

## Transfer of Management Authority Policy: A Difficult Path to Educational Decentralization Effectiveness (A Case Study in Pesisir Barat Regency, Lampung Province)

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### Abstract:

The success of decentralization of education as a relationship between the central and local governments, as well as between provinces and the regency/city, can be demonstrated in at least two ways: increased public participation and improved educational quality in rural areas. On a larger scale, the effectiveness of education decentralization can be measured by the attainment of national education standards. Previously, under Regional Government Law No. 32 of 2004, the authority to administer secondary education was delegated to regency/city governments. Nonetheless, secondary education affairs are now under the provincial government's authority following the passage of Law Number 23 concerning Regional Government, which replaced Law Number 32 of 2004. Does the policy on the transfer of authority for secondary education have a beneficial effect on achieving the decentralization of education goals and, in particular, on achieving the eight national education standards? The analysis in this article demonstrates that the theoretical ideals of educational decentralization policy do not always translate into effective results in Pesisir Barat Regency. The relationship between the central government and the regions, as well as the relationship between the province and the regencies/municipalities, creates a tug of war of interest in the transfer of this authority. Starting with the complexity of the problem of providing education in Pesisir Barat Regency, there are several facts that indicate that transferring the authority to manage secondary education from the district government to the Lampung Provincial Government is a policy that is optimal for resolving problems and should have a positive impact in the form of increased participation and equitable distribution of education quality in accordance with national education standards. However, research findings indicate that strategic dimensions of national educational standards are significantly impacted. They are inconsistent with the ideals underlying the decentralization of authority goal. Finally, transferring secondary education authority is not a perfect idea or policy for the Pesisir Barat Regency (as a typology of the outermost-forward-lagging region), as there are still steep roads to effectively accomplishing its goals in this area.

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**Keywords:** Transfer of Authority, Decentralization, Secondary Education.

### Introduction

On September 30, 2014, the President of the Republic of Indonesia signed Law No. 23 of 2014 on Regional Government (UU 23/2014), which supersedes and replaces Law No. 32 of 2004 (UU 32/2004). This regulation change was necessitated by several provisions of Law 32/2004 that were deemed incompatible with the evolving situation, the state administrative system, and the demands of local government administration. One of the changes made by Law 23/2014 is the reorganization of the education sector's management among the central government, provincial governments, and regency/city governments. Secondary education was previously managed by regency/city governments; however, pursuant to Law 23/2014, the authority to manage secondary education has been transferred to the provincial government.

This transfer is one manifestation of the education decentralization policy, which aims to assist provincial governments in uniformly managing education in their provinces. For the government, this transfer aims to improve the accountability and effectiveness of education policies within the context of good governance, as well as the quality and quantity of secondary education delivered through teaching and learning activities in schools, in light of regional role-based education decentralization. The central government also hopes that this transfer will result in an increase and more equitable distribution of secondary education, based on the assumption that regency/city governments have a limited education budget, resulting in delays in the education sector's development. As a result, numerous government education programs cannot be implemented optimally (Pasandaran, 2004).

Pesisir Barat Regency is a newly established autonomous regency as a result of the legalization of West Lampung Regency's expansion pursuant to Law Number 22 of 2012. Pesisir Barat is classified as a new regency in the outermost, remotest, and least developed (henceforth 3T) areas. In 2020, the Ministry of National Development Planning/National Development Planning Agency released updated data on 145 districts classified as 3T regions in Indonesia. The data update was conducted in accordance with Presidential Regulation No. 63 of 2020 on the Determination of Disadvantaged Regions in the Period 2020-2024. There are still 62 districts in Indonesia that are considered to be behind, including the Pesisir Barat Regency.

Ideally, when the central government transfers authority to manage secondary education from the regency/city to the provincial government, it is hoped that this will address regional education delivery constraints in terms of resources (both physical and human). However, when viewed in the context of current conditions, this policy creates significant barriers for many parties - most notably teachers - in delivering and optimizing services to the community, as well as for teachers personally in pursuing efforts to improve quality and competence.

Empirically, with the transfer of secondary education management authority, teachers as educators are constrained by a large area of distance when coordinating or participating in training and development activities aimed at enhancing the quality and competence of teachers who must be carried out in the province. Teachers who are assigned to sub-districts outside of the city center, particularly in the 3T area, frequently complain about these issues. Along with the educator standard in the context of teacher problems, there are seven additional educational standards that will, of course, be impacted by this policy of authority transfer. Theoretically, the policy of transferring mid-term management of education has restored its native substance to decentralization, because the growth of interest in the area fosters a better understanding of education issues in that area, allowing decision-making on maintaining education to be more responsive to public demands (Murdiansyah, 2018).

Withdrawal of previously granted authority is at the very least a violation of an ideal. Decentralization violates those aspirations when the ideal concept of decentralization is a division of financial, political, and administrative responsibilities from the central government to the government (Litvack, 1998). Attempts to decentralize education to the level of government closest to the community have thus far increased public participation. This participation then becomes a component of efforts to develop a more comprehensive educational system optimization. Finally, education develops through a dialectical process between design and society. The government's efforts to increase education participation are directed at the regional level, with the goal of maximizing the potential of superior and quality human resources through decentralization of education, specifically the achievement of eight national education standards in the regions, namely graduate competency standards, content standards, process standards, standards of educators, and standards of education.

On the basis of the foregoing, this article will: 1) describe the dynamics of the education decentralization policy, with a focus on the transfer of authority to the regency; and 2) discuss the implications of the policy's positive and negative impacts on the transfer of authority for secondary education in Pesisir Barat Regency in terms of achievement of indicators and sub-indicators in national education standards. This article will contribute to the advancement of public administration discipline by examining the relationship between provincial governments and regency/city governments in Indonesia when it comes to education decentralization. Pesisir Barat Regency was chosen because it is Lampung Province's newest autonomous region, the only one in the outermost-front-left category, and the district with the lowest human development index value in the province.

### **Method**

To conduct this study, we adopted a qualitative approach with descriptive analysis. Sampled stakeholders were interviewed to collect primary data (Usman and Akbar, 2009). A diverse group of individuals were enlisted to represent the dynamics of education in Pesisir Barat Regency, including representatives from the provincial and regional education offices, the head of the Secondary Education Division, two teachers, and two students representing both sexes. The participants included representatives from all of these offices, as well as representatives from the schools themselves. Observation activities were conducted in SMA Negeri 1 Bengkunt with the objective of determining the impact of the transfer of authority policy on the achievement of the decentralization of education goals, specifically on the aspect of increasing community participation and improving the quality of education. Secondary data were collected by conducting a literature search for reports and research on authority transfer and education decentralization, which were directly related to the topic of this research. Following Stake's opinion (1995), this research can be classified as an instrumental case study, that is, a case study conducted in order to gain a better understanding of a particular issue or phenomenon. The impact of authority transfer on secondary education management in Pesisir Barat Regency, Lampung Province, was examined in this case.

### **Results and Discussion**

This article looks at the dynamics of education decentralization policies in relation to management authority transfers. According to Hadiyanto (2004), there are two types of education decentralization conceptually, namely (1) decentralization of authority over education policy and funding from the central government to local governments (provincial and regency/city) and (2) decentralization of education with a focus on increasing school-level authority. According to Hadiyanto (2004), there are two types of education decentralization conceptually: (1) decentralization of authority over education policy and funding from the central government to regional governments (provincial and regency/city); and (2) decentralization of education with an emphasis on increased school-level authority. The first concept of decentralization in education is primarily concerned with regional autonomy and the decentralization of governance away from the center. By contrast, the second concept of education decentralization focuses on increasing authority at the school level (education unit) with the goal of improving educational quality.

The following discusses the implications of the policy of devolution of authority to secondary education on the achievement of indicators and sub-indicators in national education standards, specifically graduate competency standards, content, process, assessment, and education. Infrastructure, educational and teaching staff, and management standards all play a role. These eight dimensions of the standard enable an examination of the decentralization of education's objectives, specifically the element of increasing community participation and enhancing educational quality in Pesisir Barat Regency.

### **The Dynamics of Education Decentralization in Indonesia**

For twenty-five years, education decentralization has been a global phenomenon in developing countries, Latin America, and Eastern Europe as a result of regional autonomy. Decentralization of education is an effort to shift the implementation of education from a centralized model to one that is more aligned with the region's or society's interests. Centralization implies that the central government dominates the planning,

implementation, and evaluation processes, thereby establishing itself as the primary player in determining various education policies. Thus, alongside the transformation of governance, decentralization of education emerged in a number of countries as a component of the overall education reform process, rather than simply as a byproduct of the regional autonomy and financial decentralization processes (Burki, 1999).

The implementation of education decentralization in Indonesia began with the passage of Law No. 22 of 1999, which emphasizes that the regency/city government is the primary authority for the education sector, from preschool to secondary education. The law is strengthened once more with the passage of Law No. 20 of 2003, relating to the National Education System. Within the context of these two regulations, education implementation in regions is provided with a sufficient foundation to optimally empower education management functionally and with a high degree of flexibility, not just rhetorically. Along with enacting the law on regional autonomy and the national education system, the provincial government also establishes new policies to enable each educational institution or school to operate independently and professionally. Additionally, decentralization of education in Indonesia aims to shift the paradigm of education management away from centralized management and toward decentralized management in order to address economic problems, education quality, and social change. Education is decentralized in three ways: To begin, decentralization of government in education through the establishment of autonomous government entities responsible for education management.

Second, education units should be decentralized through the establishment of autonomous and professional educational institutions or departments. Third, decentralization of education with the goal of establishing a democratic society and institutions that are more concerned with the world of education independently and professionally. Education decentralization is defined as the process of achieving efficient, democratic, and just educational management. However, the enactment of Law 23/2014 restored a hierarchical relationship between local government and higher levels of government. The central-regional hierarchical relationship is emphasized in Articles 2 to 4 of Law 23/2014. Meanwhile, Articles 5-8 emphasize the centrality of government authority, which is personified in the president's figure, as the source of all delegated authority to the regions.

This law restores the prefectural system to Indonesian regional government, which was long abandoned following the repeal of Law No. 5/1974 (Harsasto, 2020). The cohesion and coordination of central-regional relations, as well as the relationship between provincial and regency/city governments, are guaranteed by Law 23/2014. The prefectural system is acknowledged as the foundation for centralization. The governor's position serves as the central representative in the regions, supervising and supervising the regency/city government's actions to ensure that government tasks and affairs are conducted in accordance with applicable rules (Smith, 1976). Law 23/2014 strengthens the governor's position as the central government's representative, and the governor now has the authority to ensure that organizational performance is uniform across all of Indonesia's regions. In terms of decentralization of education, these characteristics reflect the province's role as a tool of the central government, and the central government's control over education delivery in the regions is extremely strong. As a result, numerous innovations in education that districts/cities implemented between 2004 and the passage of Law 23/2014 have resurfaced.

### **Examining the Effects of Authority Transfer in Pesisir Barat Regency as a Case Study**

As a new autonomous region, the resources available to government officials working in government agencies, including civil servants, contract workers, and daily workers, remain insufficient in both quantity and quality in Pesisir Barat Regency. According to data from the Pesisir Barat Regency's Regional Personnel Agency, in 2020, the number of apparatus resources required was not proportional to the workload of each regional apparatus in carrying out the duties and functions of regional instruments.

The education sector is also constrained by a scarcity of resources. This can be seen in the number of unfilled teacher needs formation positions. According to data from the Central Statistics Agency (2019), the number of functional teachers was only 996 out of a total requirement of 2,259, indicating that teachers

continued to teach concurrently in each school. There were nine secondary schools in Pesisir Barat Regency, with 274 teachers and 3,398 students. Two secondary schools with 40 teachers and 357 students were located in one of Pesisir Barat Regency's most remote and underdeveloped sub-districts, Bangkunat Belimbing.

Following the transfer of authority, the personnel administration bureaucracy in the world of education has grown longer and more complicated as a result of the district's implementation of decentralized education. The promotion mechanism must include additional stages. This condition results in an ineffective and inefficient system, as it requires additional time, money, and energy. Increased time, fees, and energy spent on education administration by the provincial education office will undoubtedly result in a reduction of services to students. The initial motivation for decentralizing education was to improve the bureaucracy's effectiveness and efficiency. However, the facts on the ground demonstrate that transferring educational authority is incompatible with this notion.

Decentralization of education also has an adverse effect on education financing. The delay in distributing school aid funds is suspected to be a result of education financing decentralization. The primary inhibitor is the distribution of school aid funds, which must be approved by the Regional House of Representatives. The convoluted mechanism requires a great deal of time, money, and effort, from briefing to waiting for the Regional House of Representatives to knock on the hammer. Meanwhile, schools require these funds urgently for education.

The implications of the district government's transfer of authority over secondary education to the provincial government in Pesisir Barat Regency on the achievement of national education standards are discussed in detail using achievement categories 1 to 5, with the following categorization.

1. National education standard (NES) 1, with an average value of 0 – 2.04
2. National education standard (NES) 2, with an average value of 2.05 – 3.70
3. National education standard (NES) 3, with an average value of 3.71 – 5.06
4. National education standard (NES) 4, with an average value of 5.07 – 6.66
5. Meeting national education standard (NES), with an average value of 6.67 – 7.00

According to the values of each sub-indicator over the last three years, the average standard score for each indicator is 6.10, which places it in the NES 4 category. In each hand's description, educators' and education personnel's standards are the most vulnerable to negative pressures as a result of policies transferring authority to manage secondary education from the district to the province. Certain standards, for example, in standard process indicators, are stable or are not subject to significant stress. Nonetheless, some measures, such as graduate competency standards, are increasing, though the increase is not significant.

Table 1. Achievements of National Secondary Education Standards in the Regency of Pesisir Barat

Indicators	No	Descriptions of Sub-Indicators	The Last Three Years' Achievement Dynamics		
			2018	2019	2020
1. Standard for Graduate Competence	1.1	Graduates demonstrate competency in the dimension of attitude.	6.92	6.97	6.99
	1.2	Graduates demonstrate competence in the area of knowledge.	2.71	4.51	7.00
	1.3	Graduates demonstrate competence in terms of skills.	6.53	6.59	6.99
2. Standardized Content	2.1.	Tools for education are in accordance with the formula	5.13	5.06	6.99

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		for graduate competence			
3. Process Standard	3.1.	The school organizes the educational process in accordance with the provisions.	6.47	6.44	6.99
4. Assessment Standard	4.1	Assessment criteria are classified according to domain of competence.	6.53	6.48	7.00
	4.2	Methods of assessment that are both objective and accountable	5.29	5.53	6.99
	4.3	Assessment of subsequent education	6.23	6.53	6.99
5. Educator and Educational Personnel Standards	5.1	Teachers' availability and competence are in accordance with applicable regulations	5.93	2.92	5.82
6. Facility and Infrastructure Standards	6.1	Sufficient school capacity	4.84	4.83	5.85
7. Standards for Educational Management	7.1	Schools plan their operations.	5.96	6.31	7.00
8. Standard of Finance	8.1	Schools perform cross-subsidy functions.	6.99	6.99	7.00
	8.2	Expenses for school operations are in accordance with regulations	6.92	6.92	7.00
	8.3	Schools are adept at financial management.	3.92	4.06	6.99

*Source: Pesisir Barat District Education Quality Map (LPMP Provinsi Lampung, 2021).*

Qualitatively, the following facts were found regarding graduate competency standards indicators:

- a. Numerous teachers' credentials and educational backgrounds are incompatible with the subjects they teach.
- b. There are still a significant number of teachers who lack professional competence and are not certified educators.
- c. Time allocation and learning burdens continue to be burdensome for students.
- d. The styles and methods of instruction used do not result in the development of students' talents, interests, and learning abilities.
- e. Infrastructure availability and condition are insufficient.

The following facts were found in the standard content indicators:

- a. Teachers' competence in developing instructional materials is not optimal.
- b. Teachers' understanding of their efforts to develop students' attitudes, knowledge, and skills through learning is incomplete.
- c. The teacher has not tailored the learning load to the needs of those who wish to delve deeper into the material.
- d. Curriculum development has a low level of stakeholder involvement.
- e. The operational stage has not been followed in the development of curricula.
- f. The time allotted for an effective day of learning is insufficient.
- g. Local content is not a required component, and thus is not prioritized.

The following facts were found in the process indicator:

- a. Schools have been unable to maintain the textbook ratio of one book per student.
- b. The teacher's lesson plans are not of a high standard (it still tends to copy and paste).
- c. Certain teachers have been unable to maintain a minimum of 24 hours of instruction per week.
- d. Monitoring of learning is not as effective as it should be.
- e. Notifying stakeholders of the results of supervision is also not optimal.

Following that, the following facts were found on the assessment indicator:

- a. Educators' comprehension of the assessment process in accordance with the provisions is still inadequate.
- b. The completeness of the teacher's assessment tools has not been maximized.
- c. Educators frequently do not properly prepare assessment instruments.
- d. Educators are not typically systematic in their assessment procedures.
- e. The assessment results have not been used to improve the learning process in schools through curriculum development.

The following facts were found in educators' and education personnel's indicators:

- a. There are still teachers whose educational credentials fall short of the minimum requirements.
- b. Lack of commitment on the part of education providers to maintain the standard teacher-student ratio as a result of uneven teacher distribution.
- c. There are still principals who lack the required educational credentials, and many principals lack a principal's competency certificate.
- d. Many schools continue to lack school administration staff, laboratory staff, and librarians due to financial constraints and the scarcity of resources according to standard criteria.
- e. The restrictions on the institutions authorized to issue certificates to school administration personnel, laboratory personnel, and librarians in specific regions.
- f. The limited school budget is one of the factors that contribute to the lack of competence among school administrative staff, laboratory technicians, and librarians.

In the indicator of educational infrastructure, the following facts were found:

- a. In many schools, the building area ratio is not proportional to the student population. The number of students and study groups far outnumbers available space.
- b. Inadequate understanding of the various facilities and infrastructure required by standards is one of the primary causes of inadequate procurement planning and fulfillment of infrastructure facilities.
- c. 50% of classrooms are in fair condition.
- d. Laboratory space is insufficient and in poor condition, and the library is insufficient to support the implementation of learning.
- e. The provision of leadership rooms, teacher rooms, school health rooms, places of worship, restrooms, warehouses, counseling rooms, student organization rooms, canteens, and parking lots is insufficient and inconsistent with standards.
- f. Facilities and infrastructure maintenance are not cyclical or sustainable.
- g. The acquisition of facilities is entirely dependent on government assistance.
- h. There is a lack of accountability and a sense of belonging to the school community when it comes to maintaining school facilities.
- i. The process of development is not carried out professionally.
- j. It is not stated in the master plan for infrastructure management.
- k. The librarian's head and librarian staff lack competence in managing the library.

In the indicator of education management, the following facts were found:

- a. The principal's credentials are not in accordance with the principal's competency standards.
- b. Inadequate administrative managers' availability and competence, including in managing

management information systems, are insufficient.

- c. The infrastructure and facilities required to manage technology-based information systems are insufficient.

Finally, the following facts were found regarding the financing indicator:

- a. The budget allocation of funds from the State Budget/regional revenue and expenditure budgets or from other sources (School Committee) does not adhere to the standard financing criteria.
- b. Inadequate availability and competence of administrative managers, including financial management, is insufficient.
- c. The fund management report's format is complex and inconvenient for schools.
- d. Educators/educational staff have limited ability to prepare reports on funding management.
- e. The burden on educators/educational staff assigned as treasurer is excessive, and they lack the time necessary to compile the report.

The accumulation of findings on various issues relating to achieving national education standards in Pesisir Barat Regency reveals that one of the most significant issues in transitioning secondary education management from the regency/city government to the provincial government is personnel management. (educators and educational personnel), financial concerns, and infrastructure concerns. If it is linked to eight indicators in national education standards, namely graduate competency standards, content standards, process standards, assessments, educational facilities and infrastructure, educators and education personnel, and management standards, it will have the greatest impact on educator and education personnel standards.

...the transfer of SMA management authority from the district to the province had a significant impact, particularly on teacher management and the distance of the service scope from the provincial capital. In other areas, the district government has benefited, such as the budget for teacher salaries and infrastructure, which has been transferred to the regional revenue and expenditure budgets (interview with WA, Principal of SMAN 1 Bengkunt Belimbing).

Hutagalung (2018) concluded in his evaluation of secondary education management in Pesisir Barat Regency as a new district that teacher availability and competence were not equally distributed and tended to accumulate in certain areas. Along with the human resource constraint, the existing conditions for educational infrastructure resources in Pesisir Barat Regency continue to fall short of the national standard ratio. This condition is consistent with the budget constraints that have prevented the Pesisir Barat Regency Education Office from producing programs that would accelerate education in this area.

...in the financing standard, budgeting authority for SMA is transferred to the provincial government, allowing regional revenue and expenditure budgets to be allocated to the priority sector of primary education. On a micro level, the district government benefits, but on a macro level, there is a situation where an educational problem is plain to see. Nonetheless, the district government is powerless to resolve it (interview with TEH, Head of Secondary Education Development at Lampung Province's Education and Culture Office, and Acting Head of the Education and Culture Office of Pesisir Barat Regency).

These facts have enormous implications for the contribution of educational performance to the achievement of the Pesisir Barat Regency's human development index (HDI). Between 2019 and 2021, this district's HDI increased very slowly and was even the second-lowest of all districts/cities in Lampung Province. Pesisir Barat Regency's HDI was 63.79 in 2019. Then it fell to 63.91 percent in 2020 and 64.30 percent in 2021, still well below the Lampung Province HDI average of 69.90 percent in 2021.

### **Redefining Decentralization in Education: A Possible Solution**

The process of reorienting education policy from centralized to decentralized is unavoidable in light of the failure of centralized education, which is perceived to provide less space and discourse for the development of democracy as a necessary component of the educational process. As a result, reverting to centralization is



unquestionably not a prudent course of action.

According to Astuti (2011), decentralization of education in Indonesia takes two forms: delegation and devolution. Delegation entails the transfer of authority to regional education administrations. Government authority is not bestowed but lent. The government may revoke the authority if it deems it necessary. This occurred as a result of the current policy of devolving authority to secondary education. Second, devolution, in which the central government cedes authority over all aspects of education's implementation, including financing, administration, and overall management. The powers granted are more permanent and cannot be revoked solely in response to central government requests for governance.

It must be acknowledged that there is still debate about the conceptual nature and substance of decentralization, whether in terms of deconcentration, delegation, or devolution.

The next issue is whether education decentralization is intended to empower regions (Regency/City Education Offices) or schools. Is the regency/city or the school the decentralization basis for reforming education and optimizing decentralization? The answer based on decentralization is critical because it will imply the success of decentralization itself. Numerous countries' experience with education reform demonstrates that the foundation for education reform and decentralization is laid in schools (Pasandaran, 2004). Given the diversity of Indonesia's regions, the question is whether schools are capable of doing so. Thus, one way to increase decentralization in education is to redefine decentralization, specifically by amending national education laws to include the best model for authority relationships and distribution.

McGinn (1999) proposes two models of central-local government relations that appear to be relevant for managing education decentralization in Indonesia. According to Model A (Figure 1), each circle is an autonomous region with its own identity. However, the identity and authority of the autonomous province are limited and are a subset of the authority delegated by the autonomous province or higher levels of government. However, this model has the potential to create complications, specifically regarding the authority boundaries between the central and regional authorities and the scope of authority granted by the central authority to regional authorities. Frequently, a sense of 'conquest' of specific rules and 'rejection' of other powers in the field manifests itself.

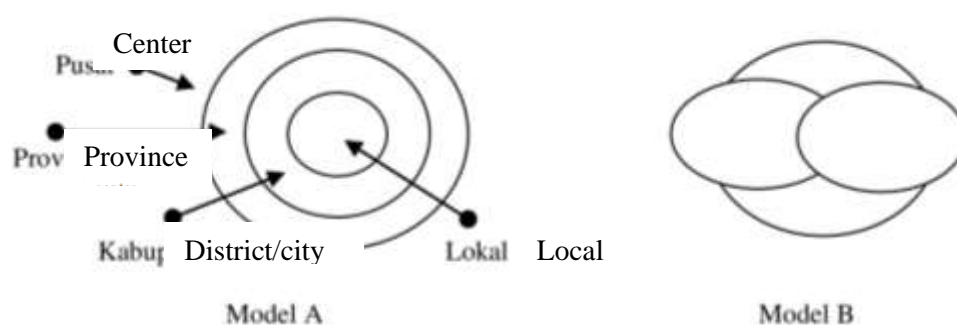


Figure 1. Model of Relationship between the Central and Local Governments

Model B illustrates a decentralized model that encapsulates the autonomy of autonomous regions. Empirically, it is possible to observe that the decentralized nature of this model fosters a spirit of "fighting" between the natures of independence and interdependence. In this struggle, the regions (regencies/cities) have a very strong regional heart, and as a result, they tend to want to own everything, disregard their sense of dependence on others, and even want to be free of provincial authorities' control as a higher government entity in the unitary state system.

Another possibility, while retaining national education standards as a yardstick for evaluating the success of education decentralization, is to divide the sub-indicators of national education standards into two categories: (a) decentralized authority (devolution and delegation), and (b) macro-education policy that cannot be decentralized (absolutely by the central government or by the provincial government). This choice appears to be more moderate for Indonesia as a unitary state, allowing for the simultaneous facilitation of the spirit of independence and interdependence. However, decentralization of education is not a radical solution that must be implemented immediately, but an approach that can be discussed in light of current circumstances.

## Conclusion

Education decentralization is a unique type of decentralization because it differs significantly from other types of decentralization (e.g., health decentralization or fiscal decentralization), which are characterized by the transfer of authority from the central government to the regional government.

Education decentralization is not simply a process by which the central government transfers authority over education policy and funding to local governments. Simultaneously, local governments grant increased authority to schools through school-based management while also allowing for direct community involvement. In education administration. Thus, the objective of decentralization of education in terms of increasing community participation and improving educational quality is the accumulation of the three types of decentralization and the interaction of their respective influence dynamics.

As a result, when the authority policy for secondary education was transferred from the regency/city level to the provincial government (recentralization of the first form of education decentralization), the second and third forms of education decentralization were also transferred upward. The implication is that community participation deteriorates as a result of a broader range of regional responsibilities being shifted. At the same time, local governments cannot control education quality in regencies/cities in an integrated manner due to the territorial delimitation of authority. Numerous regency/city governments are indifferent to resolving secondary education issues that are obvious to the naked eye due to a lack of authority.

On a macro level, there are three ways to categorize the impact of the provincial government's transfer of secondary education authority to regency/city governments on the achievement of education standard indicators: (1) process and content standards are unaffected; (2) the regency/city government benefits from indicators such as financial standards and educational infrastructure standards; and (3) the standards of educators and education personnel have a detrimental effect on regency/city governments. In light of this classification, there is still a long way to go before realizing the ideals of decentralizing education in Indonesia. One way to align planning objectives and regional capabilities with success indicators is to divide national education standards into two types of sub-indicators: (a) authority that can be decentralized only to aspects of organization, teaching and learning processes, as well as structure and planning; and (b) macro-education policies that cannot be decentralized, such as curriculum and resource management, within the framework of measuring success.

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