RELATIONSHIP BEHAVIOR PATTERNS IN IMPROVING EDUCATIONAL SERVICES- ROBBINS ORGANIZATIONAL BEHAVIOR PERSPECTIVE

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November 15, 2021

Abstract

Research data is qualitative data about bureaucratic behavior in the implementation of education policies. Sources of data obtained from interviews and FGD about the focus of the research. The research data is compiled and verified before the analysis is carried out by triangulation of data on behavior which includes knowledge, abilities, discipline, motivation and employee responsibilities at the individual, group and organizational levels.

Introduction

The low quality of public services in various public organizations has become a public concern for the implementation of bureaucratic duties and functions. This is very reasonable because the bureaucracy uses public (state) resources and facilities but has not fully carried out its duties and functions properly. The implementation of national education is marked by the existence of educational disparities between regions due to differences in educational facilities and infrastructure based on the capacity of the resources of each region (Vito & Krisnani, 2015). Nationally, the achievement of gross early childhood education participation (APK PAUD) for groups aged 3-6 is 36.93 percent, although it is still far from the national target of 77.2 percent.

This is due to the gap between regions where there is a disparity between urban and rural areas, namely the ratio of PAUD GER in urban areas is greater than in rural areas (38.20 percent compared to 35.41 percent). Access and facilities for PAUD education are not evenly distributed, where PAUD facilities are more widely available in urban areas. For the SD level, the APK for the SD/equivalent education level has exceeded 100 percent. This shows that the population attending elementary school is not only the population in the age group 7-12 years. This can be seen from the gap in school participation at the upper secondary education level between household expenditure quintiles. The dropout rate in rural areas is higher than in urban areas.

The education gap is indicated by the lack of equitable distribution of educational facilities and infrastructure between regions, namely cities and villages, remote areas (Syaharani & Nurani, 2019). Limited facilities and infrastructure, educational resources can affect the quality of education (Khairunisa, 2020; Muhamad et al., 2019; Muslimin & Kartiko, 2021).

One of the efforts made by the government is to address the education gap by implementing autonomy in the education bureaucracy which is marked by the division of affairs based on government authority. The implementation of basic education is under the authority of the Regency/City government, senior level education (SMU) is the authority of the provincial government and higher education is the authority of the central government (Law Number 32 of 2014). In this era, the implementation of education is experiencing a new phase, where education is faced with limited regional resources that differ from one another. On the
other hand, the delegation of authority to the blood government brings new consequences to public services in the regions. According to Hasbullah that the success of regional autonomy is determined by three things, namely: (1) the political will and political commitment of the central government in empowering the regions; (2) the government’s good faith in assisting regional finances; (3) changes in the behavior of local elites to be able to develop the region (Hasbullah, 2007)

In the context of the Gorontalo Regency area, the prominent educational problems are the limited budget, teachers and education staff, learning support facilities, fulfillment of school accreditation, fulfillment of teacher certification, equitable distribution of education, quality of graduate outcomes, dropout rates, educational gaps and so on. One of the policies implemented in overcoming these various problems is to implement a policy of increasing the expansion of access to education evenly

The main reason for this research is the low level of government services in meeting the technical standards of learning support facilities and facilities, which is only achieved by 64 percent, even though the fulfillment of educational capacity is very high with an average Pure Participation Rate (APK) in five years (2016-2016) with a performance of 97.04 percent. However, this performance achievement when compared to the Regency and City Regions in Gorontalo Province, Gorontalo Regency is in fourth place out of several new regencies that were divided from the parent regency, namely Gorontalo Regency. The level of comparison of performance achievements based on data from the Ministry of Education and Culture of the Republic of Indonesia in 2020 is as follows table 1:

<table>
<thead>
<tr>
<th>No</th>
<th>Kab/Kota</th>
<th>Population</th>
<th>Age 7-12 yrs</th>
<th>Student</th>
<th>APK</th>
<th>APM</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Kota Gorontalo</td>
<td>21,060</td>
<td>22,110</td>
<td>104,99</td>
<td>96,03</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Kabupaten Pohuwato</td>
<td>15,606</td>
<td>17,064</td>
<td>109,34</td>
<td>93,77</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Kabupaten Bone Bolango</td>
<td>16,058</td>
<td>17,490</td>
<td>108,92</td>
<td>93,48</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Kabupaten Gorontalo</td>
<td>10,512</td>
<td>43,278</td>
<td>106,83</td>
<td>91,94</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Kabupaten Boalemo</td>
<td>15,682</td>
<td>16,444</td>
<td>104,86</td>
<td>88,50</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Kabupaten Gorontalo Utara</td>
<td>14,411</td>
<td>101,61</td>
<td>87,46</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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

This condition assumes that the main factor in the success of policy implementation is not only influenced by limited resources but there are other factors such as behavioral factors of policy implementers (Saleh, 2018; Wahyudi & Salim Rendi, 2020). The government’s commitment is shown by the behavior of the bureaucracy in implementing policies, while the bureaucracy institutionally represents institutional values as internal factors that can influence behavior and effectiveness.

While bureaucratic behavior has a complex scope, it can influence and can also be influenced by various factors both from within and from outside the organizational environment. Therefore, organizational behavior policy is carried out at three levels (George, J., & Jones, 2005; Stephen P. Robbins, 2008), namely the individual level, group level and organizational level. These influencing factors act as motivating and inhibiting factors for effectiveness, according to the view of Kurt Lewin, 1970 (Notoatmodjo, 2011) which states that human behavior is a state of balance between the driving forces and the restraining forces. Furthermore, according to Green, 1980 (Notoatmodjo, 2003) describes these factors include predisposing factors, supporting factors and driving factors.

While the inhibiting factors for success are behavioral deviations from policy objectives. Deviation or dysfunctional behavior towards the implementation of duties, authority and policy responsibilities in bureaucratic behavior. Forms of dysfunctional behavior such as corrupt behavior (Kumasey et al., 2017). Social
capital is one of the factors that can encourage someone to perform dysfunctional behavior (Kumasey & Hossain, 2020). Another factor in influencing policy is the behavior of wasting the education budget, (Linda, 2013), leadership (Astuti, 2008), paternalism (Dadok Kurniawan Pratama & Maward, 2017; Farera Erlangga, 2013).

In the perspective of policy implementation, the role of bureaucratic behavior can directly affect the factors of communication, resources, disposition and bureaucratic structure (Edward III, 1980). This study was conducted to identify the factors of bureaucratic behavior towards policy implementation, either directly or indirectly, as a moderating factor in increasing the expansion of access to education evenly at the Education and Culture Office of Gorontalo Regency. The research focus is based on the role of behavioral factors (Robbins, 2009) and is associated with policy success factors (Edward III, 1980), inhibiting factors for policy effectiveness. The research results are expected to provide positive implications for management in increasing effectiveness by maximizing the role of behavioral relationship patterns as an element of organizational behavior.

Literature review

Policy Effectiveness in the Perspective of Public Service

The essence of policy implementation is an action or choices taken by the government in achieving the goals of bureaucratic organizations. Policy effectiveness is part of achieving organizational effectiveness. Organizations run several policies that are interrelated in the system for achieving organizational goals. The factor of organizational values as an organizational value system greatly determines the approach to achieving goals or effectiveness. One approach to policy effectiveness is the application of performance in the budget system and program achievements to policy targets.

The concept of performance in the 1960s was seen as synonymous with effectiveness as Price (1968) considered performance synonymous with organizational effectiveness, and identified it as reward criteria: productivity, suitability, and institutionalization. (Taouab & Issor, 2019) Furthermore, in the 1970s performance was an approach to an effectiveness seen from the final results achieved by the organization. As the view of Harrison (1974) cited by Taouab, O and Issor, Z (2019) which defines performance as a result of efforts to evaluate (Taouab & Issor, 2019).

In subsequent developments, performance is required to meet the quality of the output or results achieved by an organization. The condition of society that is growing with technological advances demands that organizational performance is more directed towards competition to produce output and quality as a criterion of the performance itself. Furthermore, in 1999 a broader performance indicator was put forward by Harrison and Freeman (1999) which stated that an effective organization with a high standard of performance level is an organization that meets the demands of its stakeholders (Harrison & Freeman, 1999). It is in this aspect that performance begins to lead to indicators of public service fulfillment which can be correlated with conceptual discussions with changes in the paradigm of public administration (Denhardt & Denhardt, 2003).

According to Sabatier (1986: 21-48) there are two models of policy implementation, namely the top-down and bottom-up approaches (Sabatier, 1986). The top-down approach includes the elite model, process model and incremental model, while the bottom-up model is represented by the group model and institutional model (Akib, 2010). So, The bureaucratic character influences top-down behavior on individual and group behavior and on the application of values as the basis for organizational behavior in carrying out bureaucratic functions. A top-down approach is carried out where bureaucratic behavior is tightly controlled through the rules run by bureaucratic institutions. The approach is carried out by applying the authority system and the application of rules in the bureaucratic mechanism in public policy (Islamy, 2000).

While the bottom-up approach puts forward behavioral values by involving employees in quantity of employees at the forefront as a strategic policy (Moulton & Sandfort, 2017). Thus, the most important aspect of this approach is openness and the application of universal behavioral values. By paying attention to
several behavioral factors such as overall behavioral elements such as commitment (Pratama & Nurhidayah, 2019), motivation (Mudhofar, 2021), job satisfaction (Fujimoto et al., 2011), employee knowledge (Iskandar & Subekan, 2018), work ability (Ardian, 2019)

Policy success factors in the perspective of bureaucratic behavior

Draha states that bureaucratic behavior is an interaction between individual characters and bureaucratic characters. Bureaucratic behavior is basically a policy on organizational behavior. (Ndraha Taliziduhu, 1989). Thoha states bureaucratic behavior is organizational behavior because basically both have the same focus on human actions in achieving organizational goals. The behavior of the bureaucracy with organizational behavior in general is in the aspect of the character of the bureaucracy that is run in government organizations (public) (Thoha, 2002). Weber’s bureaucracy in Albrow’s view Santoso is characterized by several characters, namely: 1) the existence of rules; 2) task division system; 3) hierarchical authority; 4) the demands of the technical requirements of professional employees (Santoso, 1997).

Basically, the concept of bureaucratic behavior has been widely discussed since the emergence of the concept of "human relations" which was pioneered by Elton Mayo in the 1930s. A theory that emphasizes the importance of human relations in the approach to organizational effectiveness. This approach, known as the Hawthorne Effect, concludes two things: (1) attention to people will influence their attitudes and behavior. (2) and, if employees are given the opportunity to interact, it will increase morale and productivity (R. Wayne Pace, 2015)

The paradigm of human relations is based (Rohim, 2009:122) based on several rationale, namely: a) Productivity is determined by social norms and psychological factors; b) All non-economic rewards are very important in motivating employees; c) Employees usually react to a problem, more as a group member than as an individual; d) Leadership plays an important role and includes both formal and informal aspects; e) Adherents of the flow of human relations consider communication as an important facilitator in the decision-making process (Rohim Saiful, 2009).

Some of these views are very relevant because employees are a vital resource in organizations and several experts focus their studies on the role of behavior as a factor in policy success (Edward III, 1980; Jan Merse (Koryati, 2004). Meanwhile, in carrying out policies on organizational behavior (George, J.M., Jones, 2005) emphasize three levels of behavior, namely: individual behavior, group behavior and organizational behavior, this view is reinforced by (Robbins, 2009) about organizational behavior

Understanding bureaucratic behavior from an individual perspective, experts always base that individuals have different characters because individuals are basically unique and have different personalities both in terms of knowledge, attitudes, abilities, discipline, responsibility and motivation. Individual character according to Robbins (2008:31), includes: "Perception, personal decision making, learning and motivation. Meanwhile, Individual characteristics in terms of abilities, skills, and backgrounds and demographics

To analyze behavior, Geroger-Jones states that individual behavior includes; a) Individual behavior includes; a) Individual differences and abilities b) Work experience, values, attitudes and moods, c) Perception, attributes and diversity management; d) desire to learn the organization, d) work motivation, e) motivation related to job design and goals; f) motivation related to performance appraisal, and career development and reward systems; g) boredom in the execution of work for a long time. For group behavior he mentioned several aspects, namely: a) natural-born group behavior; b) the effectiveness of the work team; c) leadership d) communication and e) decision making. As for organizational behavior, the scope includes; a) organizational culture and structure; b) organizational determinants; c) organizational management; d) power, politics and conflict; e) organizational change and development (George, J.M., Jones, 2005)

Behavioral Relationship Pattern

The pattern of behavioral relationships conceptually does not have a special discussion in the perspective of organizational behavior policies. However, its existence is very concrete in the dynamics of organizational theory. Although it does not specifically lead to behavior, several forms of "relationship patterns" are
revealed in studies such as patterns of paternalism relationship (Wiratmi et al., 2014), interactions between individual characters and bureaucratic characters (Taliziduhu, 1986).

Some of the underlying patterns of behavioral relationships are the existence of activities that meet routine needs both individually and in organizational groups in achieving organizational goals / policies. So that social interaction is needed as a basic human need because basically humans cannot fulfill their own needs. (Alo Liliwery, 2017) states that in social interactions there are cooperative interactions which are characterized by emotional factors and empathy. Empathizing with someone will allow him to compromise and in turn allow him to work with others. Organizations are needed to carry out effective cooperative relationships through a system of division of tasks, responsibilities and authorities within the organization. Thus interaction is at the core of achieving organizational goals, the concept of human relations is based on several paradigms, namely; a) work is a group of activities; b) the theory of the need for recognition, a sense of security, and a sense of belonging are among other things that are important and must be owned by workers as work motivation to increase productivity; c) informal groups in the organization are groups that have a very large social control power over the work of employees, especially influencing work habits and attitudes of individuals (Alo Liliwery, 2017).

Behavioral relationship patterns are based on several theoretical paradigms above which can be stated as follows: 1) behavioral relationship patterns are formed because of the demands of tasks and structural relationships of bureaucratic organizations in carrying out their duties and authorities, requiring good behavioral values in increasing the intensity and quality of relationships in certain patterns based on bureaucratic ethics. 2) that individual behavior brings values into the organization as behavioral patterns based on certain aspects, for example Islamic values as the basic pattern in behavioral relationships between employees. 3) patterns of behavioral relationships will be formed based on two factors, namely the existence of relationship between response and stimulus. Behavioral relationship patterns tend to lead to both positive and negative values. 4) a good relationship pattern will lead to the application of behavioral values that can encourage effectiveness in patterns of work relations while negative ones will lead to patterns of paternalism and behavioral deviations; 5) the pattern of behavioral relationships as a driving factor as well as an obstacle to policy effectiveness.

Education bureaucracy in regional context

The authority system for administering education based on the attachment of Law Number 32 of 2014 concerning Regional Government is carried out based on the division of authority, namely for the implementation of basic education to be the authority of the provincial government at the district and city government levels, for the upper education level (SMU/Equivalent) to be the authority of the provincial government level and the administration of education become the authority of the central government level.

Furthermore, as a consequence of the authority system, the organization of the educational bureaucratic structure in Gorontalo Regency is carried out by Regional Regulation Number 9 of 2016, arranged hierarchically in position positions, consisting of echelon II: office head positions, Echelon IIIa; Office secretary position, echelon IIIb; the position of the head of the field, echelon IV echelon section head and staff echelon: ASN and Non ASN staff. The structure also states that there are two groups of functional positions as supervisors and technical implementing units for activities. In this provision, the head of the regional apparatus organization (Education and Culture Office of Gorontalo Regency) carries out technical duties and assists the Regional Head in carrying out the tasks of administering regional government affairs based on the principle of autonomy and assistance tasks.

Employee behavior is directed in accordance with the main tasks and work disciplines as referred to in Law number 5 of 2014 concerning ASN and government regulation number 53 of 2010 concerning civil servant discipline. In the implementation of bureaucratic ethics. As a demand for the implementation of the authority of bureaucratic behavior, it is carried out based on the provisions of various laws and regulations, including Law Number 23 of 2014 concerning Regional Government, Law Number of the National Education System, Law Number 25 of 2004 concerning the National Development Planning System, Law Number 25 of 2009
concerning Public Services, Law Number 14 of 2008 concerning Openness of Public Information, Presidential Regulation Number 29 of 2004 concerning the Performance Accountability System of Government Agencies, Government Regulation Number 53 concerning Discipline of Civil Servants and others, Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 32 of 2018 concerning Standards Technical Education Services

Method

The research data was collected through semi-structured interviews and through document studies. As secondary data, data triangulation was carried out with various appropriate sources, namely several teachers and school principals and school committees. The research locus was carried out at the education and culture office of Gorontalo Regency because this institution was given the authority to organize basic education in Gorontalo Regency.

Interviews were carried out in three stages, firstly, interviews were conducted at the level of bureaucratic leadership consisting of a head of service, a secretary and three heads of fields and heads of sections. The second stage of the interview focused on employees / subordinates as implementers or policy operators as well as several functional officials. In the third stage, interviews were conducted with officials related to the implementation of educational tasks such as the Bappeda secretary, related parties, namely the school committee and school principals and teachers as learning organizers. Sources of data are also carried out through document studies on various educational laws and regulations, authority systems and bureaucratic structures, performance report documents, school needs analysis documents and other documents related to the research focus.

Prior to the interviews, agency consent was given in writing and the researchers endeavored to ensure the confidentiality of any of their responses. This is done to reveal the phenomenon of research in depth. Informal is chosen deliberately based on the competence of the duties and authorities it has and taking into account the knowledge and work experience of the informants. All interviews were recorded via audio recording.

The data triangulation process was carried out before and after reducing and condensing the policy data to ensure the validity of the research data. The reduced data are verified from various sources including conducting documentation studies and observing the behavior of individuals, groups and organizations in the interactions that occur in fact in implementing policies. The interview process is carried out formally during working hours along with the implementation of observations, while triangulation of certain phenomena is carried out informally outside of working hours to ensure that respondents provide extensive and in-depth research data.

Data analysis

The data policy begins with presenting the data by accurately copying the interview results from the audio recording with the informant to maintain the original expression of the interview results. Researchers studied in depth the statements of respondents to categorize emerging themes based on the focus and objectives of the research. The coding process is carried out on the similarities and differences of respondents’ responses to facilitate the verification process with field notes and secondary research data sources.

The coding process is carried out by Hand-coding to support the method carried out with a qualitative approach and for the verification process and final conclusion. Policy on research results is guided based on the literature and research objectives. Key ideas can be defined through theoretical guidelines and structured around related propositions that form the line of scientific thought and argument. The research objective is used to guide the analysis process in mapping the linkages of ideas and key themes of research data in a consistent and coherent manner in interpreting the data. Secondary data sources are used to complement primary data because they are already in the public domain (Saunders et al., 2016).

To protect the interests of respondents and their organizations, ethical clearances and protocols are followed. This covers the entire research process, including gaining access to informants, data collection, policy, reporting and publication of results. Interviews took place at the education and culture office of Gorontalo.
Regency, Bappeda of Gorontalo Regency. Some schools that received formal and informal education services were conducted outside of working hours to protect the interests of respondents.

Discussion

Bureaucratic Behavior in policy implementation

Policy implementation is carried out based on the constitution which requires the state to provide education services as a basic need of the community (article 31 of the 1924 Constitution) and Law number 20 of 2003 concerning the national education system. The implementation of education with all its policies is carried out based on an educational bureaucratic system that is carried out under the authority of autonomy (Law 20 of 2014) which regulates the distribution of authority for the administration of education between the central government and local governments.

Performance standards and indicators are set based on, Educational performance is based on the achievement of national education goals as regulated in the Regulation of the Minister of Education and Culture Number 22 of 2020 concerning the Strategic Plan of the Ministry of Education and Culture for the Year 2020-2024. Meanwhile, the accountability mechanism for the implementation of education is based on Government Regulation of the Republic of Indonesia Number 12 of 2019 concerning Regional Financial Management and Government Regulation of the Republic of Indonesia Number 8 of 2006 concerning Financial Reporting and Performance of Government Agencies.

Although the implementation of education is based on several rules as guidelines for implementing educational policies as a Top-Down approach in ensuring accountability as a policy factor, the effectiveness of policies is also influenced by various factors, especially communication, educational resources, behavior of policy implementers and bureaucratic structure as stated by Edward III, (1980).

The purpose of this study is to examine the behavioral factors in the patterns of relationships both formally and informally in policy implementation. Therefore, the theory of organizational behavior by George and Jones and Robbis is seen to be in accordance with the focus of research studies.

Individual behavior

Empirical facts of research show that at the individual level, policy implementation is strongly influenced by different levels of knowledge, competence and work experience (analysis of the data structure of service personnel). Individual placements should pay attention to differences in individual abilities and competencies and to educational needs. However, this has not been fully implemented because the placement of teachers and employees still tends to be based on the subjective considerations of superiors (interview transcript 021). As a result, employees are placed not fully in accordance with their competencies, as well as the placement of teachers who are not based on school policies or educational needs. Teachers experience accumulation in certain schools located in the district city center areas such as in the Limboto and Telaga areas.

Individual behavior is closely related to internal conditions as individual stimuli in responding to policy implementation. Basically the stimulus can be viewed from two aspects. First, the stimulus in the implementation of bureaucratic institutional values related to the implementation of rules, work mechanisms and standard operating policy procedures. Basically, the dominant individual responds to these values from a sense of responsibility as an employee’s rights and obligations based on existing provisions (interview transcript 025).

The second stimulus is the behavior of bureaucratic leadership in implementing policy implementation. In this aspect, the dominant individual’s behavior is more likely to have high obedience to the leader because empirical facts show that the implementation of the rules is sometimes also carried out as an effort to abort obligations. This is due to frequent changes in the rules as guidelines for policy implementation (interview transcript 03). Individuals respond differently to leadership behavior because of two aspects, namely the aspect of leadership openness in strategic decision making in improving policy performance and leadership treatment in placing employees in the bureaucratic structure (interview transcript 026).
The quality of individual behavior is also influenced by differences in the knowledge and abilities of employees who are influenced by the level of education and work experience and in the end can affect the communication process in implementing policies. As in the difference in understanding of employees at the school level that is not the same as to the importance of fulfilling basic education data (DAPODIK), it can make it difficult to meet school needs (interview transcript 016). DAPODIK is a nationally integrated education information system.

The influence of the behavior of policy implementers is more highlighted from individual behavioral aspects, such as knowledge, discipline, motivation, job satisfaction, work ability, on policy implementation. (Brewer, GA, 2008; Macias, J., 2020; Hirst, G., Van Knippenberg, D., Chen, CH, & Sacramento, C. A, 2011; Langer, J., Feeney, MK, & Lee, S E, 2019; Petter, J, 2005) Some of these factors indicate influence as an individual personality (Indarti, S., Hendriani, S., & Mahda, M. (2014).

Knowledge and ability. Employees have general knowledge based on their level of education. This knowledge is the basis for making it easier for him to understand the type of work and the work environment of the bureaucracy. Knowledge can describe work ability. (Chamorro-Premuzic, T., Furnham, A., & Ackerman, PL (2006; gotnes, T., Goranko, V., Jamroga, W., & Wooldridge, M, 2015).) work experience and the extent to which he has a strong desire to learn the job as a member of a work team. This level of knowledge and experience will make it easier for him to understand the content and context of the policy. The most important factor in increasing knowledge is in the aspect of employee motivation to learn about a job.

Thus it can be stated that discipline, obedience, motivation and job satisfaction can be distinguished in two ways, namely obedience to rules and to superiors. In the context of policy implementation, individual behavior shows obedience to superiors rather than existing rules. This can lead to dysfunctional behavior if the behavior is not strictly controlled (Mariana, D, 2008). Subordinates are more obedient to their superiors because they are seen as being able to improve their careers (Indriasari, K. R., Susila, G. P. A. J., & Bagia, I. W, 2019).

Group Behavior

Empirical facts show that group behavior is formed formally from bureaucratic institutional values and informal aspects of the behavioral interaction process in routine policy activities. Formally, group behavior is formed from a system of formal division of tasks and responsibilities in the bureaucracy (Tyler, T., & Blader, S, 2013) While informally group behavior can be seen from the implementation of organizational activities. Wexley and Yukl (1996) state that there are several components that can be studied in the characteristics of groups/groups, including: (1) the characteristics of groups in the organization; (2) group behavior; (3) Differences in roles in groups; (4) Group decision making.

Empirical facts show that, informally, group behavior is dominated by individual behavior in positions or by leadership behavior. Superiors have a central role in educational services so that their presence can influence the decision-making process. As a result, bureaucratic services seem slow in meeting school needs. Decision-making by the leadership can also affect the group’s motivation in relation to career advancement in the bureaucratic structure where the superior’s role has a good strategic position in promoting its employees to occupy certain positions in the bureaucracy. Therefore, behavioral obedience to superiors is also carried out in various behavioral responses depending on the group’s perception of leadership. Employee dissatisfaction in groups tends to give birth to contradictory behavior in the bureaucracy (Pardee, R. L, 1990; Hodson, R., & Roscigno, V. J, 2004; Vince, R., & Mazen, A, 2014)

According to James Q Wilson (1975) as quoted by Nurmandi, A. (2005) divides three categories of bureaucrats in government organizations according to the hierarchy within the organization, namely operators, managers and executives. From the formal aspect of group behavior in the education bureaucracy, it can be classified based on this view, namely the executive group, the implementing group and the operator. However, informally, group behavior can be classified into ideal groups, pragmatic employee behavior, and apathetic employee behavior. Groups in this informal classification show behaviors that tend to be positive and tend to be negative in achieving policy effectiveness.
This behavior can be seen from the group’s behavior just to abort formal obligations for two reasons, firstly, employees avoid deviations from the rules and secondly, employees have a high sense of responsibility in implementing policies. These empirical facts show that there are different behaviors for groups. The idealistic group behavior will always prioritize the rules as work guidelines while the pragmatic behavior will carry out the rules just to fulfill formal procedures. There are also some employees who are apathetic and are just waiting for what the boss tells them to do.

Organizational behavior

At the organizational level, policy behavior can be seen as far as the implementation of organizational values in employee behavior practices. So that the application of rules, authority systems and duties and responsibilities is very important to realize bureaucratic accountability. The scope of authority in the regional education bureaucracy at the level of basic education is in the aspect of autonomy in managing regional resources as the authority of the regional head. The success of education is highly dependent on the implementation of the organization’s authority in implementing policies.

At the level of regional institutions, changes in rules as general guidelines in implementing policies greatly affect bureaucratic behavior on policy effectiveness (Transcript Interviews 033). In addition, the government’s political support greatly colors the success of policies, especially in determining the budget and placement of teachers for the fulfillment of education accessibility (Transcript Interviews 02). On the other hand, the success of policy implementation also depends on how big the role and support of the public in the implementation of education. The public is empowered in the organization of schools managed by the community such as PAUD, Private Elementary Schools and Learning Activity Cages (SKB) by the community. (Transcript Interview 036).

Internally, in educational organizational behavior the opportunity for gap disposition in the organization is very large. For example, in practice, the appointment of officials in educational organizations is the authority of the regional head while those who use the resources of the employee are the direct superiors of the educational unit organization. Employees who feel backed up by elite officials will tend to behave differently from officials proposed by their direct superiors in occupying internal organizational positions.

The previous educational bureaucratic organization was run with a mechanical bureaucratic model as in the New Order era, but in its development in the reform era, bureaucratic administration tends to lead to an adaptive-organic model with the delegation of some authority in the bureaucratic structure. However, educational bureaucratic reform has not been effective in adapting behavioral values that can be caused by the behavior of superiors in carrying out bureaucratic duties and functions as well as in implementing policies.

The autonomy of education is still very much colored by the dominance of superiors in various matters, especially in the system of authority and strategic decision making to increase policy effectiveness. In contrast to the statement Mintzberg (1979: 348-379) an efficient and democratic bureaucracy is based on the embodiment of professional bureaucratic behavior as a characteristic of organic-adaptive bureaucracy.

Discussion

The purpose of this study was to examine the pattern of behavioral relationships as drivers and barriers to policy implementation and to relate them to Robbins’ theory of organizational behavior theory. The factors of bureaucratic behavior are analyzed in the implementation of the policy of expanding access to education evenly in the education office of Gorontalo Regency. The research finding is to describe the pattern of behavioral relationships as drivers and barriers to the effectiveness of the policy of expanding access to education evenly at the education and culture office of Gorontalo Regency.

In the interaction of individual behavior, group behavior and bureaucratic behavior there are patterns of behavioral relationships. The pattern of behavioral relationships is influenced by the success approach carried out by the organization. Based on the top-down approach, the pattern of behavioral relationships tends to be based on a centralized approach through the application of rules and bureaucratic systems that
are determined based on the authority system. Meanwhile, bottom-up relationship patterns are based on the effectiveness approach of behavioral values and human relations (Elton Mayo, 1930; Liliweri, 2014).

At the individual level, bureaucratic behavior is more encouraged to apply universal values into the bureaucracy. This behavior does not want the dominance of behavior because of the empowerment of those who are vulnerable in the bureaucracy. In addition, employees at the group level, in quantity, are greater than groups in bureaucratic structural positions (executive). Individual behavior at the level that (operator) wants the application of the values of openness and justice as well as broad democracy in increasing their role and their expectations for career development in the bureaucracy.

In an adaptive bureaucratic model, which demands the application of human values in the humanistic theory, the organization 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.

On the other hand, in a mechanical bureaucracy with a hierarchical bureaucratic system, the pattern of behavioral relationships is formed subjectively, autocratic, and inconsistently as in the research facts which show that leadership behavior in employee placement pays less attention to 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.

These various forms of deviation occur because the bureaucracy basically has limited rationale in controlling its behavior because behavior has very broad dimensions. Therefore, it is necessary to play a role in the pattern of behavioral relationships in increasing policy effectiveness as part of implementing the goals and functions of the bureaucracy.

Dysfunctional behavior occurs in patterns of behavioral relationships that lead to forms of relationships that are domineering, centralized, and paternalistic. The pattern of behavioral relationships reflects the quality of behavioral relationships that tend to lead to positive and negative behavior as part of the analysis of bureaucratic behavior. Social capital is one of the factors that can encourage someone to perform dysfunctional behavior (Kumasey, A. S., & Hossain, F, 2020)

The quality of the positive behavioral relationship reflects the quality of the relationship pattern that leads to the achievement of maximum performance with the values of professionalism, openness and fairness as the principles of applying the values of good governance. The pattern of quality behavioral relationships will ignore aspects of close relationships, relationships because of relatives and are impersonal and paternal. On the other hand, relationship patterns that tend to reflect negative behavior or dysfunctional behavior prioritize centralized values, dominance and paternalism in the mechanism of the bureaucratic relationship pattern system.

The pattern of behavioral relations is an approach that requires the application of bureaucratic neutrality as a basic characteristic of bureaucratic rationalization. Bureaucracy basically has rational limitations structurally so that it requires a comprehensive approach in controlling its behavior in order to more effectively lead to the achievement of policy performance. The behavioral relationship pattern is a good approach for the bureaucracy in simplifying the behavioral dimensions that have a broad scope.

Although conceptually the pattern of behavioral relationships does not have a special discussion in various studies on behavior, this research proves the existence of behavior and has a relationship with increasing policy effectiveness as a driving factor and inhibiting factor as a behavioral variable that can affect directly or as a variable that can moderate the increase performance or policy effectiveness.

Ontologically, the pattern of behavioral relationships is formed naturally since the division of tasks, responsibilities and authorities in work units as a consequence of accountability that must be carried out. Structurally, a pattern of relationships can be formed between superiors and subordinates, between work
units, between institutions and even between the bureaucracy and the public at large. Relationship patterns can also develop informally which can affect the success of policies.

Because the management of the bureaucratic "behavioral relationship" can be formed formally through bureaucratic rules that sometimes overlap and tend to ignore behavioral aspects. Therefore, taking a political approach (beyond the authority of management), cannot provide a basic solution, because the pattern of behavioral relationships is more dynamically developed and tends to be formed informally. In group beliefs, individuals have similar attitudes, perceptions, beliefs and feelings of the same fate and so on which tend to give birth to patterns of informal behavior relationships. If it is not managed and controlled optimally, it will become a conflict that can hinder the achievement of policy success.

These forms of behavior relationship patterns informally become the domain of the extent to which the application of ethical norms or values in the bureaucracy can be maximized by public management in strategies for achieving the effectiveness of public policies.

Epistemologically, patterns of bureaucratic behavior were initially formed from the existence of rules, division of tasks, responsibilities and authorities and continued to develop in accordance with developments and public demands. Therefore, the pattern of behavioral relationships is more broadly developed from the pattern of internal behavioral relationships to patterns of inter-institutional behavior relationships and patterns of behavioral relationships broadly.

Axiologically, bureaucratic "behavioral relationship patterns" within the internal bureaucracy are more dominantly studied in terms of mere paternalism relationships, which tend to discredit the bad image of the bureaucracy, especially in public services. In fact, "bureaucracy" is a concept that was "formed" to realize accountability. The bureaucracy is actually formed from the state administration system itself as a carriage (designer) that designs the achievement of goals. So that it becomes clear whether the bad image is in the bureaucracy or in the state administration system.

As a driving factor, the pattern of behavioral relationships can be maximized as a "control function" attached to the basic character of the bureaucracy itself. That the more rational the bureaucracy, the better the degree of accountability it produces, and vice versa. To understand it comprehensively, it is necessary to make efforts to straighten the meaning of bureaucracy in a reconstruction of state administration science.

By placing the meaning of bureaucracy in its rational substance, in essence the bureaucracy is a solution for state administration in realizing accountability. Most of the work of state administration is carried out in bureaucratic mechanisms. If the bureaucracy does not exist, then more financial audit institutions and state performance accountability are needed. It is on the basis of substance that behavioral patterns can be played as an internal control function in the bureaucratic structure.

Another function of the behavioral relationship pattern as a driving factor for effectiveness is the application of trust values in the bureaucracy so that employee participation increases in achieving effectiveness. Likewise in the application of openness and democracy that can stimulate the role of individual and group behavior in the bureaucracy. The pattern of behavioral relationships can encourage the empowerment of the lowest units of the bureaucracy with a rational decentralization system in the internal bureaucracy.

"The pattern of behavioral relations" is formed in the work mechanism or procedure, namely between the linkages of work units. The pattern of behavioral relationships can encourage the supervisory function in work mechanisms and procedures that control each other. Whereas SOPs are prepared to increase the role of employees rationally, not on the aspect of adding long and convoluted procedures as a characteristic of paternalism patterns.

Externally, a pattern of good behavior relations can encourage public confidence in the bureaucracy, so that they are encouraged to invest and support the provision of education through the construction of private schools. With the values of openness and bureaucratic procedures that are carried out with the principles of adequate openness in the bureaucratic service mechanism, it will encourage their support and participation.
This is important because the government basically has the implementation of educational resources in implementing education expansion and equity services.

On the other hand, the pattern of behavior relationships that are controlled by a power approach through the application of a hierarchical bureaucracy with the application of strict rules in bureaucratic behavior can actually give birth to various negative consequences, for example the formation of domination of behavior between groups, centralization of decision making and the practice of paternalism in implementing educational policies.

Patterns of behavioral relationships are formed formally such as patterns of task relationships, authority and responsibility relationships, communication relationships, coordination and so on. All of these factors are strongly influenced by behavioral predisposing factors owned by individuals, groups and organizations. On the other hand, behavioral relationship patterns can be formed informally from aspects of emotional and cultural relationships in the bureaucracy. So that the pattern of behavioral relationships tends to be formed due to aspects of proximity, group interests, and power interests that encourage the birth of a paternalistic relationship pattern in the implementation of educational policies.

In this pattern of relationships, educational institutions can institutionally be used as the subordination of the interests of certain groups in winning votes in the context of general elections. Educational institutions become easy targets in carrying out their interests because they have large voting resources consisting of large institutional structures such as schools, parents of students, teacher education staff and so on.

Finally, the pattern of behavior relationships in the education bureaucracy in Gorontalo Regency is trapped in the mechanism of the bureaucratic system which is characterized by the following characteristics:

- There is dominance of authority by superiors to subordinates so that it tends to lead to a pattern of behavior relationships that are formed on a top-down basis. Namely, the pattern of behavioral relationships marked by the dominance of superiors in every decision making as well as in efforts to expand and equalize education.
- There is a clear division of tasks and responsibilities but the division of tasks is not accompanied by proportional decentralization of authority at the lower levels of the bureaucracy. This causes superiors to have a central role in every effort to achieve performance. This can lead to a pattern of relationships between superiors and subordinates more formed in patterns of static relationships because performance is more dependent on the presence of superiors in the workspace.
- Promotion is more of a superior’s role than an employee’s career development system because employees who meet formal requirements through the capacity of the bureaucratic structure. This can cause subordinates to be more dependent on superiors for career development and subordinates have an interest in superiors for the placements they want. These conditions can lead to patterns of relationships that are paternalistic in policy implementation.
- The pattern of behavioral relations between the work fields is heavily influenced by the efforts of each working group to increase the budget in their respective fields of work because the budget allocation is always based on the targets and realization of the current year’s budget. This condition can lead to a pattern of competitive relationships that lead to dysfunctional behavior due to aspects of open management and budget allocation.
- The pattern of behavioral relations with the public as recipients of educational services is formed with the public’s position as complementary in achieving policy effectiveness. And the bureaucracy is a party that understands everything about the public interest. This can result in public limitations in the implementation of education policies. The public is needed to fulfill the demands of the law, such as their presence in the musrenbang or because the land is needed by the government for the construction of educational facilities and so on.

This condition can give birth to behavioral tendencies that better meet the expectations of the leader with pretense behavior in providing employee performance reports and affect the achievement of overall organizational performance. The achievement of the implementation of the policy on the expansion of access...
to education evenly on the one hand is achieved with a high NER level of 97.04 percent on average, but on the other hand the achievement of minimum service standards is only achieved at 64 percent. This shows that the behavioral tendency is more directed at paying attention to the fulfillment of educational capacity while the fulfillment of service standards has not been a serious concern, especially in saving budget use, managing policies in a targeted manner, distributing teachers who are not in accordance with educational needs and so on.

This condition is an illustration of the implications of the application of organizational behavior theory which is based on an analysis of three levels of behavior, namely the individual level, group level and organizational level as in Robbins behavior analysis, empirically it will increase the effectiveness or performance of the bureaucracy, but the performance achieved tends to be done at partial behavioral function. Each bureau/unit/department in a bureaucratic organization tends to increase its effectiveness individually, so that what happens is a culture of increasing the budget or swelling of the bureaucracy (big bureaucracy) by each bureaucratic institution/section/unit.

Another positive implication is that the application of Robbins theory to increase effectiveness will give birth to several approaches such as increasing employee motivation, providing appropriate rewards, job satisfaction, placing employees according to competence, strengthening team work, public involvement in service improvement, transparency, responsibility, improving service quality and others. etc. have been adopted in improving bureaucratic performance, but the behavioral analysis cannot answer a basic bureaucratic problem, for example in the aspect of minimizing dysfunctional behavior, behavioral tendencies to commit corruption, excessive bureaucratic paternalism, politicization of the bureaucracy and so on.

Therefore, this in-depth study complements the behavioral analysis of the Robbins model with the dimensions of "Behavioral Relationship Patterns" as one element of a comprehensive organizational or bureaucratic behavior analysis so that in analyzing behavior it is necessary to analyze aspects of individual behavior, group behavior, organizational behavior and analysis of relationship patterns behavior. The behavioral analysis model is called the “Comprehensive Model of Organizational Behavior” as in the following model:

Figure 1. Comprehensive Model of Organizational Behavior

Conclusion

1. To carry out an analysis of organizational behavior, a comprehensive analysis is needed so as not to cause behavioral biases that can cause obstacles in achieving policy effectiveness. Behavioral relationship patterns are one of the elements of organizational behavior analysis that can describe behavioral tendencies as a driving factor as well as an obstacle to achieving effectiveness.
2. Behavioral relationship patterns are a comprehensive approach to the analysis of organizational behavior or bureaucratic institutions not only in formal aspects but much more important are informal factors because elements of behavioral relationship patterns based on universal values such as justice, togetherness, openness are directly in touch with policy implementation, or behavioral activity.
3. At the management level, the behavioral relationship pattern tends to produce two recommendations, namely the behavioral relationship pattern that tends to apply professional values and behavior that tends to be paternalistic.
4. At the level of bureaucratic organization, the behavioral relationship pattern approach can minimize political politicization of the bureaucracy, minimize dysfunctional behavior and behavioral relationship patterns due to corruption.

Research implications

Public management requires a comprehensive analysis through the "behavioral relationship pattern" approach to assist in making appropriate and accurate decisions both in the aspect of managing policy resources and in placing employees in accordance with behavioral values and relationship patterns that have a broad range of behavior with values. mutual respect, not mutual suspicion, professional, transparent, empathy, democracy, responsiveness and so on.
References


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Appendices

Novelty: Behavioral Relationship Patterns as Elements of Organizational Behavior Analysis

Forms of Behavioral Relationship Patterns at the Education and Culture Office of Gorontalo Regency

Figure 1 Interaction Forms and Behavioral Relationship Patterns

At the Department of Education and Culture of Gorontalo

Note:

APM = Net Participation Rate Indicator
SPM = Minimum Service Standard Indicator

1. Behavioral Relationship Pattern as a driving and constraining factor for policy effectiveness

Figure 2

Behavioral Relationship Patterns a driving and constraining factor for policy effectiveness

2. The role of behavioral patterns in the implementation of policies to expand access to education equally in the education office of Gorontalo Regency

Figure 3 The role of the behavioral relationship pattern partially on increasing the success factors for implementing educational policies

4. Increasing the role of bureaucratic behavior on the success of the expansion and equity of education moderated by the behavioral relationship pattern factor

3. Behavioral relationship pattern as an element of Organizational behavior

Figure 5. Behavioral relationship patterns as not analyzing organizational or bureaucratic behavior

Individual Behavior

Thus operationally the character will be seen from several aspects, namely about a) knowledge b) disciplined attitude, c) interest or motivation, d) ability, e) responsibility related to individual emotions.

1. Group Behavior
2. Formally formed groups, including groups for the interests of superiors, groups based on tasks, groups based on responsibility, groups based on authority
3. Informally formed groups, inclusive, ideal groups, pragmatic groups, groups of employees who are apathetic and undeveloped
4. Bureaucratic Behavior
5. The decentralized system is proportional and reflects accountability
6. A system of non-overlapping rules
7. clear and firm division of duties and responsibilities
8. competitive work mechanisms and procedures
9. Implement a performance system that is open to public involvement
10. A clear reward and reward system that reflects togetherness, fairness and respect for performance and professionalism
11. Patterns of effective behavioral relationships
12. Conceptual Map of Bureaucratic Behavior Relationship Pattern

Tabel 1. Conceptual Map of Bureaucratic Behavior Relationship Pattern
<table>
<thead>
<tr>
<th>Concept</th>
<th>Operational Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Relationships</td>
<td>Employment relationships that occur because of the relationship of duties and responsibilities</td>
</tr>
<tr>
<td>Communication Relationships</td>
<td>Relationships that exist because of the importance of information in the implementation of tasks and responsibilities</td>
</tr>
<tr>
<td>Relationship Pattern</td>
<td>Design or pattern of relationships that are continuously and continuously interwoven as a pattern</td>
</tr>
<tr>
<td>Emotional relationships</td>
<td>Human relations that occur due to value or behavior factors in social interactions between employees</td>
</tr>
<tr>
<td>Patterns of external relations</td>
<td>Relationships due to social responsibility towards improving policy implementation</td>
</tr>
</tbody>
</table>