Learning of Educational Decentralization: Capability and Adaptation of Educational Service Management

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This study aims to identify the impacts of education decentralization on the management capability and adaptation of education service management. This is qualitative research with a case study. Focus group discussions and interviews were conducted with three Branch Heads of the East Java Provincial Education Office and nine School Principals. This study finds that the intention of decentralization in the education sector is positive. This study concludes that decentralization must occur through a proper coordination process based on careful planning. There must be a balance between central, provincial, and local/district-level education management authorities in education management and decision-making.

INTRODUCTION

Decentralization has been key to educational planning and reform pursuing political, administrative, and financial goals. Most education reformers support a decentralized education management system (Bjork and Browne-Ferrigno, 2016; Currie-Knight, 2012; Fullan, 2000). In Indonesia, in an effort to improve efficiency and effectiveness in the provision of services in the field of education, equal distribution of education quality among regions within a province, and to avoid practical political activities in the management of senior secondary education and vocational education, the central government has transferred education governance (Herawati, 2017). Through the implementation of Law Number 23 of 2014, the management of education at the vocational education (SMK), senior secondary education (SMA), and special education and special service education (PK-PLK) levels, which was originally the authority of the Regency/City Government, has become the authority of the Provincial Government (Trimurni, et.al., 2022). This will have an impact on the loss of the potential of the Regency/City that has been able to properly organize senior secondary and vocational education as well as the loss of regional resources such as various types of insurance and subsidies that have been invested in the senior secondary and vocational education sector (Habibi, 2017).

To create a bureaucracy that can adapt to the dynamics of strategic management changes and support the implementation of Law Number 23 of 2014, the East Java Provincial Government issued a regulation in the form of Governor's Regulation Number 59 of 2018 concerning Nomenclature, Organizational Structure, Description of Duties and Functions as well as Branch Work Procedures East Java Provincial Education Office. Based on the Governor's Regulation, especially in Chapter II Article 2, it is stated that the nomenclature of the Education Office Branch consists of 24 District/City Education Office Branches throughout East Java. The existence of a branch of the Education Office will assist the task of the Head of the Provincial Education Office regarding some government affairs that are under the authority of the province so that it can be delegated and implemented by the head of the branch of the education office in their respective working areas. Therefore, this study views the branch heads of the education office and school principals as education managers in the context of decentralization.

As a dynamic and context-responsive phenomenon (Romero and Krichesky, 2018; Hallinger, 2018; Currie-Knight, 2012), education management invites the immense interest of researchers to understand decentralized educational management and its effects. Leadership and management have been exchangeable in education, yet with a clear difference between the two (Khilji, et.al., 2022). In this regard, Castillo and Hallinger (2018) rightly argue that leadership is a process through which persons seek to enact change and improvement by influencing people, organizational structures, and processes. Management, however, aims to coordinate and control the organization, such as a school, undertaken by persons holding formal administrative roles.

Under changed circumstances, the quality of services plays a crucial role in the success of an institute (Sharma and Kaur, 2004) and becomes an essential choice criterion for society (Mishra, 2013; Sahney, et.al., 2004). The quality of educational services determines the learning outcome and employment opportunities (Lynne and Ross, 2007). Service quality is central to the success of any service organization in a competitive environment (Parasuraman, et.al., 1988; Ladhari, 2009). The tertiary education sector is a growing part of the service sector and is also increasingly competitive (Mazzarol and Soutar, 2012). The problem of adaptability of education services to future challenges should be based on a comprehensive initial mapping of the current state of institutional and governance changes that occur in each country's education system (Radó, 2020).

Research on the effects of education decentralization on the capability and adaptability of education service management has never been studied before. Built on the philosophies of dynamic capabilities theory (Teece, et.al., 1997), this research adds to the literature on the implementation of service management in education. Management of education services as an implication of the implementation of Law Number 23 of 2014 at the Education Office of East Java Province includes components of education services, education budget, educators and education personnel as well as infrastructure.

Research (e.g., Steinberg, 2013) analyzing evaluations of education management, from highly centralized to moderately decentralized, shows that principals gain the power to improve education management. This study aims to understand the effect of education decentralization on the extent to which the Provincial Government's bureaucratic capability as a mechanism can influence the successful adaptation of education service management in the Education Office of East Java Province, Indonesia. Before the research results are presented and discussed, a brief review of the literature related to the decentralization of education management, dynamic capability, and management of educational services is provided, and qualitative research methods are explained.

THEORETICAL PERSPECTIVE

Decentralization of Education Management

The process of successful change implementation has been a hallmark of an educational system. Decentralization is integral to transforming the outlook of educational management in terms of paving ways for context-relevant and needs-based educational improvement (Radzi, et.al., 2011). Decentralized educational management as a means to educational reform could be perceived as a process to get to a mean but not a mean itself (Hall and Hord, 2011). Similarly, Fullan (2000) deems change as a process, not a

blueprint. It means that change as an outcome of decentralization may not emerge abruptly but gradually and over time. These effects may not initially be observed objectively; however, with the passage of time and overcoming resistance, the impacts of change come into view. Fullan's (2000) theoretical perspective regarding educational change and development serves as the theoretical base of this study.

Power, being central to decentralization according to Fullan (2000), should be distributed between central and local authorities. He advocates "top-down" and "bottom-up" strategies that, according to him, are more productive and necessary. He perceives complete centralization as a mistake because it gives way to control and creates chaos. He further elaborates that control from the top is an allusion because no one can control complex organizations in such a manner. He puts the philosophy in these words, "what is required is a different two-way relationship of pressure, support, and continuous negotiation."

Dynamic Capability

In organizational theories, dynamic capabilities allow organizations to adapt an organization's resource base purposefully. The concept was defined by Teece, et.al., (1997) in their 1997 paper Dynamic Capabilities and Strategic Management, as "the firm's ability to integrate, build, and reconfigure internal and external competencies to address rapidly changing environments." In a broader context, the survival of organizations or firms is mainly dependent upon the mixing and matching of existing resources and capabilities to explore new avenues for better long-term growth (Rhemananda, et.al., 2020). Varied dynamic environments possess dynamic capabilities (Rotondo, et.al., 2019) related to innovation, replication, and reconfiguration (Rogiers, et.al., 2020). The identification of dynamic capabilities, especially from the context of human resources, is necessary because it governs the growth and development of organizations or firms (Ruel, et.al., 2007; Kistyanto et al., 2022; Wijayati, et.al., 2022).

Services Quality in Education

It has been difficult to define the concept of quality (Parasuraman, et.al., 1985). It may be considered as the fitness for use and conformance to requirements (Terziovski and Dean, 1998). According to Parasuraman, et.al. (1985, 1988), it refers to how well the service meets or exceeds customers' expectations. However, Ovretveit (1993), on the other hand, argues that service quality is not only about customer perception but includes the internal management process or "functional process" as well. Taking it further, Gronroos (1984) suggests that service quality comprises the technical and functional aspects of service as well as the corporate image. Quality in education services is complex in its facets and there exists broad scope for sharpening and clarifying its definition (Choudhury, 2015). According to Van Riel, et.al. (2013), education is a very complex "service" or rather a complex of services. From the customer's perspective, education is a typical service constellation. It consists of many different service components or elements, provided at different times by different providers and that together form and determine the full experience (Choudhury, 2015). In education, even if a definition of quality can be devised and agreed upon, formulating a meaningful assessment process is a challenging task (Choudhury, 2015).

METHOD

This is an exploratory and qualitative case study. The decentralization initiative has been taken as a specific case. The qualitative inquiry enabled researchers to assess the impacts decentralization had on educational administration. Hamilton and Corbett-Whittier (2013) state, "case study has evolved as an approach to research which can capture rich data giving an in-depth picture of a bounded unit or an aspect of that unit" (p. 10). Hamilton and Corbett-Whittier (2013) further argue, "case study usually takes place within the qualitative paradigm, providing a great genre that focuses not on large populations but on smaller groupings or individuals and attempts to answer questions about contexts, relationships, processes and practices" (p. 23). Hence, the case study design supported the intent of the study to understand the local contexts, relationships, and processes to improve practices.

Data Collection

Data were collected from focus group discussions and interviews with the Head of the Branch of the Education Office in Probolinggo, Blitar, and Surabaya ($n = 3$). In addition, also interviewed were the principals of SMA, SMK, and PK-PLK in the Probolinggo, Blitar, and Surabaya branch offices ($n = 9$). The reason for choosing the research respondents is because there is a uniqueness in the Branch of the East Java Provincial Education Office in the Blitar and Surabaya Regions; namely, areas that refuse the enactment of Law Number 23 of 2014, regarding the delegation of management of education at the SMK, SMA, and PK-PLK levels to the East Java Provincial Government. The refusal of the two regions was driven by concerns that education services were not optimal, considering that the Blitar and Surabaya City Governments had made efforts to provide equal distribution of free education to all levels of education.

All selected participants have extensive experience working in an educational field or institution. The research team invited all experts to participate in the focus group discussion. These focus groups were from September 1, 2022, to September 30, 2022. People who could attend the scheduled focus group sessions were offered the opportunity to be interviewed. Nine people participated in individual interviews. Most of the interviews were conducted by telephone. Interviews last an average of 60 minutes and were audiotaped.

Focus groups and interviews were conducted using a series of open-ended questions on education service management. Specifically, participants were asked to concentrate on identifying (in their opinion or experience) management capabilities and adaptations in four themes:

(1) Educational services;
(2) Education budget;
(3) Educators and education personnel;
(4) Infrastructure.

These four themes are the implications of the implementation of Law Number 23 of 2014 in the category of education service management carried out by the Education Office of East Java Province, Indonesia. Individual interviews follow the same structure and questions as those used in focus groups. Data collected during these focus groups and interviews were recorded (with participant consent) and transcribed verbatim in preparation for analysis.

Data Analysis

The collected data were analyzed using thematic analysis. Thematic analysis helps identify, analyze, and report patterns (themes) within data, and is minimally focused on organizing and describing the dataset in detail (Braun and Clarke, 2006). Thematic analysis helps theorize across several cases by finding common thematic elements across research participants and their reported events. Because interest lies in speech content, analysts interpret what is said by focusing on the meaning that any competent language user would find in a story (Riessman, 2003). Therefore, major themes were generated using thematic analysis to represent the study's findings.

RESULT

The emerging themes included educational services, education budget, educators and personnel, and infrastructure.

Educational Services

The participants revealed that as a result of the decentralization of education management, the Education Office Branch has developed a work program in the context of fulfilling and providing education services after the implementation of Law Number 23 of 2014. The preparation of the work program is carried out at the end of the year through the application of regional development information systems. This is the basis for the preparation of work programs in providing educational services after the implementation of Law Number 23 of 2014 is the Minister of Home Affairs Regulation Number 90 of 2019. The parties involved in the preparation of the education service program in this case are Echelon III, Echelon IV, and finance staff.

Responding to the implementation of decentralization of education services, the Education Office Branch has also made personnel arrangements to optimize education services. Personnel arrangement is carried out by the competence of each staff to achieve optimal service. "Each person has the capacity in optimizing educational services by applicable standard operating procedures." In addition, Branch Offices also periodically make efforts to improve personnel competence by conducting coordination meetings and evaluating work performance every month.

Most of the participants appreciated the role of the Education Office Branch in improving the quality and relevance of education. The Education Office Branch routinely formulates policies and technical plans by the scope of educational duties and implements policies in the field of education. A Branch Head of the Education Office stated: "… the education services provided have been able to improve the quality and relevance of education. In our work area, we managed to become 1st Place in Contemporary Dance Competition, 1st Place in GCC Batch-3 Recycling Competition by SMKN Teachers, 3rd Place Urban Agriculture Competition, and 3rd Place in Article Writing Competition. This is certainly some evidence in improving the quality and relevance of education." One of the efforts to improve quality to ensure that educational service programs have been running optimally is to carry out quality assurance to each school institution by monitoring and evaluation as well as providing direction and guidance to institutions. In this case, the parties involved to be responsible for monitoring education services optimally are the Head of the Sub-Division of Administration, the Head of the SMK/SMA/PK-PLK Section, and Staff and School Supervisors at the District/City Education Office Branch.

Education Budget

Most of the participants stated that the Education Office Branch had prepared an education budget planning program as a result of decentralization, which was implemented the by post-implementation needs of Law Number 23 of 2014. One of the Branch Heads of the Education Office stated: "… develop a planning program based on (1) Government Regulation Number 12 of 2019 concerning Regional Financial Management; and (2) East Java Governor Regulation Number 59 of 2018 concerning Nomenclature, Organizational Structure, Description of Duties and Functions and Work Procedures for the East Java Provincial Education Office Branch, it is explained that the task of the Administrative Sub-Section is to carry out the management of program preparation, budgets, and legislation." Sources of education budget planning managed by education units after the implementation of Law Number 23 of 2014 adjusted to (1) BOS Fund Sources by the Regulation of the Minister of Education, Culture, Research, and Technology of the Republic of Indonesia Number 2 of 2022 and (2) the source of BPOPP funds is by the Decree of the Head of the East Java Provincial Education Office Number 188.4/1134.2/101.1/2021.

In anticipation of the obstacles in planning the education budget managed by the education unit to fulfill the 8 National Education Standards, the school committee in its function can provide support for personnel, facilities, and infrastructure as well as education supervision. Parties involved in managing the education budget include the principal as the person in charge, the treasurer, teachers, school committees, and elements of parents or guardians of students. To optimize the management of the education budget, the head of the education unit also forms an education budget management team based on the technical guidelines for each source of funds being managed.

The participants revealed that to fulfill the education budget, the Education Office Branch performs the role of coordinating and implementing policies and programs in the fields of senior secondary education, vocational secondary education, special education, and special service education in their working areas. They also carry out the management of program preparation as well as the budget and legislation. Participants noted that the available education budget was sufficient to meet the minimum needs for the realization of the 8 National Education Standards. However, several participants emphasized important suggestions related to increasing the value of the School Operational Assistance (BOS) fund and increasing the Education Operational Support Fee (BPOPP) fund. The use of BOS and BPOPP funds should be more flexible considering the needs of one school to another because small schools are very different from medium and large schools. The management of students' Smart Indonesia Program (PIP) funds by schools with a note to support the personal needs of students supporting education is worth trying so that

government assistance can be effective in supporting the quality of education. In addition, to support the needs of schools to improve the quality of education to the maximum, it is necessary to increase community participation through school committees as stipulated in the Regulation of the Minister of Education and Culture Number 75 of 2016; namely, the need for regulations at the provincial government level that strengthen the implementation of the Regulations.

The Education Office branch also provides guidance and supervision over the management of the education budget. This includes monitoring in the form of data verification and validation as well as monitoring the evaluation of financial administration. This is done to create a transparent and accountable education budget management. The parties involved in supervising the creation of transparent and accountable education budget management are the East Java Provincial Education Office, the Education Office Branch, the Education Unit Supervisor, and the School Committee. In the end, participants emphasized their suggestions in terms of education services, teachers and teaching staff, facilities and infrastructure, and education budget for quality education in East Java. In terms of services to be maximized and optimized both in the field of teachers and educators, facilities and infrastructure, and the field of the education budget, "... we hope that if it is easier to coordinate and fulfill educational needs for the formation of quality education in East Java."

Educators and Education Personnel

Participants observed a personnel arrangement plan carried out by the Education Office Branch in the context of fulfilling and equalizing educators and education personnel after the implementation of Law Number 23 of 2014. The guidelines that form the basis for preparing personnel structuring programs in the context of fulfilling an equitable distribution of educators and education personnel after the implementation of Law Number 23 of 2014 is an analysis of the needs of teachers and education personnel in the application of the Analysis of Teacher & Education Personnel Needs. In this case, the parties involved in structuring human resources to fulfill and equalize the needs of educators and education personnel are the Head of the Sub-Division of Administration at the Branch Office of the Education Office, and the operator of the application to analyze the needs of teachers and education personnel at the branch of the education office.

The participants stated that the personnel in charge of structuring educators and education staff had the competence and qualifications to conduct the arrangement in their field of duty. Assigning staff in charge of following the technical guidance on the arrangement and distribution of educators and education personnel organized by the East Java Provincial Education Office is done as an effort to improve the competence of personnel in charge of structuring educators and education personnel. Furthermore, several participants stated that "... with the arrangement and distribution of educators and education staff will be able to improve employee performance: the way is to bring the work unit closer to home so that it is more optimal at work."

Participants also identified the role of the branch of the education office in the context of fulfilling an equitable distribution of educators and education personnel: "The branch of the Education Office formulates the needs and formation of educators and education personnel." The Education Office Branch monitors and coordinates the transfer, promotion, and performance of teachers and education personnel in the Education Office Branch area as follow-up evaluation material from the results are obtained. For monitoring the quality of educators and education staff, the Education Office Branch involves all officials and employees in the Education Office Branch according to their respective work areas.

Infrastructure

Participants thought that the Education Office Branch had prepared a program to meet the needs for educational infrastructure after the implementation of Law Number 23 of 2014. The rules that became the basis for preparing programs to meet the needs of educational infrastructure after the implementation of Law Number 23 of 2014 were Government Regulation Number 28 of 2020 concerning the Amendment to Government Regulation Number 27 of 2014 concerning the Management of State/Regional Owned Property. Furthermore, participants said, "The Education Office Branch does not involve stakeholders in meeting the needs of infrastructure facilities." The parties involved in mapping and fulfilling educational

infrastructure facilities are the Heads of the Administration Sub-Section, asset management, and the finance team.

Participants identified that the Education Office Branch had competent personnel in managing the fulfillment of educational infrastructure needs according to their respective fields. The Education Office Branch in the context of fulfilling educational infrastructure facilities plays a role in controlling asset administration and supervising and maintaining assets in educational units within the Education Office Branch environment according to their respective regions. Several school principals stated: "… the form of infrastructure assistance that has been received by schools after the implementation of Law Number 23 of 2014 is assistance for student practice rooms and equipment for skill competencies, rehabilitation of classrooms, teacher rooms, toilets, the addition of libraries, and learning facilities such as computers."

The participants revealed in general the level of fulfillment of educational infrastructure after the proper implementation of Law Number 23 of 2014. The Education Office Branch monitors and evaluates the reporting of infrastructure facilities in the education unit as a form of supervision carried out by the Education Office Branch to fulfill educational infrastructure facilities. The party that supervises the fulfillment of educational infrastructure is the Branch Asset Team of the Education Office according to their respective work areas.

DISCUSSION

The study findings remain significant on decentralized education management by describing actual implementation through the perspectives of the Education Office Branch and Principals and illuminating the related literature. It was found that the initiative remained phenomenal but with several drawbacks that hindered its effectiveness. As reflected in the literature, decentralization remains central to effective education management. However, it may become ineffective without clear processes, goals, and objectives.

This study found that decentralization was well thought out and conducive with the reality on the ground. Participants in this study emphasized that the decentralization reform initiative was well-planned and did not deviate from its aims and objectives. The existence of an Education Office Branch will assist the task of the Head of the Provincial Education Office regarding several government affairs that are under the authority of the province so that it can be delegated and implemented by the Head of the Branch Office of the Education Office in their respective working areas. A series of research studies (Bjork and Brrowne-Ferrigno, 2016; Currie-Knight, 2012; Fullan, 2000) suggests a middle ground toward decentralized or strictly decentralized education management. Despite the differences of opinion, it is determined that education decentralization has an important role in effective education management, which aims to improve the quality of student learning outcomes.

The Head of the Education Office Branch will be assisted by the Head of the Administrative Sub-Section, the Head of the Upper Secondary Education Section, Special Education and Special Service Education, and the Head of the Vocational Secondary Education Section. The duties and functions of the Branch Office of the Education Office, in general, are preparing work programs, coordinating policies, carrying out administration, coaching, monitoring, evaluation, and reporting as well as managing administration, finance, equipment, archives, public relations, and others. From the implementation of these tasks and functions, it is hoped that there will be an increase in the quality, relevance, efficiency, and effectiveness of education management at the SMK, SMA, and PK-PLK levels.

One of the important goals of decentralized education management is to incorporate contextual and local realities into the school system. This important aspect is usually missing in rigid centralized education management systems, whereas a decentralized approach is considered more appropriate. Currie-Knight (2012) supports the same opinion by saying that schools should be decentralized so that local realities are part of the school. Local knowledge will not be generated if decisions are made at the central level. Schools will not be able to respond to the local context. However, decentralization does not mean that expert knowledge will not be utilized. There must be an equal share between centralization and decentralization. Local realities can only be entered through decentralized power in schools. Decentralization requires careful planning to reap the rewards of reform. Thus, the solution is a hybrid of centralized and decentralized

education management systems (Dufault, 2017; Currie-Knight, 2012; Soner, 2016). The combination of centralized and decentralized management will be a method of checks and balances that determine how the education system can be managed.

The Education Office Branch must create a good institutional image by providing the best service to provide satisfaction for educational services in its area. Doubts from some people about a better service than before, namely, the management of SMA, SMK, and PK-PLK when managed by the Regency/City, must be refuted through excellent service that pleases all parties and can improve the quality of education. The existence of branch offices is representative of the East Java Provincial Education Office in the area to oversee all forms of education policy. The pattern of education policies tends to be top-down from the East Java Provincial Education Office to the Education Office Branch as a representative in the region, but with the diversity of problems that occur in various regions, the Education Office Branch institution can also establish bottom-up policies. In other words, the Education Office Branch must have a good strategy to be able to provide the best service.

The education management policy for SMK, SMA, and PK-PLK is a real form of education decentralization carried out to focus and bring education services closer to the community. The education decentralization policy is nothing but to facilitate the provincial government in consistent education management policies. In addition, this policy is expected to increase the accountability and effectiveness of education policies in the context of good governance in the field of education.

One of the apparatuses in charge of supporting the implementation of local government is the Education Office Branch in each Regency/City. This unit is a local government apparatus tasked with assisting the Regional Head in the implementation of the course of government and as a line in the field of education. The regional autonomy system provides the authority for each province to carry out the process of administering regional government and to improve the efficiency and effectiveness of the implementation of regional autonomy. It is necessary to pay attention to the relationship between the composition of government and regional governments; hence, several regional apparatuses are needed, such as Branches of the Education Office, in each Regency/City.

The process of implementing the transfer of authority is carried out in stages: the inventory preparation stage, the delivery implementation stage, the management stage, and the evaluation stage. The elements in this transfer stage are P3D (Personal, Funding, Infrastructure, and Documents). The personal element is from staffing, which includes all counted employees. The funding element is the entire budget allocation including payroll, one of which comes from the APBN/APBD. Also included in the assessment of facilities and infrastructure is assets; for example, land, space, and buildings that become district/city assets will later be transferred to the provincial level. The last element is the document element, namely, all data or documents owned such as establishment documents, notarial deeds or certificates, and so on. With the handover, it will automatically make SMK, SMA, and PK-PLK independent in the area of the local government.

Andrea (2020) said that the implementation of quality and equitable education in all regions of Indonesia is very much needed for a relationship of authority between the central government and regional governments in the field of education. In this case, it can be done through the division of affairs so that the scope of the central and regional authorities in managing and implementing education at the secondary, basic, and special education levels is clearly and unequivocally known. Educational institutions essentially aim to provide quality and satisfying services for all consumers in the world of education, i.e., the school unit includes the principal, teachers, education staff, and students. For this reason, they are entitled to satisfactory service from the government and both the provincial and district/city governments.

THEORETICAL AND PRACTICAL IMPLICATIONS

Our study has several theoretical implications to consider in future research. We use the theory of dynamic capability view and service quality to develop the research model. This is one of the first studies to explore the effects of education decentralization. We found that critical resources, such as the ability to manage and adapt in terms of educational services, education budgets, educators, and education personnel

as well as facilities and infrastructure on a leader's ability, can lead to the development of dynamic capabilities and educational services, which is meant here as the level of ability and role sustainable adaptive leadership. Such dynamic capabilities are critical to the survival of education system providers in this turbulent education environment and essential to improving the performance and involvement of every policy stakeholder. In a broader context, the survival of an organization depends primarily on mixing and matching existing resources to develop capabilities and on being able to adapt to exploring further avenues for better long-term growth (Choudhury, 2015; van Riel, et.al., 2013; Rhemananda, et.al., 2020; Bag, et.al., 2022).

This study has many practical implications for the education service system as a whole and for government initiatives for education decentralization. This study finds that policy reform initiatives are a sensitive task. At times, sudden reforms have adverse effects that need to be avoided through effective planning and coordination. The results suggest to policy actors, Heads of Provincial Education Offices, Branch Heads of Education Offices, and School Principals that education decentralization is a coordinated and collaborative effort to improve education management practices and maximize learning outcomes.

The enactment of Law Number 23 of 2014 concerning Regional Government, especially in the field of education, has caused a shift in the division of authority affairs in the education sector, namely, a shift in reducing the authority of Regency/City areas to provide secondary education (SMK, SMA, and PK-PLK), which subsequently become the authority of the Provincial Region. This shift has consequences for the regions to rebuild new structures. All Provincial Regions take over the authority of the Regency/City government in the implementation of education at the SMK, SMA, and PK-PLK levels. This shift in authority has implications for the management of various aspects of education, including education services, education budgets, human resources, namely, educators and education personnel as well as facilities and infrastructure. In other words, the management of educational services is the impact on the service itself in terms of fulfilling the budget, facilities and infrastructure as well as educators and education staff from a management point of view.

Educational services, of course, must meet the Minimum Service Standards (SPM) that have been determined, especially services in the field of education, which is one of the basic government services. It has been stated in the Law on the National Education System Number 20 of 2003 that the government and local governments in the field of education must provide convenient services, guarantee the implementation of quality education for every citizen without discrimination, and must ensure the availability and implementation of education. Furthermore, based on the MSS in the field of education, one type of basic service is the service for children aged 16–18 years, which is a type of basic secondary education service, namely, the general age of children at the SMK, SMA, and PK-PLK levels.

The education budget in the implementation of the education system is explicit in the 1945 Constitution, Article 31 Paragraph 4, which states that the minimum education budget is 20% of the APBN and APBD. In addition, Law Number 20 of 2003 concerning the National Education System Article 49 Paragraph 1 also mandates 20% of the special education budget from the APBD. This means that with the implementation of Law Number 23 of 2014, where the management of SMK, SMA, and PK-PLK is the authority of the Provincial Government, the Provincial Government is obliged to allocate a budget for the education sector at least 20% of the total budget as an implication of the implementation of the law. The impact of the transfer of management authority for SMA, SMK, and PK-PLK from the Regency/City to the Province raises a lot of expectations, including an adequate budget for salaries, operations, and quality development of SMK, SMA, and PK-PLK, considering that as an autonomous region, it must allocate a minimum of 20% of the budget for education.

Regarding human resources, namely educators and education staff, of course the same as other fields is fully under the authority of the Provincial Government through the Education Office Branch in each region. Among them are the transfer of educators and education staff across districts within the province, promotions and promotions as well as training for teachers and education staff. The implication of the implementation of Law Number 23 of 2014 in the field of education mandates the Provincial Government to ensure the availability and equitable distribution of teachers and education personnel at the SMK, SMA,

and PK-PLK levels throughout the province, both in rural and urban areas. This includes the pattern of career development and staffing for educators and education staff.

In addition to education services, education budgets, educators, and education personnel, the implementation of Law Number 23 of 2014 also has implications for the provision of educational facilities and infrastructure. Especially when the P3D is handed over from the Regency/City Government to the Provincial Government, there are still problems, namely, a lot of infrastructure and supporting documents that have not been submitted. There are still many schools that do not have land and buildings, school buildings that are lightly, moderately, and severely damaged and need immediate rehabilitation, and other supporting facilities that schools do not yet have. The standard of educational facilities and infrastructure includes study rooms, sports venues, places of worship, libraries, workshops, laboratories, and learning resources, including information and communication technology. The fulfillment of the standard of educational facilities and infrastructure is highly dependent on the allocation of funding from the budget that has been set by the government. It is possible that the government and school institutions can collaborate with the business world, the community, and parents of students to support the fulfillment of these facilities and infrastructure. However, the Provincial Government is still responsible because the management authority is in the hands of the Provincial Government.

CONCLUSION

The current research study is designed to understand the decentralization steps of the Central Government of the Republic of Indonesia, regarding the implementation of education at the SMK, SMA, and PK-PLK levels. The study concluded that decentralization reforms were well-planned and did not deviate from their aims and objectives. This shift in authority has implications for the management of various aspects of education, including education services, education budgets, human resources, namely, educators and education personnel as well as facilities and infrastructure. The East Java Provincial Education Office Branch has had a fairly good ability in assisting the task of the Head of the East Java Provincial Education Office regarding several government affairs that are under the authority of the Province. In the service management adaptation process, the process of implementing the transfer of authority is carried out through four stages: the inventory preparation stage, the delivery implementation stage, the management stage, and the evaluation stage.

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