

## Conference Paper

# Behavior of Street Level Bureaucrats in Education Programs in North Kalimantan Province

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## Abstract.

The development of the education sector should become increasingly strategic in an era of autonomy, because given regions have the ability, power, and freedom to decide on a policy within the education sector. The purpose of this research is to analyze the behavior of street level bureaucrats in education programs in the North Kalimantan province using a qualitative approach. The results of the study stated that the educational agency has carried out its role as a street-level bureaucrat in the implementation of education programs in North Kalimantan province. The first element, namely people, states that the people involved in street-level bureaucrats include the education unit and the Agency of Education for North Kalimantan province. The second element, namely structure, states that the coordination and control mechanism is carried out such that at the beginning of each year, a coordination meeting is always held to evaluate the current year's program. The third element, technology, states that the technology used in the coordination process is via Zoom meetings, WhatsApp, email, and websites. The fourth element, namely the environment, states the work environment.

**Keywords:** behavior, street level bureaucrat, educational programs

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## 1. Introduction

The role of education is very large in preparing and developing reliable Human Resources (HR) who are able to compete in a healthy manner, but also have an increased sense of togetherness with fellow human beings. Education is a branch of knowledge that is practical because it is aimed at the practices and actions that affect students. Educating is not an arbitrary act because it involves the life and destiny of human children for the next life, namely, humans as dignified beings with their human rights.

The conditions and data related to education in North Kalimantan Province have not been maximized. The development of the education sector should become increasingly strategic in the era of autonomy, because the regions have the ability, power, and

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freedom to decide on a policy in the education sector. The Provincial Government of North Kalimantan is tasked with carrying out development in the field of education, which is multi-characteristic, especially because the province of North Kalimantan is a division province, and in an effort to improve the quality of human resources, the Provincial Government of North Kalimantan needs to make improvements and evaluate problems related to education programs. In addition, the availability of educational infrastructure, which includes facilities and infrastructure, is relatively minimal in this region. This is not to mention the problem of technology networks that have not yet reached the border. This makes the implementation of several national education agendas more difficult.

The significant increase in human resources is greatly influenced by this important aspect of education. A human resource crisis is usually caused by a low quality of education. Faster times go, usually followed by rapid economic development. Low levels of education usually result in a reduced quality of human resources and are unable to cover the job market demand for truly competent human resources [1], [2]. The Special Staff of the Ministry of Education, Culture, Research and Technology of the Republic of Indonesia for Communication and Media stated, "Data from the Ministry of Education and Culture for 2021 in North Kalimantan Province shows that there will be 564 children who have dropped out of school in 2022. The number of children who dropped out of school at the elementary school (SD) level was the highest (210). The number of children dropping out of school at the primary level decreased by 13.02% compared to the previous year. In 2021, 263 children will drop out of school at the elementary level. The number of dropouts at the junior high school (SMP) level was 183. This number increased by 32.20% from that of the previous year (141 people). Next, 171 children dropped out of school at senior and vocational high school levels. This number decreased by 13.53% compared with the previous year (210 people). This number increased by 32.20% from that of the previous year (141 people). Next, 171 children dropped out of school at senior and vocational high school levels. This number decreased by 13.53% compared with the previous year (210 people). This number increased by 32.20% from that of the previous year (141 people). Next, 171 children dropped out of school at senior and vocational high school levels. This number decreased by 13.53% compared with the previous year (210 people).

Governor Regulation Number 37 of 2021 concerning the Management of the Regional Compulsory Education Program for North Kalimantan Province is in line with the Medium-Term Development Plan, which is used as a draft regional development policy to improve the quality of human resources. The government should act to

deal with public problems, especially in the education sector. Street-level bureaucrats are required to be able to make decisions quickly and flexibly when dealing with a problem (Robbins, 1996). According to Ndraha (2009) that "to measure bureaucratic behavior in the ranks of government organizations, namely through characteristics 1) obedience; 2) work persistence; 3) accountability; 4) satisfaction and 5) discipline". These characteristics are closely related to the activities of government employees and the apparatuses in carrying out their duties. Organizational behavior is a field of science that studies and applies knowledge about how humans play a role, behave, or act in an organization [3]. The key elements of organizational behavior are people, organizational structure, technology, and the environment in which the organization operates [3]. This study aims to analyze the behavior of street-level bureaucrats in education programs in the North Kalimantan Province.

The term frontline bureaucracy refers to a bureaucratic apparatus that is directly in contact with public services or, in another sense, a bureaucratic apparatus that has direct access to the public or those who provide public services. This concept was introduced by [4] who argues that street-level bureaucracy involves those who carry out their duties and deal directly with the community. Furthermore, Lipsky [5] argues that the practice of frontline bureaucracy is a mechanism for dealing with difficult situations, namely, as an effort to get out of a frustrating situation between the large demand for services and the limited resources they have. Moreover, in reality, requests for service improvement do not seem to stop.

The concept of Street-Level Bureaucracy was first introduced by [5] where Street-Level Bureaucracy is a front-line bureaucrat that provides direct services to the community. Street-level bureaucracy is relatively close to the ideal concept of an impersonal detachment bureaucracy in making decisions. When viewed in terms of street-level bureaucracy objects, they can be criticized as executors who can be said to be unable to provide responsive and appropriate services, due to constraints on inadequate resources, requests for increased services, confusing goals, and clients who are unable to accept.

A street-level bureaucratic is a bureaucratic apparatus that is directly in contact with public services or, in another sense, has direct access to the public or performs public services. According to Lipsky [5] street-level bureaucracy is said to be an important actor in implementing public policies and interacting with the community served; these bureaucrats have many patterns of behavior in providing services to the community, while these patterns of behavior are not uniform and vary between agencies and between individuals in making service policies provided to the public. Lipsky [5] further

explained that the attitudes and behavior of street-level bureaucrats are influenced by the norms and culture of the community where street-level bureaucrats work. The work tasks carried out by street-level bureaucrats are technical in nature, so the policies adopted related to policy implementation are technical in nature as well.

In general, street-level bureaucrats' work patterns are routine, and they tend to face the same work every day. The pattern of interaction with residents is quite intense, so that the relationship between officers and members of the community is quite close, and sometimes they even have direct contact every day. Street-level bureaucrats are the main actors in policy implementation and are the most important variables in the success of a policy. Its strategic role is to implement daily policies. They showcase bureaucracy capable of influencing people's perceptions and views of the policies implemented. It will depend on the discretion and interpretation of street-level bureaucrats in implementing the soaking policy. Gibson [3] states that organizational behavior is a field of science that studies and applies knowledge about how humans play a role or behave or act in organizations. The key elements of organizational behavior are people, organizational structure, technology, and the environment in which the organization operates [3].

## 2. Methods

This study uses a qualitative approach to holistically explain the phenomenon of the role of street-level bureaucrats or frontline bureaucracy. The research strategy used was a case study to obtain a comprehensive explanation of the role of frontline bureaucracy in educational programs. This research was conducted in North Kalimantan Province from November 2022 to March 2023 to obtain accurate data.

The determination of informants in research is applied purposively, namely those who are considered competent and have information related to the education program, which includes: a) Head of the Educational Agency of North Kalimantan Province, b) Head of Education Development Division of the Agency of Educational North Kalimantan Province, c) principals in every school of North Kalimantan Province, and d) teachers in every school of North Kalimantan Province. The research data sources consist of primary and secondary data. Data collection techniques consisted of observations, in-depth interviews, and documentation. Three streams of data analysis activities are used simultaneously: data reduction, data presentation, and conclusion/verification [6].

### 3. Results and Discussion

Street-level bureaucrats play an important role in regulating contemporary levels of conflict according to their role as social controllers. Citizens receive benefits from public services. The public service sector can actually play a role in treating the impact of their economic system, which does not receive the main benefits and ignores the main socioeconomic incapacity, so that the public controversy also focuses on social control [7]. When viewed from the point of view of citizens, the role of street-level bureaucrats is broadly one of the functions of the government as an incentive. As a daily routine, it indirectly interacts with different themes, one of which is the educational program.

The implementation of the education program in North Kalimantan Province aims to build new school units, complete facilities, and infrastructure. In 2022 Construction of SMAN 4 Tarakan, SMKN 4 Tarakan. Opening of SMAN 2 Tanjung Palas Timur, which currently resides in SMPN 3 Tanjung Palas Timur. Provision of provincial operational assistance and acceptance of new students. In the process of coordination and control mechanisms carried out at the Agency of Education, the Head of the Field always coordinates with the respective education unit, and monitoring and evaluation are carried out every month.

#### 3.1. People's Elements On Street Level Burrecrats Behavior In Educational Programs

People make up the internal social systems of an organization. They consist of both large and small people and groups. In addition, there are both unofficial and informal groups. People live, think, and feel beings who create organizations to achieve their goals. Organizations are formed to serve humans, and not the other way people live to serve organizations.

Based on the results of the facts in the field, it is stated that the people involved in street-level bureaucrats in the North Kalimantan Province Educational Agency include: (a) principals), (b) Deputy Principals, and (c) teachers. The North Kalimantan Province Educational Agency includes the following: (a) Head of Division and (b) School Superintendent. The role of street-level bureaucrats in implementing education programs in North Kalimantan Province is to implement superior policies and manage school administration, such as student attendance, class schedules, and archiving school documents. Additionally, it creates a clean and comfortable environment. The competence possessed by the strret level bureaucrats in the implementation of educational programs

is that especially teachers in SMA and SMK are 100% undergraduate, 45% are SMA teachers,

TABLE 1: Number of Apparatuses Based on Educational Qualifications.

No	Educational Qualification	Man	Woman	Amount
1.	SMA/SMK/Equivalent	5	5	10
2.	Diploma One (D-1)	0	0	0
3. 4.	Diploma Three (D-3) Bache-	2 36 20 0	3 17 4 1	5 53 24 1
5. 6.	lor degree) Postgraduate (S-2) Doctor (S-3)			

Source: Staffing Data of the Agency of Education and Culture of North Kalimantan Province, 2022

Based on the data above, the total number of apparatuses based on educational qualifications in North Kalimantan Province, where there are 10 people at the Senior High School (SMA) level, Diploma Three (D-3) of five people, Bachelor (S-1) of 53 people, Postgraduate (S-2) of 24 people, and Doctoral (S-3) of one person, so that the total state civil apparatus based on educational qualifications in the agency of education is 93 people.

TABLE 2: Number of Schools by Regency/City in North Kalimantan Province in 2021.

Regency/City	Elementary school	Junior high school	Senior High School	Vocational School	Extraordinary school
Bulungan	143	63	15	9	1
Nunukan	138	46	16	9	1
Malinau	107	38	19	4	1
Tarakan	64	27	13	9	1
Tana Tidung	29	10	3	1	1

Source: Staffing Data of the Agency of Education and Culture of North Kalimantan Province, 2022

TABLE 3: Number of Students by Regency/City in North Kalimantan Province in 2021.

Regency/City	Elementary school	Junior school	high	Senior School	High	Vocational School	Extraordinary school
Bulungan	25,652	10,655		5,019		3,863	236
Nunukan	21,855	8,606		4,291		2,479	67
Malinau	18,113	7,374		3,450		2,617	74
Tarakan	10,124	4,394		2,917		917	72
Tana Tidung	3,175	1,174		901		51	37

Source: Staffing Data of the Agency of Education and Culture of North Kalimantan Province, 2022

The three tables show the number of schools, students, and teachers in North Kalimantan Province. The Bulungan district had the highest number of schools, with 143 elementary schools. The largest number of students was in the Bulungan district,

TABLE 4: Number of Teachers by Regency/City in North Kalimantan Province in 2021.

Regency/City	Elementary school	Junior school	high	Senior School	High	Vocational School	Extraordinary school
Bulungan	1,560	593		336		247	11
Nunukan	1,331	626		286		210	20
Malinau	1,223	640		270		264	29
Tarakan	1,086	519		348		85	13
Tana Tidung	313	160		76		13	8

Source: Staffing Data of the Agency of Education and Culture of North Kalimantan Province, 2022

with 25,625 elementary school students. The Bulungan District has the highest number of teachers, with a total of 1,560 teachers.

### 3.2. Structure Elements On Street Level Burecrats Behavior In Educational Programs

The structure determines the formal relationships of the people in the organization. A variety of jobs are required to perform all organizational activities. These people must be connected in a structured manner for their work to be effective. All of these relationships raise complex problems of cooperation, negotiation, and decision-making.

Based on the facts found in the field, it is stated that the composition of the organizational structure in carrying out the educational program is as follows: The head of the educational agency is assisted by the Secretary and five fields: SMA Development, Vocational School Development, Special Education Development, the Personnel sector, and the Culture sector. The roles of street-level bureaucrat actors are as follows.

1. Implement and carry out the policies of the Head of Service
2. Administrative management
3. Bridging parents and teachers for the academic development of students
4. Support school programs in creating safe, orderly and conducive schools.

Coordination and control mechanisms are carried out such that at the beginning of every year, a coordination meeting is always held to evaluate and implement the current year's program. In addition, the educational agency also conducts visits to schools to ensure that educational policies and standards are met, and the agency also collects data and information on school and student performance, as well as evaluates existing education programs.

TABLE 5: Number of Apparatus Based on Structural and Functional Officials.

No	Structural Functional and	Man	Woman	Amount
1.	Echelon II	0	0	0
2.	Echelon III	8	1	9
3.	Echelon IV	14	4	18
4.	Non Echelon	27	19	46
5.	functional	14	6	20

Source: Staffing Data of the Agency of Education and Culture of North Kalimantan Province, 2022

Based on the data above, the total number of apparatuses based on structural and functional officials Agency of Education and Culture in North Kalimantan Province, where there are no officials with Echelon II status, there are nine Echelon III people, 18 Echelon IV people, 46 non-Echelon people, and 20 functional people, so that the total number of apparatuses based on structural and functional officials in the Agency of Education and Culture of North Kalimantan Province is 93.

### 3.3. Technology Elements On Street Level Burecrats Behavior In Educational Programs

Technology provides the resources with which people work, which influence the tasks they perform. The resulting technology has a significant effect on employment relationships. Great technology is useful as a means of enabling humans to perform more and higher-quality work. However, technology also affects people in several ways. Technology has both disadvantages and benefits for humans.

Based on data and facts in the field, it is stated that the technology used in the coordination process is through Zoom Meetings, WhatsApp, Email and the Website. Technology is considered important in the implementation of educational programs because of the geographical location of both branches and educational units, which consist of islands and mountains, respectively. Thus, from one district to another, land vehicles cannot reach them.

### 3.4. Environmental Elements On Street Level Burecrats Behavior In Educational Programs

Organizations are part of a larger system that contains many other elements such as the government, family, and other organizations. All these elements influence each other in a complex system that forms a pattern of life for a group of people. An organization cannot



avoid the influence of the outside environment. The external environment influences people's attitudes, working conditions, and gives rise to competition for resources and power. Therefore, the external environment must be considered when examining human behavior in organizations.

Based on the data and facts in the field stated that The work environment contained in the Agency of Education in the implementation of educational programs at the Agency of Education in North Kalimantan Province is on the Sengkawit Tanjung Selor road, which can be reached by land from Malinau Regency and Tana Tidung Regency, using speed boat vehicles from Tarakan City and Nunukan Regency. The work environment at the Agency of Education is conducive because it is located in the middle of the city, making it easier in terms of transportation and internet services.

The regulations and standard operating procedures (SOP) used in the implementation of educational programs by the North Kalimantan Provincial Educational Agency are standard operating procedures (SOP) regarding the reception, letter services, and legalization of diplomas. Street-level bureaucrats have worked based on standard operating procedures, as evidenced by the running of the educational agency program, assisting in the implementation of the educational agency program, and the coaching, training, and competency development programs for teachers have been running.

## 4. Conclusion

The educational agency has carried out its role as a street-level bureaucrat in the implementation of education programs in North Kalimantan Province. The role undertaken includes supervising and monitoring the activities of the education program at the elementary school, junior high school, high school, vocational high school, and special school levels. The first element, namely people, states that the people involved in street level bueracrats in the Agency of Education for North Kalimantan Province, including the education units, are: (a) Principals), (b) Deputy Headmasters, and (c) Teachers. The North Kalimantan Province Educational Agency includes the following: (a) Head of Division and (b) School Superintendent. The second element, namely, the structure, states that the coordination and control mechanism is carried out such that, at the beginning of every year, a coordination meeting is always held to evaluate and implement the current year's program. The third element, technology, states that the technology used in the coordination process is via Zoom Meeting, WhatsApp, email, and websites. The fourth element, namely the environment, states that the work environment in implementing Street level bureaucrats has worked based on standard operating procedures,

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