division tasks in positions, (3) rules, (4) employees who technically cater to job qualification.

Predicated on the research results, several behavioral aspects, e.g., employees' knowledge in task implementation, work discipline, motivation, ability, and responsibility are good but still limited to performance achievement only.

Besides, some behaviors are apparently inhibiting successful policy implementation. In the administration of education bureaucracy service delivery, several employees do not comply with work procedures and perform approaches to project implementation managed through third parties (contractors or consultants).

In the accountability aspect, there are maladministration practices in budget management. For instance, in 2020, BPK found budget infringement, committed by management by manipulating the accountability letter (SPJ) for BOS allocation.

In other words, policy actors' commitment to the policy implementation to enhance equal and extensive education access is not consistent with the fulfillment of equal and extensive education itself. The lack of commitment is apparent in teacher placement which emphasizes interests over the need of education units.

Based on empirical evidence, the aforementioned behaviors demonstrate that the current extensive education access manifested through policies concerned do not fulfill public expectations in relation to the fulfillment of the basic education need and the provision concerning technical requirements for education service delivery.

To optimize the role of behaviors in the education policy implementation, a bureaucratic behavior model which can promote bureaucracy functions in public service delivery and, especially, the attainment of policies enhancing successful equal and extensive education access is needed. The behavior model is developed using a value approach to the education policy implementation with the following paradigms.

- (1) Individuals carry values as a unique value characteristic into bureaucracy.
- (2) To elevate the function of bureaucratic service delivery, changes in the paradigm of the basic values (characteristics) of bureaucracy should be oriented to changes which bring into focus public service delivery.
- (3) The roles of bureaucratic behaviors in policy implementation determine successful policy implementation. Nevertheless, empirically, there are still many behavioral deviations in the policy implementation.
- (4) Empirical evidence manifests that good performance achievement does not necessarily guarantee the fulfillment of education service delivery.

From the above paradigms, the bureaucratic behavior model for the policy implementation to enhance equal and extensive education access is developed into three main variables, i.e., (a) individual characteristics, (b) value characteristics, and (c)

bureaucracy characteristics. Behavioral characteristics are analyzed from the interaction between the three characteristics, as delineated in Figure 1.3.

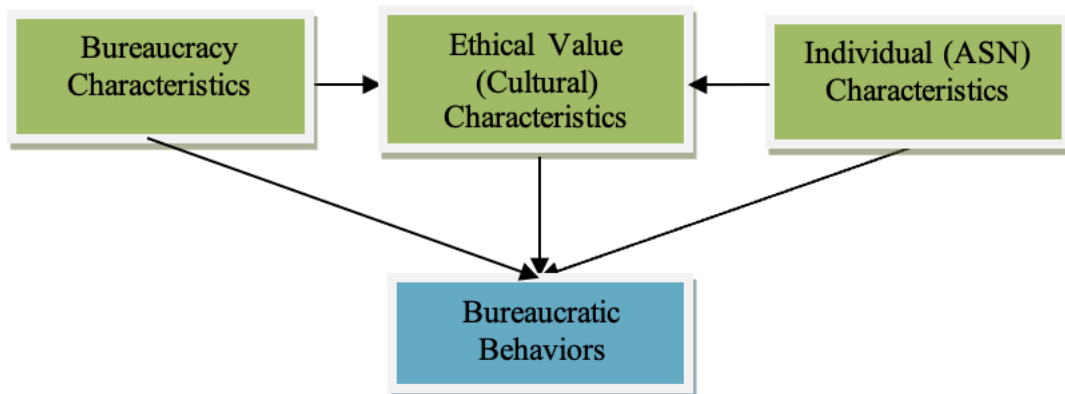


Figure 3. Value Interaction Behavior (VIB) in the Public Policy Implementation

Figure 1.3 is the Value Interaction Behavior (VIB) model, which is developed from the theory of behaviors by Draha (1989), who defines bureaucratic behaviors as an interplay between individual and bureaucracy characteristics.

With the two variables, this view disregards the ethical value aspect in educational service delivery which has dynamically develops aligned with public conditions, need alteration, and issues.

In other words, conceptually speaking, educational bureaucracy is inextricably connected to public policies. It is because bureaucracy is a government organization which runs public policies, as confirmed by Edward III (1980), that a public policy is anything conducted and not conducted by the government. Accordingly, bureaucratic behaviors, public policies, and public service delivery are a unity of concepts which correlate to each other.

Meanwhile, bureaucracy, with its diverse characteristics, cannot avoid changes in the community as it has the basic function of delivering public services, and the community holds its wisdom values in responding to varied policies implemented by bureaucracy.

As such, in each stage of equal and extensive education policy implementation, a bureaucracy mechanism equipped with rules and an authority system hierarchically run are progressed to. Bureaucracy actors, as the public policy implementers, are bound to various basic values which became the characters of bureaucracy. Therefore, bureaucratic behaviors, in terms of policy implementation, should be demonstrated in not only formal procedure or rule implementation. Bureaucracy actors should be more responsive, transparent, and accountable in policy implementation. The three dimensions, by Levine (Dwiyanto, 2008:143), are called the dimensions in public service delivery.

Changes in the ethical value of bureaucracy require the paradigm of bureaucratic behaviors, which are performance-oriented, to be transformed to be public-oriented. Thus, the behavior model developed above is intended to transform changes in values to be that in behaviors to respond to varying public problems and interests in education implementation.

The model is also intended to minimize the occurrence of behavioral pathology based on the principle of compliance with and the consistent implementation of the ethical value of bureaucracy as organization members' commitment. There is a shift in the ethical values, which are limited to the implementation of the basic values of bureaucracy (bureaucracy-oriented) to be the ethical values of public service delivery (service-oriented).

The implementation of the shift in the paradigm of ethical values can be used by public management to assess if public service delivery, from the policy aspect, has been effectively run. Accordingly, the role of public management should be more oriented to examine the standards used in the policy implementation than only accepting the extant customs and traditions. It is time for the bureaucracy actors to leave old habits or traditions which may retard successful public policies.

CLOSING

A. Conclusion

Predicated on the results and discussion, I draw the following research conclusions.

1. Bureaucratic behaviors in the policy implementation to enhance equal and extensive education access can be categorized into two types of behaviors.
 - a. Behavior factors which boost successful policy implementation. The behavior factors intended are (a) employee's limited knowledge of task and work accomplishment, (b) employee's work discipline, (c) strong work motivation, (d) work ability, competency, and experience, and (e) high responsibility to performance achievement.
 - b. Behavior factors which inhibit the successful policy implementation to enhance equal and extensive education access. The behavior factors are (a) kleptocracy in the education budget implementation, (b) bureaucratic pathology in educational service delivery, (c) maladministration in resource management, (d) excessive paternalism concerning power, (e) inconsistency, and the like.
 - c. The paradigm of ethical values in bureaucratic behaviors is still limited to performance achievement instead of the fulfillment of equal and extensive educational service delivery.
2. Bureaucratic behaviors pertaining to the policy implementation to enhance equal and extensive education access should be developed in the Department of Education and Culture Gorontalo District.
 - a. A shift in the ethical values of bureaucracy, which is bureaucracy-oriented to be service-oriented, is crucial for changes in the paradigm of bureaucratic behaviors. In equal and extensive educational service delivery, the behavioral aspects of openness, responsibility, and accountability determine successful policy implementation.
 - b. Coping with different bureaucratic behavior deviations warrants a strong commitment of policy implementers to implementing the paradigm of the ethical values of bureaucracy to realize equal and extensive education.
 - c. Draha's theory of bureaucratic behaviors mentions changes in values in the paradigm of public service delivery. As the consequence, the behaviors are more oriented to compliance with rules and the bureaucracy authority system and the policy

effectiveness pertinent to performance enhancement only, whereas the fulfillment of equal and extensive educational services remains neglected.

- d. To develop a bureaucratic behavior model for policy implementation, there are three chief variables of bureaucratic behaviors. The variables are (a) individual characteristics, (b) value characteristics, and (c) bureaucracy characteristics as a policy process mechanism. The three variables interact corresponding with the implementation of values followed in bureaucratic behaviors.
- e. The model developed is called Value Interaction Behavior (VIB), which optimizes the achievement of education policies, in general, and in specific, enhances equal and extensive education.

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