Bureaucracy Behavior In Expanding Access To Education In Gorontalo Regency, Indonesia

By

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Abstract

Research locusimplemented at the district education office Gorontalo province is one of the eastern provinces of Indonesia. The research approach was carried out through descriptive qualitative methods with research informants being all employees involved in implementing policies at the research locus. The types and sources of data used are primary data in the form of documents, photos, pictures, and primary data in the form of interviews and research findings and so on. Empirical behavioral dimensions in achieving the effectiveness of educational policies are maximized limited to efforts to achieve performance and program effectiveness solely with behavioral demands on aspects of knowledge, discipline, motivation, abilities and responsibilities of employees in implementing educational policies. The five dimensions of behavior are maximized in achieving performance solely so that in policy implementation there are often behavioral deviations because the main determinant of behavior, namely organizational commitment, is not carried out in accordance with the values of public service in fulfilling the expansion and equity of education. Based on the research data, the research findings show that there are several determinants of bureaucratic behavior that affect the increase in policies to expand access to education evenly. Some of these factors can be categorized into two aspects, namely (a) behavioral factors as a driver of the success of policy implementation and (b) behavioral factors as an obstacle to the successful implementation of policies to expand access to education evenly. Based on the research findings, a policy behavior model was developed with three main variables of bureaucratic behavior. The three factors are (a) individual character in the organization, (b) bureaucratic character and (c) value character in bureaucratic culture. The interaction of the three characters is referred to as bureaucratic behavior and the development of a model of bureaucratic behavior with the name "Bureaucratic Comprehensive Behavior(BCB)" bureaucratic behavior in the implementation of education equity service policies. With this model, it is expected to increase the achievement of successful implementation of public policies in general and the implementation of the expansion of access to education evenly based on public expectations and expectations of various applicable laws and regulations.

Keywords: Value, Interaction, Behavior, bereaucracy

Introduction

The implementation of education in Gorontalo Regency is faced with various problems, including aspects of the budget, educational resources and the fulfillment of educational technical requirements and the existence of irregularities in bureaucratic behavior that can hinder the achievement of successful educational policies.

In the initial observations made, the ideal fulfillment of the need for the education budget is Rp. 14 billion every month but only 4 billion rupiah is fulfilled. This causes the dependence of local governments on the central government to be very high in fulfilling education equality. From the aspect of educational resources, it is evenly distributed, especially the fulfillment of teaching staff (teachers) in each education unit. Based on the data analysis of teacher needs (2019) are as follows:

Table 1.1 Fulfillment and shortage of elementary and junior high school teachers

No	Educational stage	Teacher Needs	Master Fulfillment		Lack of Teachers
			ASN	Non ASN	
1.	Elementary level	1,933	993	732	208
2	Junior High School	1.144	640	368	136

Data source: Teacher Needs Analysis, Gorontalo District Education Office 2019

In terms of the technical fulfillment of education services in accordance with Permendikbud Number 32 of 2018 concerning the technical requirements of education services, there are several fulfillment of educational services that have not been maximized for the expansion and equity of education. Based on education data (Dinas, 2020), it shows that most schools have not met national accreditation standards. Especially all the one roof schools (satap) none of them are nationally accredited. The national accreditation standard is 81-90 with a B (good) score and the achievement value is between 91-100 with A (very good) grades.

The achievements of the education and culture department of Gorontalo Regency's SPM realization, as an indicator of measuring aspects of education expansion and equity, are as shown in the following table:

Table 1.2: SPM Achievement Realization Data

No	Basic service type	SPM Achievement Target	SPM Implementation Realization	Problems and Solutions
1	basic education	63%	64%	1. There are still many uncertified teachers
2	Equality Education	100%	80.05%	2. Many facilities and infrastructure (school buildings, laboratories, etc.) are still inadequate
3	Early childhood education programs	100%	67%	

(Diskbud Performance Lap Data, 2020)

From the behavioral aspect, there are still behaviors of policy actors that are inconsistent with the achievement of policy objectives. This inconsistency can be seen in the placement and transfer of education personnel based on interests rather than the needs of the education unit, as a result in the distribution of teachers there are several sub-districts that experience teacher accumulation while in other places there is a shortage of teacher teachers. Such as the Telaga Cs and Limboto Cs areas which experienced an accumulation of teachers while the Boliyohuto area had a shortage of teachers. This indicates that the commitment of policy actors has not been maximally implemented to achieve policy objectives.

Bureaucratic behavior is an aspect that determines the success of the policy. This is confirmed by Edward III (1980) in the policy success model that there are four success factors of public policy, one of which is behavior or disposition in the implementation of public policy.

Behavior is related to the application of values in achieving organizational goals. In an organization, individuals with various characteristics bring behavior into the bureaucracy, while bureaucratic organizations have their own values as characteristics in achieving their goals. This is in line with the view of Draha (1979:70) which states that Bureaucratic Behavior is an interaction between individual characteristics and bureaucratic characteristics.

From this view it can be stated that bureaucratic behavior can be observed from the interaction process that occurs both in the implementation of bureaucratic functions or in the implementation of public policies. The application of bureaucratic values as an organizational culture that is unique and different from other organizations. The extent to which these values are applied to bureaucratic behavior depends on how committed the employees are in implementing them.

In the fulfillment of educational expansion and equity services in Gorontalo Regency, some aspects of behavior are still carried out in old practices as a culture that is maintained for generations in the bureaucracy. The practices of paternalism are still strong, especially in educational administration services. Informed approaches with third parties (contractors/consultants) outside of work procedures are still being found. In addition, the habit of serving superiors excessively is still carried out, especially in maintaining certain positions in the bureaucracy. Some of these behavioral displays can often ignore aspects of public accountability in the implementation of bureaucratic functions in general and in particular in implementing policies on education expansion and equity. So it is not uncommon to find behavioral deviations in the management of educational resources. For example, there were BPK's findings in 2020 in the deviation of the SPJ on the management of education operational funds. Empirically, bureaucratic behavior has not been fully directed to the concrete aspects of service expansion and equity in education. This can be seen from the fulfillment of the technical requirements for educational services which are still far from the expectations and demands of the provisions of the legislation.

Based on the various problems above, the researcher limits the problem of research on aspects of bureaucratic behavior in the implementation of policies to increase the expansion of access to education evenly. This is done with the aim of developing a model of behavior in public implementation in general and the implementation of increasing the expansion of health education evenly in particular, at the education and culture office of the Gorotalo Regency.

Research Focus and Sub Focus

1. Peram Bureaucratic behavior in implementing policies to increase the expansion of access to education evenly at the District Education and Culture Office
2. Alternative development of bureaucratic behavior in the implementation of policies to increase the expansion of access to education evenly at the District Education and Culture Office

Conceptual Research

Public Policy Implementation

In simple terms, the implementation of public policy as stated by Thomas Dye (Thoha, 2008: 107), namely: "Whatever government chooses to do or not to do. That public policy is whatever the government chooses to do or not to do. Public policy is the government's effort to intervene in public life as a solution to every problem in society.

In another view, public policy is seen as a process or activity carried out in achieving organizational goals (bureaucracy). One view that represents this view by Friedrich (Thoha, 2008: 107), Public policy is: "An action that leads to goals proposed by a person, group or government in a certain environment in connection with certain obstacles while looking for opportunities. Opportunity to achieve goals or realize desired goals. Public policy has certain characteristics that are interrelated with each other which are carried out in achieving a goal. Public policy is not only in the aspect of goal formulation but also formulated standards in achieving the goals themselves. This is as stated by WI Jenkis (Wahab, 2005: 4): "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,

Public policy as an instrument of public organizations in overcoming public problems, public policy provides a broad impact on people's lives. The output of a public policy is expected to have a positive impact on improving the quality of people's lives. In line with this view stated by Chief JO Udoji (Wahab, 2010: 5) that: "Public policy "an sanctioned course of action is addressed to a particular problem or group of related problems that affect society at large". on a specific, interrelated goal that affects a large part of society).

From this view, public policy is more directed to influence the majority of society. This is in line with the demands of the implementation of public administration that the implementation of public policies is more directed at fulfilling public interests.

Furthermore, public policy by Said Zainal Abidin (2004:31-33) is structurally divided into three levels, namely:

1)	Public policy,namely policies that serve as guidelines or implementation instructions, both positive and negative, covering the entire territory or agency concerned.
2)	Implementation policyis a policy that lays out general policy. For the central level, government regulations regarding the implementation of a law.
3)	technical policy,operational policies that are under the implementation policy.

Implementationpublic policy cannot be separated fromexecutorthe policy itself. Aspects of the behavior of policy implementers become a separate success factor in achieving policy objectives, in line with the focus and sub-focus of the research, the following is the view of Bressman and Wildansky (Agustino, 2008: 198), which states that: "Policy implementation is a process the interaction between a set of goals and actions capable of achieving the goals. Policy implementation is a processadvancedfrom the policy formulation stage. At the

formulation stage, strategies and policy objectives are set, while at the policy implementation stage, actions (action) is organized in order to achieve the desired goals".

Increased Expansion of access to education as a public policy

Constitutionally, the government has pursued the demands of providing education broadly and equitably since the New Order era. The concept has been contained in TAP MPR RI No. IV/MPR/1995 which mandates that: "Encourage the expansion and equal distribution of opportunities to obtain high-quality education for all Indonesian people towards the creation of high-quality Indonesian people with a significant increase in the education budget.

Conceptually of equity is understood from two aspects, namely active equity and passive equity. Passive equity is equity that emphasizes equality in obtaining opportunities to enroll in school, while active equity means equality in providing opportunities for students to obtain the highest learning outcomes (Sismanto, 1993: 31).

Equitable education has a broad meaning, not only in terms of equality in obtaining educational opportunities but also after becoming a student, the teacher must be treated the same as the teacher in obtaining education and developing his potential to be able to realize it optimally. If these dimensions become the basis for approaching the problem of educational equity, it appears how complicated and difficult it is to the value of equal distribution of education achieved by an area. Therefore, the concept of equity in this study is limited to aspects of policies related to equitable distribution of educational facilities and infrastructure and resources. In Article 1 paragraph (1) of Law Number 20 of 2003 concerning the National Education System it is stated that it states: "Education is a conscious and planned effort to create a learning atmosphere and learning process so that students actively develop their potential to have religious spiritual strength, self-control, personality, intelligence, noble character and skills needed by himself, society, nation and state.

In an effort to improve the nation's intelligence, the implementation of education has a relevant vision, namely the realization of a national education system as a strong and authoritative social institution to empower all Indonesian citizens to develop into quality human beings so that they are able and proactively respond to the challenges of an ever-changing era. With this educational vision, national education has the following missions:

1) Strive for the expansion and equal distribution of opportunities to obtain quality education for all Indonesian people;
2) Assist and facilitate the development of the nation's children's potential as a whole from an early age to the end of life in order to create a learning community;
3) Improve the readiness of inputs and the quality of the educational process to optimize the formation of a moral personality;
4) Improving the professionalism and accountability of educational institutions as centers of acculturation of knowledge, skills, experience, attitudes and values based on national and global standards;
5) Empowering community participation in the implementation of education based on the principle of autonomy in the context of the Unitary State of the Republic of Indonesia.
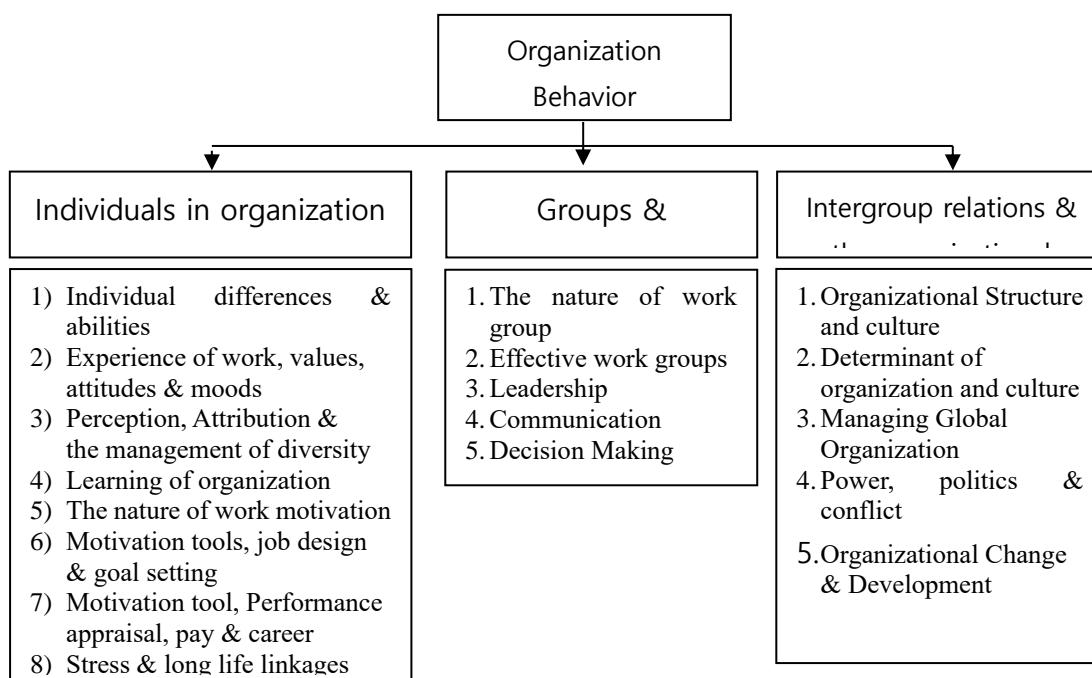
Bureaucratic Behavior

NextTo understand the behavior of the bureaucracy specifically, it cannot be separated from sciencebehaviororganization. The initial study that underlies "bureaucratic behavior" is the theory of organizational behavior itself. Because the bureaucracyessentiallyrun in a large organization in the form of a government organization. In contrast to organizations in general, bureaucracy is an organization that has special characteristics which include exercising government power, being run by government officials, having strict rules and procedures that are carried out in a hierarchical structure.

Ndraha suggests (1989:70), bureaucratic behavior as: "interaction between individuals in the organization's environment, because bureaucratic behavior is determined by individual functions in the organizational environment. The organizational structure of the government is colored by the characteristics, capabilities and capacities of individuals or officials as servants of the state or government and public servants who are hierarchically in accordance with their functions and responsibilities. Thus, bureaucratic behavior is a function of the interaction of individual behavior with bureaucratic characteristics.

In the interaction or relationship pattern between the two variables, bureaucratic behavior can be observed from two aspects, namely: bureaucratic behavior that reflects compliance with the rules, procedures and standards of task implementation. And second, bureaucratic behavior that deviates from all the rules and goals and functions of the bureaucracy. Deviant bureaucratic behavior is more accurately seen as "bureaucratic pathology" or a symptom of bureaucratic dysfunction (dysfunction of bureaucracy).

Next toneedan analysis of how people behave inorganization, George and Jones(1996: 4), describes the behavioral analysis as follows: "Organization Behavior is the study of the many factors that have on in fact on how individuals and groups respond to and act in organizations and how organizations manage their environments. Organizational behavior not only examines how individuals and groups respond and behave in organizations but also how organizations manage their environment in achieving goals. George describes his analysis model as in Figure 1.1, as follows:

Individuals in organization	Groups &	Intergroup relations &
1) Individual differences & abilities 2) Experience of work, values, attitudes & moods 3) Perception, Attribution & the management of diversity 4) Learning of organization 5) The nature of work motivation 6) Motivation tools, job design & goal setting 7) Motivation tool, Performance appraisal, pay & career 8) Stress & long life linkages	1. The nature of work group 2. Effective work groups 3. Leadership 4. Communication 5. Decision Making	1. Organizational Structure and culture 2. Determinant of organization and culture 3. Managing Global Organization 4. Power, politics & conflict 5. Organizational Change & Development

In the organization, interactions will occur between individuals and organizations and between individuals as members of groups within the organization. Groups in organizations are formed because of the division of tasks in one particular section with other parts of the organization. Individuals will appear to bring their expectations into the organization as individuals or behave as members of groups within the organization.

In his analysis model, George (1996) classifies organizational behavior into individual behavior, group behavior and organizational behavior. Individual characteristics include (1) unique personality, (2) work experience, behavioral values and expectations, (3) knowledge and ability to manage to choose actions, (4) individual involvement in adjusting to the organization, basic motivation individual, (5) task-led motivation, (6) performance-guided motivation.

The behavioral characteristics born of group behavior in the process of carrying out tasks include (1) the basic objectives of forming a work team (2) Effectiveness of work teams, (3) organizational leadership, (3) communication in organizations, (5) decision-making processes in the organization. organization. Meanwhile, organizational behavior includes (1) values in the organizational structure, (2) cultural values that guide the organization in achieving its goals, (3) how the organization manages the global environment, (4) power, interests and conflicts within the organization, (5) organizational development and change

As an analysis of bureaucratic behavior, Herber Simon (1957: 22) in the perspective of decision making, divides his analysis into two aspects, namely behavior that arises based on rationality and behavior that is played outside the limits of rationality. Herber A Simon (1957: 22) stated that: "Way to explain their organization it to answer the following two questions: (1) What is the reason for the preoccupation if these chapters with rational behavior, (2) What is the reason for their emphasis on the limits of rationality

Alternatives to Development of Bureaucratic Behavior in Policy Implementation

As stated by Chief JO Udoji (Wahab, 2010: 5) regarding public policy, it is stated that: "Public policy "an sanctioned course of action is addressed to a particular problem or group of related problems that affect society at large". that lead to a specific, interrelated goal that affects a large part of society). From this view, it can be stated that in essence policy is an instrument to overcome public problems in order to provide a broad impact on people's lives. Public policy is a unified whole and is interrelated and binds the behavior of the organizers in realizing social change. However, empirically, the implementation of public policy is not always carried out in accordance with public expectations. Achievement of goals is not optimal due to various factors in its implementation. One of the determining factors in achieving policy success is the behavior of the bureaucracy itself. This is as seen from the behavioral model in Edward III's theory (1980) that behavior is one of the determining factors for the success of policy implementation.

The implementation of policies to increase and expand access to education equally basically contains about public services in the aspect of fulfilling education to the community so that people can get access to proper education. Therefore, the success of public policy is not in the aspect of achieving performance resulting from the implementation of the work program, but more broadly the success of the policy is expected to provide real impacts that can be felt by the community. In providing educational services, bureaucratic behavior is required to be more responsive in providing educational services. Public services also demand openness and accountability in the provision of broad services so that the process of implementing public policies can be involved and participate directly in it.

The bureaucracy in carrying out its functions is often trapped in an activity that is routine in nature or simply aborts obligations from the demands of implementing the existing rules in the implementation of the bureaucracy. To maximize the role of bureaucratic behavior in educational services broadly and evenly, the bureaucracy should change the service paradigm, namely from the old patterns towards real public service.

In the perspective of public administration, the shift in values in public services can be referred to from a paradigm shiftIt is undeniable that this paper is rooted in the thoughts of Denhardt and Denhardt (2004) contained in their book The New Public Service: Serving, Not Steering which divides the paradigm of public administration into 3 (three) namely Old Public Administration (OPA), New Public Management (NPM), and the New Public Service (NPS)

The application of these service values must be applied as bureaucratic cultural values. So that the service culture becomes the basis for the application of bureaucratic ethical values in implementing a public policy.Waldo (Sukidin, 2011: 26-29) suggests several basic ethical principles in government administration, namely: (a) Responsibility, (b) Dedication, (c) Loyalty, (d) Sensitivity, (e) Equality, (f) Equity. The values in public service according toLevine in Dwiyanto (2008: 143) presents three dimensions to assess public service products. The three dimensions are as follows: Responsiveness Dimension (responsiveness or responsiveness), Responsibility Dimension (responsibility or responsibility), Accountability Dimension (accountability).

Research Methods

Based on the research context, the research approach used in this study is a qualitative approach. Bogdan and Taylor, (Sukidin and Basrowi, 2002: 1-2) say that: "Qualitative research is a research procedure that produces descriptive data in the form of speech or writing and the behavior of the people being observed.

NextThis type of research is designed to reveal facts descriptively. The researcher tries to describe the actual condition of a phenomenon and the factors that cause the problem. The qualitative approach is characterized by research objectives that seek to understand these symptoms which are impossible to measure accurately (Gama, 1999: 32).

According to Faisal (2005:5) suggests that descriptive research: "intended for exploration and clarification of a phenomenon or social reality, by way of describing a number of variables relating to the problem and unit under study".

Through qualitative research, researchers can identify subjects and feel what they experience in everyday life. Qualitative research is expected to be able to produce an in-depth description of speech, writing, or observable behavior of an individual, group, community, and/or a particular organization in a particular context setting that is studied from a complete, comprehensive, and holistic point of view. " Based on the research approach, the research method was designed in a more complete manner. Researchers based on the view presented by Sugiyono (2005: 9) that qualitative research methods are:

1.   It is carried out in natural conditions, directly to the data source and the researcher is the key instrument.
2.   Qualitative research is more descriptive. The data collected is in the form of words or

pictures, so it does not emphasize numbers.

3. Qualitative research emphasizes more on the process than on the product oroutcomes.
4. Qualitative research conducted inductive data analysis.
5. Qualitative research emphasizes meaning (data behind what is observed)

In qualitative research the role of theory is not as clear as in quantitative research, because the model is inductive, namely in the sequence: (1) collecting information, (2) asking questions, (3) building categories, (4) looking for patterns (theory), and (5) constructing a theory or comparing patterns with other theories. For more details, the steps above can be seen in the following diagram:
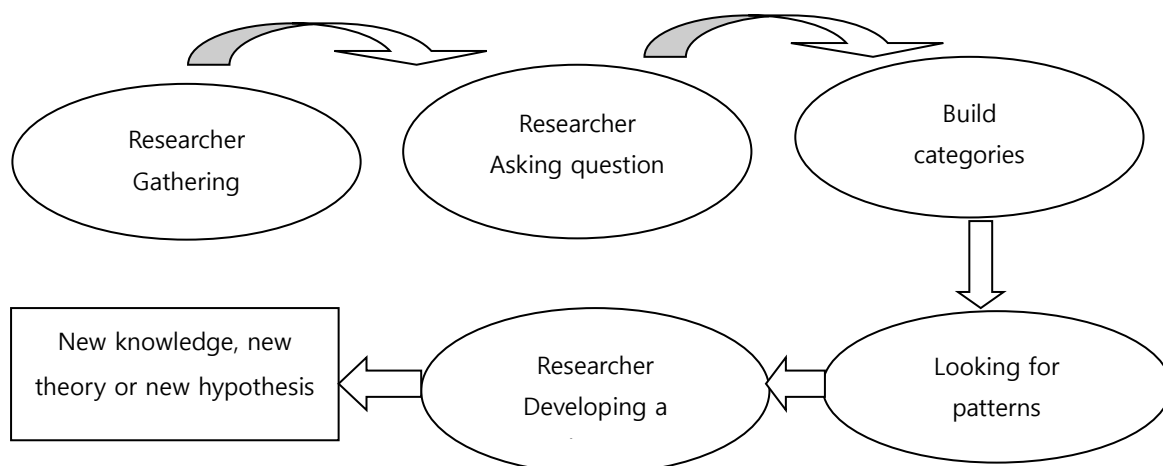
Figure 1.2: Inductive model in qualitative research

Research Results And Discussion

Based on the results of the study, there are several determinants of bureaucratic behavior that affect the increase in policies to expand access to education evenly. Some of these factors can be categorized into two aspects, namely (a) behavioral factors as a driver of the success of policy implementation and (b) behavioral factors as an obstacle to the successful implementation of policies to expand access to education evenly.

As for several aspects of behavior as a driver of policy success, among others; (a) limited knowledge of employees regarding the completion of tasks and work thoroughly, (b) good level of employee discipline in working time, (c) high work motivation, (d) ability to work with competence and good work experience and (e) responsibility in achieving high performance.

Meanwhile, some behaviors as obstacles to success are as follows: (a) limited knowledge of employees on the essence of policies towards the fulfillment of educational services (b) lack of commitment to the application of organizational values, (c) limited professionalism of employees in implementing policies, (d) lack of responsibility in fulfilling the expansion and equity of education, and (e) the low level of public accountability in the fulfillment of education services broadly and equitably.

Bureaucratic behavior in implementing policies to increase access to education evenly at the District Education and Culture Office

In the implementation of policies to increase the expansion of access to education evenly, bureaucratic behavior can be empirically categorized into two forms of behavior. First, is behavior as an aspect of driving the achievement of successful policy implementation. Empirically, these behavioral factors are optimized in achieving the effectiveness of policies to increase access to education evenly in Gorontalo Regency. Some aspects of this behavior include; (a) good knowledge of the technicalities in the implementation of tupoksi, (b) discipline of employees in working time, (c) ability of employees to complete the work completely, (d) high morale and (e) responsibility for good task implementation .

Second, that the form of bureaucratic behavior is behavior that is maintained in a bureaucratic culture with old patterns in the implementation of the education bureaucracy. Some aspects of this behavior such as (a) claptocracy in the implementation of the education budget, (b) bureaucratic pathology in educational services, (c) mall administration in resource management, (d) excessive paternalism towards power, (e) inconsistency and so on.

These two behavioral factors still dominate in the implementation of policies at the education and culture office of Gorontalo Regency. So that bureaucratic behavior is still often motivated by the achievement of performance alone and has not been maximized to improve education services widely and evenly.

This is shown by the improvement in the achievement of policy implementation performance, but from the aspect of fulfilling the technical requirements of the service, it is still far from the provisions of the legislation.

Based on data from the National Education Department (2020) the Pure Participation Rate (APM) from each level of education shows a very good performance, namely 100% for SD/Mi, and 99.05% for levels, but from the scope of fulfillment of educational services, the achievement of MSS is still far the fulfillment is still far from expectations, which only reached 64% for basic education, 80.05% for equality education services and 67% for early childhood education services (education data, 2020)

Development of a model of bureaucratic behavior in the implementation of policies to increase the expansion of access to education evenly.

Individuals bring their basic values into the organization or bureaucracy while bureaucratic organizations have their own characteristics that require the application of organizational values to achieve their goals. These basic values are maintained as a culture in achieving organizational goals as the basic character of bureaucratic organizations. Likewise in the implementation of the education bureaucracy, it is also carried out through bureaucratic mechanisms which have various characteristics of their own in implementing education policies.

Regarding the behavioral characteristics above, Thoha (2002) states that individual characteristics include several aspects, namely: "ability, needs, beliefs, experiences, and expectations. Each individual has a unique character and is different from one another. It is these differences that cause differences in their behavior to develop uniquely. In a different view, Ardana et al (Andy Setiawan and Tri Bodroastuti, Ibid., : 8), set several indicators of individual characteristics, namely: interests, attitudes, individual needs, abilities and competencies and knowledge about work.

From these two views, it can be stated that behavior has a fairly broad discussion. There are different views on the behavioral dimension by experts because of the different points of view of each. However, the behavior of the bureaucracy in question is behavior that can be observed in the process of implementing policy implementation. To facilitate the implementation of research, the behavioral aspects in this study are limited to: (a) knowledge, (b) ability, (c) motivation (d) discipline and (d) responsibility. Furthermore, to understand the basic characteristics of bureaucracy, this research is based on Max Weber's view of characteristics as the basic characteristics of bureaucracy. Max Weber (Santoso, 1993 : 18) which givesThe main characteristics of the ideal bureaucracy, namely (1) hierarchical structure, (2) division of tasks in the portion of office, (3) rules, (4) employees who technically meet work qualifications.

Based on the results of the research conducted, several aspects of behavior such as employee knowledge in carrying out tasks, work discipline, motivation, abilities and responsibilities have been running optimally, but are still limited to solely achieving performance. On the other hand, there are also some behaviors that can hinder the achievement of concrete policy success. In the implementation of the administration of educational bureaucratic services, there are still employees who take approaches outside of work procedures for the implementation of project activities managed through third parties (contractors or consultants). In the aspect of accountability, there are also administrative mall practices in budget management. for example, the BPK's 2020 findings on budget irregularities by manipulating the accountability letter (SPJ) for the use of boss funds by managers.

On the other hand, the commitment of policy actors in implementing policies to increase access to education evenly has not been consistent with fulfilling the expansion and equity of education. This lack of behavioral commitment can be seen from the placement of teachers which is based more on desire than on the analysis of teacher needs by the education unit. From several empirical facts, the behavior as mentioned above can be stated that the achievement of the policy effectiveness of expanding access to education has not yet fully met public expectations in meeting basic educational needs as well as provisions on technical requirements for educational services.

To maximize the role of behavior in the implementation of educational policies, it is necessary to develop a model of bureaucratic behavior that can improve the function of the bureaucracy in public services in general and achieve the success of policies to increase access to education in particular. The development of behavioral models is carried out using a values approach in implementing educational policies. with the following paradigms:

(1)   Individuals bring values as unique value characteristics into the bureaucracy.
(2)   To improve the function of bureaucratic services, a paradigm shift in the basic values of the bureaucracy (characteristics) is needed towards changes that are oriented towards public services
(3)   The role of bureaucratic behavior in policy implementation will determine the success of the policy, but empirically there are still various behavioral deviations in policy implementation.
(4)   empirical facts of research show that achieving good performance does not necessarily guarantee the fulfillment of concrete educational services.

From the above paradigm, the development of a model of bureaucratic behavior in the implementation of policies to expand access to education is evenly developed with 3 main

variables, namely (a) individual characteristics, (b) value characteristics, (c) bureaucratic characteristics. Bureaucratic behavior can be observed from the interaction of these three characteristics as shown in Figure 1.3, as follows:

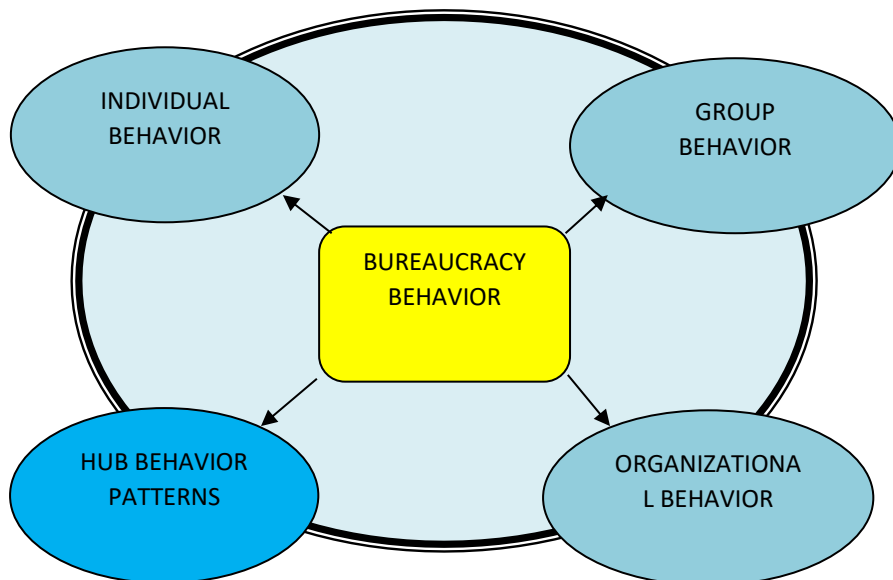Bureaucratic Comprehensive Behavior(VIB) Public Policy Implementation

Figure 1.3 Bureaucratic Comprehensive Behavior Model (BCB)

The behavior model above is called the "model"Bureaucratic Comprehensive Behavior **(BCB),** developed from behavioral theory by Draha (1989) which states that bureaucratic behavior is an interaction between individual characteristics and bureaucratic characteristics. With these two variables, this view ignores the aspect of ethical values in educational services that develop dynamically according to conditions, changing needs and public problems. On the other hand, conceptually, the education bureaucracy cannot be separated from what is called public policy. This is because the bureaucracy is a government organization that carries out public policy itself, as Edward III (1980) stated that public policy is what the government does and does not do. Thus, bureaucratic behavior, public policy, and public service are a unified concept that is interrelated and cannot be separated from one another.

While the bureaucracy with its various characteristics cannot close itself off from changes that occur in society because its basic function is in carrying out public services, while the community has its own wisdom values in responding to various policies carried out by the bureaucracy. Therefore, at each stage of the implementation of the policy on the expansion and equity of education, a bureaucratic mechanism is required which is conditional with various rules and a system of authority that is carried out hierarchically. Meanwhile, the behavior of the bureaucracy as the implementer of public policy is bound by various basic values that characterize the bureaucracy. So the demands of bureaucratic behavior in policy implementation should not be limited to how to carry out procedures or rules, formally, but bureaucratic behavior must be more responsive, transparent and accountable in carrying out policies. The three dimensions of behavior in Levine's view (Dwiyanto, 2008: 143) are called dimensions in public services. The shift in the ethical values of the bureaucracy above requires a paradigm shift in bureaucratic behavior in the purely performance aspect (performance oriented) towards the application of ethical values that are more oriented to the public interest (public oriented), then the development of the behavioral model above is intended to transform

value changes into behavioral changes in responding various problems and public interests in the implementation of education.

The development of the above model is also intended to minimize the occurrence of behavioral deviations (pathology) based on the principle of compliance with the application of bureaucratic ethical values consistently as a commitment of all members of the organization. There is a shift in ethical values from the application of ethical values to the application of basic bureaucratic values (bureaucracy oriented) to the application of ethical values in public services (service oriented).

That the application of the above paradigm shift in ethical values, for public management can be used in assessing whether public services from the policy aspect have been running effectively or not. Thus, it is necessary for the role of public management to always test against the standards used in policy implementation rather than just accepting existing habits and traditions. It is time for bureaucratic behavior to leave old habits or traditions in bureaucratic culture as an obstacle to the success of public policy.

The role of bureaucratic behavior in the implementation of public policy can be described as follows:
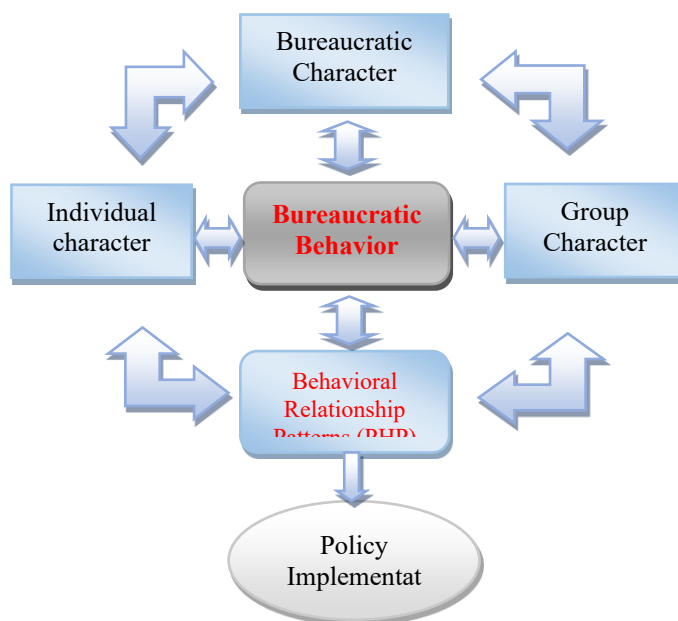
Conclusion

Based on the results of research and discussion, the researchers set the conclusions of the study as follows:

1. Bureaucratic behavior in implementing policies to increase access to education evenly can be categorized into two forms of behavior
a. Behavior as a driving factor for successful policy implementation. Some aspects of this behavior include; (a) good knowledge of the technicalities in the implementation of tupoksi, (b) discipline of employees in working time, (c) ability of employees to

complete the work completely, (d) high morale and (e) responsibility for good task implementation .

b. Bureaucratic behavior as a factor inhibiting the success of policy implementation. Some aspects of this behavior such as (a) claptocracy in the implementation of the education budget, (b) bureaucratic pathology in educational services, (c) mall administration in resource management, (d) excessive paternalism towards power, (e) inconsistency and so on.

c. The paradigm of ethical values in bureaucratic behavior is still limited to the achievement of performance and has not yet been maximally implemented in the fulfillment of educational expansion and equity services.

2. Development of bureaucratic behavior in the implementation of policies to increase the expansion of access to education evenly at the District Education and Culture Office

a. The shift in bureaucratic ethical values from "bureaucracy oriented" to "service oriented" is very important in changing the paradigm of bureaucratic behavior. Whereas in education services broadly and evenly, behavioral aspects of openness, responsibility and accountability determine the success of policy implementation.

b. To overcome various deviations in bureaucratic behavior requires a strong commitment from policy implementers in applying the paradigm of bureaucratic ethical values in the expansion and equity of education.

c. Draha's theory of "bureaucratic behavior", ignores the change in values in the paradigm of public service. As a result, behavior is more directed towards compliance with the rules and bureaucratic authority systems in the effectiveness of policies than solely improving performance, while the fulfillment of education services has not been maximally carried out.

d. For the development of bureaucratic behavior models in policy implementation, three main variables of bureaucratic behavior are determined. The three variables are: (a) individual characteristics, (2) value characteristics (c) bureaucratic characteristics. The three interact with each other in accordance with the application of the values adopted in bureaucratic behavior.

e. The development of this model is called "Bureaucratic Comprehensive Behavior"(BCB) in maximizing the achievement of the success of education policies in general and in particular the policy of increasing the expansion and equity of education.

For the development of science

a. Whereas in policy implementation, the model of bureaucratic behavior can be in several approaches, among others, is the approach to the value of bureaucratic ethics in achieving the objectives of policy implementation. The achievement of policy objectives can also be seen from the achievement of the effectiveness of improving the performance of the bureaucracy and the value approach with the paradigm of policy success in providing public services.

b. The value approach in achieving effectiveness can only be done with several aspects of behavior that meet the basic value standards of the bureaucracy in achieving goals, while the value approach in the perspective of policy success can be achieved by changing behavior from the "bureaucracy oriented" paradigm to "service oriented".

c. Fulfillment of the basic values of bureaucratic ethics requires bureaucratic behavior aspects: knowledge, compliance (discipline), technical ability in carrying out work, motivation and responsibility for the implementation of rules and procedures in a tiered authority system. While the standard of values in public services demands openness of

behavior, public responsibility and accountability, managerial ability of public management.

For research site
1) To increase the success of the policy, it can be done by changing the behavioral mindset from performance-oriented behavior to changes in bureaucratic behavior that are more public service-oriented (Public Oriented).
2) Minimize factors that can hinder the achievement of policy effectiveness and success from aspects of pathology or deviant behavior such as excessive patriarchalism, administrative malls, behavior as long as the father is happy (management oriented to public oriented) and so on.

For Further Research Basis
1) For researchers who study the field of public administration, they can conduct an in-depth study of several approaches resulting from this research, namely, (a) the development of behavioral models, which are called "models"Bureaucratic Comprehensive Behavior"(BCB)
2) This research is expected to be a basis or reference for further research.

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