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ABSTRACT

In the communication and knowledge based global village, under the conditions of dynamic Change in an economy driven world, education has become a complex and challenging endeavor, both for individuals and organizations. Learning has changed dramatically: knowledge and skills are quickly outdated and devaluated, giving education a new meaning within an individual biography; schools, universities and other providers of education go through organizational revolutions, who are challenging their self-concept and management; governments are under pressure to reshape Educational Governance according to new paradigms with the overall goal to sustain national or regional competitiveness. Are key actors in the education system ready to face these challenges and to modernize their organizations? Starting from an overview on the Complexity of Learning in modern societies, generalizable consequences are reviewed in a case study on Germany. It leads to a framework for a necessary research project in countries such as Indonesia, which are still ahead of educational reform. The focus is on the organizational meso and macro level that is playing the key role in Educational Governance.

Keywords: Change Management, Demographic Change, Educational Governance, Globalization

INTRODUCTION

Learning is crucial for our existence, for access to resources, for our life chances, political participation and for our view on the world. Becoming a human being as well as being a human is related to learning.

Learning is a process with multiple dimensions. By every step we do, we are not only adding new knowledge on top of what we know already. With every step we do, we modify alleged certainties and we change the view on what we knew before. Psychology of Development suggests support of the community for the individual, derived from a classification of human life phases. Concepts are focusing on the first part of our lives, from birth until we leave school and enter work environment; they divide it into four phases, comprising a life time of approximately twenty years. Basis the assumption that the main development tasks for a Human Individual are to be managed during this span of life and that they will be accomplished when we leave school, enter professional life and choose a mate.

Experience and expectation so far has been that we grow into an adult world of order, of clearness and relative security about how our lives will proceed: We take our place in society, master our life based on what we have learned (institutionalized) in school and (informally) from our peers and parents; we can live in stability and harmony until we approach the end of our lives. The biographies and values of our parents still reflect this idealized picture and the paradigm of an educational cycle that is more or less completed before the phase of adulthood. The school system is the institutional polity arrangement related to this idea. Social agreement as well as expectation is that adults are basically able to master individually their own challenges of existence and to provide the necessary support for those, who run through the educational cycle and grow into the society.

The graphic illustrates in the upper part the perspective of Psychology of Development: elaborated concepts for the first four life phases are provided, but few ideas for adult life. This corresponds with the perspective of institutionalized education. In the lower part, the increasing life expectation is outlined (on the example of Germany). It leads to an additional, so far widely unreflected life phase, which covers already almost the same span of life as the time from birth until entering work life. The accom-

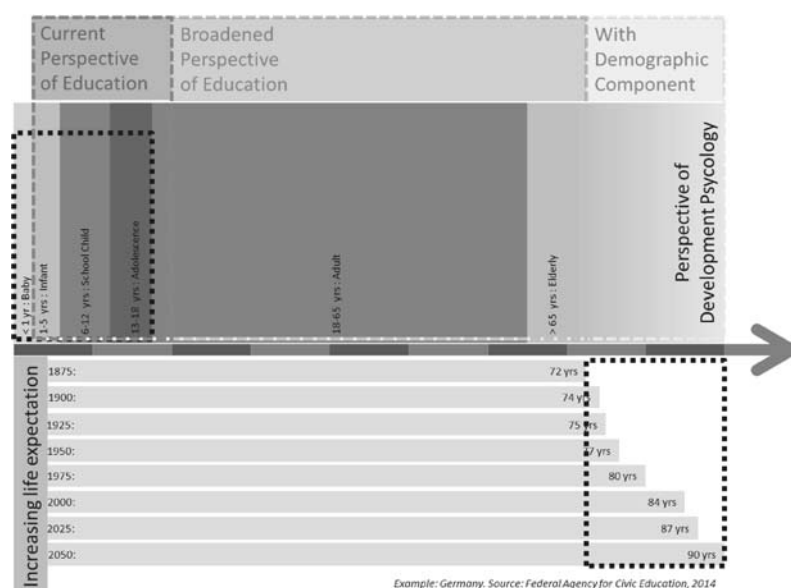


Figure 1. Psychology of Development, Perspective of Education and Demographic Trends

plished stage of development in OECD member countries shows the perspective also for other regions of the world.

But this model of learning has become too narrow. The environment is changing:

(I) Knowledge and skills are experienced to be quickly outdated. In consequence, a steady economic basis through life-long secure employment, in developed countries standard for the older generation, has become the exception for the younger ones. In developing countries such standards may not even be reached any more. A significant number of jobs in traditional industry production in developed countries have been cut due to increasing productivity and replaced by employment opportunities in the service sector. The IT based fourth industrial revolution ('Industry 4.0') will further accelerate this transition on a global scale. People in developed and in developing countries are collectively experiencing precarious labor conditions amidst global competition. This creates pressure to continue learning permanently and to achieve a superior grade of education.

(II) Social forms of community have changed with economic prosperity and technical modernization. Growing chances to shape our lives individually are going along with a loss of what was familiar to us before. Ulrich Beck and Anthony Giddens have reflected the consequences of Modernity and outlined a new, highly dynamic *Risk Society* (Anthony Giddens, 1990; Ulrich

Beck, 1992). It is characterized by a devaluation of knowledge acquired in the traditional educational cycle during childhood. While the idealized picture of clearness, continuity and stability more and more differs from reality, learning and adjustment to changing circumstances has become the new paradigm for a *knowledge-based society* (Peter Drucker, 1969). In this dynamically developing society, power is correlated to knowledge (Michel Foucault, 1976; Jean-Francois Lyotard, 1979). Active participation in development becomes a prerequisite for social and political inclusion.

(III) The number of innovative sources for information is steadily growing, new learning settings are established. Communication through Internet and Social Media has rendered it possible that learning got disconnected from fixed places in a regional or national context, and particularly from the traditional public institutions of education (schools, universities). Learning is offered on a global scale by private and commercial providers. Overall the role of entrepreneurship increases, as the field of education has become a business sector and economically a location factor; it takes place in the internet, on the smart phone and everywhere at any time. The new *landscape of learning* is complex and offers a never known abundance of access to information, which provides opportunity to extend individual knowledge. This is challenging its users also to reflect the quality and reliability of information, as well as the agenda of

those who provide them. What is really relevant needs to be sorted out from an information overflow. Existing and new social problems, a broadening variety of social and individual circumstances, the revolution of communication through technical innovation and thus a separation of education from its traditional locations and fixed times, as well as its commercialization on a global market have led to a new culture of learning. This challenges to rethink the related institutional and professional framework, particularly if education is understood as a complex process with political or cultural impact, rather than a commodity. The discourse about objectives for education, modes of delivery, the mission of educational institutions and the role and necessary qualification of educational professionals is under way. It has led to reform projects on a large scale such as the harmonization of the higher education system and related standards in Europe in the *Bologna Process* (<http://www.ehea.info>); schools and universities experience organizational and educational revolutions that turn their self-concept and their management upside-down in a situation of severe identity crisis and struggle for survival under the pressure of social and political change.

Consequently, the role of those who teach in the institutions is redefined: from a provider of knowledge (in a mostly hierarchic way) towards a companion (on the same eye level) for the management of learning processes. This means a revolution for the self-perception of many educational professionals, particularly in hierarchic cultures; professionalism in the field of education is redefined. Adults feel increasingly unable to fulfill expectations towards them, as educational professionals, but also in informal educational settings as parents and role models. The clear definition of roles in the *landscape of learning*, which was part of the social agreement in the past, has widely lost its basis.

Where educational reforms in public sector take place too slow, private competitors can set new trends and may also take the advantage. The relevance of public educational institutions is challenged, as our example Germany will show. Those who have access and can afford it, move to privately organized alternatives. As a result, an educational gap may widen between those who are well prepared for the future, and those who are not - with serious impact given the growing importance of knowledge for economic prosperity, social inclusion and political power.

RESULT AND ANALYSIS

1. EDUCATIONAL GOVERNANCE

The outlined challenges in sight, Educational Governance needs to be reflected. When it is discussed, the perspective should include: (a) the new paradigm of lifelong learning for all, instead of an outdated view only on young people; (b) the reality of social heterogeneity, which is continuously increasing; it requires an appropriate diversification of learn objectives and methodology; and it replaces the assumption of homogeneous groups and learn situations with standardized educational objectives and methodology; and: (c) the necessary diversity of arrangements and tools that have the capacity to cater individual needs in all life phases under diverse circumstances, considering diversification and complexity of modern societies in times of globalization; they have to replace institutional settings and tools, which are serving people in a widely standardized way.

An additional component in a modern understanding of education in a life-long perspective results from the current demographic trends. Increasing life expectation in developed and in prospering countries, as well as improving quality of life beyond the age of 65 grants us an additional life phase. A new biographic chapter with own meaning brings along related individual expectations and needs.

This phase after completion of work life is not only continuously extended step by step. It is also a *terra incognita*: we need to explore (i) how to include it into individual life planning, (ii) what consequences to draw for public policy making and (iii) how to benefit as a community from extended, valuable experiences of the elderly. The latter may be a crucial point particularly for countries, which face the other key aspect of the demographic trends: a declining number of young people, leading to serious challenges on the job market and for social security systems.

Education is subject to emotional, sometimes ideologically overloaded debates in the *Public Sphere*¹. Social entrepreneurship in the field of education reflects the heterogeneity of pedagogic approaches, political or religious convictions. Thus private educational initiatives and entrepreneurship, private schools and universities have a long tradition. In how far a state is claiming to regulate this diversity and the extent of private initiative in the field of education (f.e. in form of private kindergarten and schools) indicates the level of politicization of

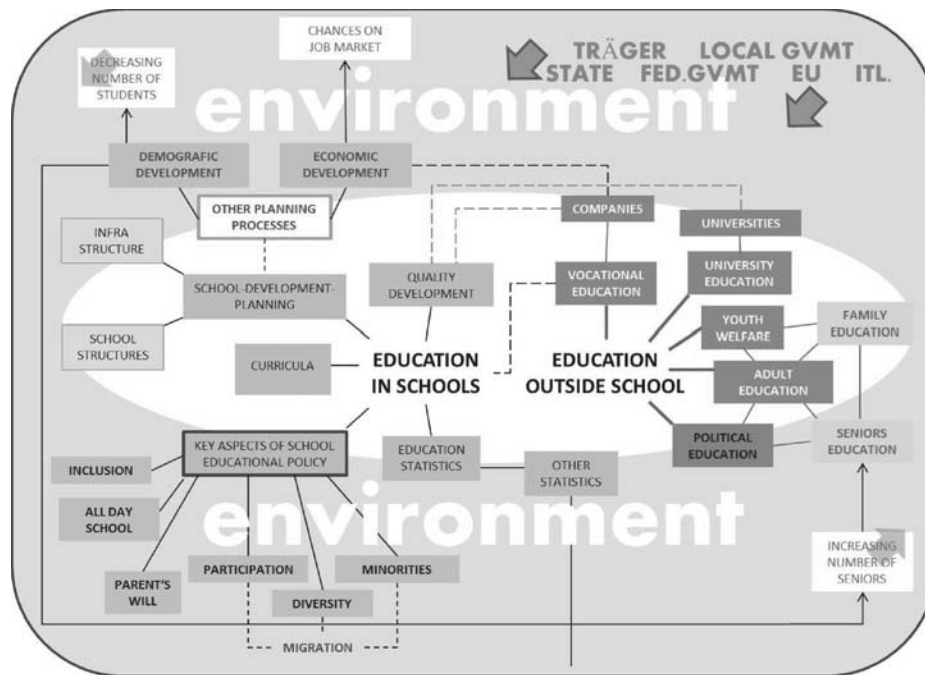


Figure 2. The Landscape of Learning in Germany.

education itself.

As there are many opinions about what makes education 'good', a consensus about fundamental issues is necessary to reach a consistent system. In democratic regimes this means a delicate balancing of perspectives and interests. It is to be achieved through communication and cooperation of the actors in the educational sector, through *Good Educational Governance* based on open discourse in the *Public Sphere*. A consistent, sophisticated successful and accessible educational system² must ensure individual development of the entire people and not for privileged groups only. This is a key factor for a country's development as well as for social peace.

The increasing complexity of Learning, as illustrated before, makes *Good Educational Governance* an increasingly challenging managerial task.

2. GERMANY

Germany is an example for a state with democratic constitution that is economically successful over a long time already; it has a lively democratic civil culture and a sophisticated, highly politicized educational system. This educational system is characterized by a government monopoly and was shaped over 250 years in three major reform steps. (1) The introduction of a compulsory education for all children in public schools in the 18th

century established the governmental monopoly; it was followed (2) by a standardization of the organizational design and the pedagogic basis for professional work in schools in the 19th century. Referring to the ideas of Wilhelm von Humboldt (1792), a curriculum framework was formulated for advanced value oriented holistic learning that includes knowledge of all sciences as a basic education for all students in secondary schools and universities. This idealistic understanding of *Bildung* refers with respect to the unique individual and its valuable contribution for society, and rejects to reduce people to the aspect of their economic usability³. Respect for the dignity of the individual human being became in 1949 even a basic principle in the German Federal Constitution. (3) Educational reforms of the 20th century led to a critical review of educational practice (German: *Reformpädagogik*⁴) and to an expansion of the *landscape of learning*. In the center of modernization: (a) equal chances despite of social background, initially focused on children from the working class, since the 1970s shifting to immigrants; (b) a general uprating of the educational level through expansion of the time of learning, promotion of academic education and additional educational settings, complementing school based education; (c) modernization of vocational training; and (d) methodic-didactic reform of instruction.

As a result, the education sector in Germany is characterized by a mutual philosophic fundament, though it consists of multiple organizational forms of schools. The differentiation reflects phases of life (German: *Lebensphasen*), as well as a diversity of individual circumstances (German: *Lebenslagen*), regional approaches, different educational concepts cultural and political agendas. The *landscape of learning* for Germany in figure 2 gives an idea about this complex setting.

Education in schools stands side by side to education outside schools, each sector with complex sub-structures, both with public and private organizations, but with a consistent philosophic and professional basis. Each of the fields of education has an own tradition, own Strategic approaches, sources of funding, management cultures and planning routines. The environment is characterized by a multi-level Governance System with impulses from (and towards) International (European), National, Regional and Local Level, as well as from diverse political discourses and related organizational frameworks.

Traditional private schools in Germany are legally defined as substitute schools with a social function, complementary to public institutions. They are consistent in their structure and services with the regular public schools and they shall not support segregation according to economic capacity of parents. But they reflect also attempts of social groups to distinct themselves from others and to secure religious or cultural identity (f.e. in confessional schools or in schools of the Danish minority). More interesting in our context are the new educational institutions that are expanding since German reunification in 1990. In contrast to the aforementioned traditional private schools, they are based on social entrepreneurship due to a wish to take over responsibility in civil society and an increasing awareness about the changing requirements towards education (Koinzer and Leschinsky, 2009; p.669ff).

Though private schools play (due to the government monopoly) quantitatively a minor and predominantly substituting role in the complex German system⁵, the new institutions set up in the last 25 years have gained an indirect politically significant and increasing influence. They reflect a growing negative perception of public educational institutions; intensified calls for innovation led to increasing pressure to reshape concepts of education. The new private schools also represent the

remarkable influence of the international environment, for example with their strategic goal to secure for the country international competitiveness through special focus on recruitment of functional elites, and to secure for the students their individual competitiveness on an international job market through individual support at an early stage, or by the option to achieve double degrees in a bilingual educational setting. The character of distinctiveness of traditional private educational institutions referring to issues of cultural or religious identity is in the new private institutions replaced by distinctiveness referring to economic and political considerations within the middle class.

The growing influence of private educational institutions has supported as well a general tendency to redefine the role of the State within Educational Governance: its traditional function to regulate education is not concretized any longer by a responsibility to fulfill related obligations directly (German: *Erfüllungsverantwortung*) but to guarantee their fulfillment by others (German: *Gewährleistungsverantwortung*). The State limits itself to regulation and to implementation monitoring, while direct execution is increasingly delegated to third parties. Given the tradition of governmental monopoly in the field of education, this is a revolution both for Educational Governance and for the mindset of the acting parties within.

Within Germany's federal system the States are responsible for Education under the outlined paradigm of *Gewährleistungsverantwortung*. All major political decisions are taken on the middle Governance level in close cooperation with local authorities. To ensure consistency from a national perspective, a conference of the education ministers of the states (German: *Kultusministerkonferenz*, abbreviated KMK) is responsible for oversight, quality development and where necessary definition or alignment of standards. Despite this responsibility assigned to the KMK, Educational Governance in Germany was increasingly perceived as ineffective and criticized since the third great impulse for reform in the second half of the 20th Century.

Beside a general political debate about the advantages and disadvantages of a federal system with strong states, external pressure was created through rapid political and social change, through globalization and the growing importance of knowledge in economic context. Particularly the results of International Rankings and the related

global discussion about achieved results, necessary objectives and systematic reforms of education caused a deep-rooted unsettledness among actors in the education sector in Germany. In these discussions, the *Programme for International Student Assessment* (PISA) was in the center of attention. This worldwide study by the *Organisation for Economic Cooperation and Development* (OECD), triannually performed since the year 2000, aims at testing literacy in the three competence fields reading, mathematics and science and the ability of students to solve problems. The publication of the PISA results was perceived as surprising for the aforeselfconfident actors in the German *landscape of learning*. Media created the catchy phrase of the *PISA trauma*. Under the dominating economic discourse, German competitiveness was seen in danger. Political strategies in Germany refer until today to the assessment of the educational system according to the design of PISA (Deutscher Bundestag, 2014).

Education Governance Reform: The Example of Schleswig-Holstein. As the States (German: *Bundesländer*) are executing power in the field of education, the reforms following social change, globalization and the 'PISA trauma' are reflected in the following on the example of one of the German States: Schleswig-Holstein. Situated between the Metropolis Region of Hamburg in the south and Germany's neighboring country Denmark in the north, Schleswig-Holstein is the most northern territorial state (German: *Flächenstaat*) of the Federal Republic of Germany. Approximately 2,8 Million people are inhabiting large rural areas, three major cities and the boarder of the urban agglomeration of Hamburg. More than 1.600 schools with 28.000 teachers are visited by 385.000 students, around 25 % of them in context of vocational training. The 12 universities in Schleswig-Holstein with more than 8.400 employees (among them around 1.000 professors) are visited by approximately 55.000 students (Ministry for Education and Science, 2014). Around 4% of the students in Schleswig-Holstein are visiting private schools (Statistisches Bundesamt, 2012: Verband Deutscher Privatschulverbände, 2014)

After the publishing of the first PISA results, the State Government of Schleswig-Holstein acknowledged the impact of a 'world in transition' and of globalization for the first time in a press statement of the Prime Minister in December 2001. A strengthening of the educational system was targeted. It should contribute to sustain economic capacity through structural reforms, enhanced

self-responsibility of actors such as schools and universities, but also the parents and students, and through a critical reflection of professional educational practice. The strategic perspective, particularly for the schools, was defined as "giving our young people a perspective in the Europe of the future" (Landesregierung Schleswig-Holstein, 27/12/2001). As weaknesses of the existing educational system were identified (Behrens, 2012a):

- 1) input orientation instead of output orientation in schools, as well as a lack of reflection of international developments and their consequences for the *landscape of learning*;
- 2) limitation of Education Governance on the school system with institutionally supported focus on elites, complemented by a rigid selection instead of individual support for all;
- 3) ideologically dominated political debates instead of an open dialogue of actors with orientation on the needs of the students.

Based on the regionally differentiated, detailed results of the PISA rankings for Germany and especially for the State of Schleswig-Holstein, special attention was drawn in the following years to the bad performance of local students at schools in the field of reading competencies: In the rankings, almost 20 % were assessed as weak. Schleswig-Holstein's Government set up a state wide project in order to enhance capacities under the motto "We leave no one behind - reading makes strong". Over four years, 40.000 students in 210 primary schools, both public and private, were individually supported (Landesregierung Schleswig-Holstein, 22/12/2010) and with the latest PISA ranking from 2012, first improvements became visible (Landesregierung Schleswig-Holstein, 03/12/2013). The policy of the State Government referred to the general trend in the discourse of Educational Science to focus more on individual support and not primarily on abstract or ideologically motivated discussions about the school system and its legal framework - a trend that was supported particularly through practical experiences in private schools. What did not happen yet was a strengthening of Educational Governance and an approach that would lead to a generally broader modern understanding of education and include all its institutional sectors.

Only after the election of 2012, when a new reform oriented State Government took office⁶, a modern frame

for Educational Governance according to the principles of Good Governance was set by inviting all relevant actors in the same year to a State Education Conference, promoting a *mental revolution*: An open dialogue replaced the so far top down approach of Educational Governance. The results of the State Education Conference were integrated by the Government and the State Parliament into the drafting of a new School Law in 2013 with the targets to reduce the complexity of the school system and to overcome the rigid selection system with related pressure on the individual by a new framework for individual support of all students, based on practical experiences of reform oriented private and public schools (School Law of the State of Schleswig-Holstein as amended by the Parliament, 2014).

The principle of open dialogue was complemented in 2014 by a new concept to shift from the traditional School Development Planning towards an *Education Planning Circle* (EPC). It was designed in context of discussions about a framework for mutual Educational Planning with the neighbor State of Hamburg on the background of an ongoing public discourse about Schleswig-Holstein's Regional Development Strategy 2030. The EPC considers and integrates the entire *landscape of learning* into a new strategic perspective on education. As outlined in figure 3, a horizontal perspective, which links all sectors of the *educational landscape*, is

combined with a vertical perspective that considers existing distribution of responsibilities between Governance levels. Public and private institutions are equally involved and understand each other as partners rather than rivals.

Result is a sophisticated planning design with an orientation along existing schemes, professional standards and various cultures of planning in different educational sectors, instead of an attempt to impose a complete new Grand Design. This strategic approach considered failures of the past, where attempts to establish a completely new compulsory framework had led to constant strenuous opposition towards reform. It builds on the existing heterogeneity of the educational institutions instead. The EPC strengthens the autonomy of the sectors, while targeting improved output and outcome through coordination and alignment between them.

The role of the Government within this approach is redefined as (i) a support in balancing of interests and perspectives between all stakeholders, and (ii) a monitoring of implementation of educational principles and cross cutting issues as well as the achieved results. Responsibility for the implementation (*Erfüllungsverantwortung*) remains in the single educational institution and its respective organizational framework (German: *Träger*).

This corresponds to the principle of

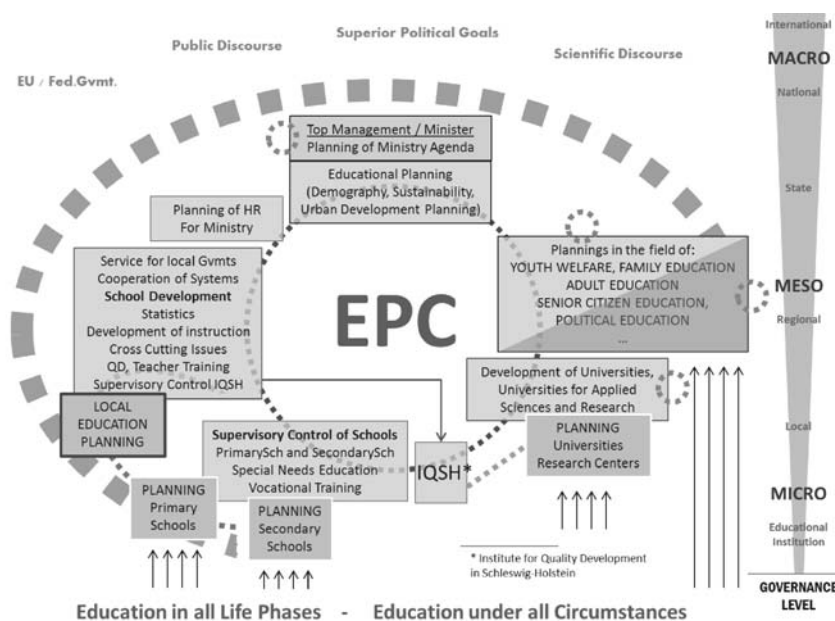


Figure 3. Education Planning Circle (EPC) for Schleswig-Holstein

Gewährleistungsverantwortung of the State, the limitation of the governmental role to regulation and implementation monitoring.

The red inner planning circle (meso level of governance) includes organizational structures of the different education sectors on the State Level. The outer circle of regional and local institutions (micro level) contributes within the respective sectoral structures. Impulses from macro level (EU, National level, but also academic educational discourse) are considered in the process of planning.

As a summary we can state that within a time frame of thirteen years, Schleswig-Holstein changed its Education Governance fundamentally. The publishing of the first PISA results caused an instant reflex, based on the traditional understanding of (top down) Leadership by the State Government. But it initiated as well a qualified reflection of changes in the environment of learning through globalization and social developments. The process of precise intervention to improve the results of learning was used as a chance to re-balance the distribution of responsibilities within the Educational Governance system. A new shared responsibility of all stakeholders, visible in the State Education Conference as a mutual platform for discourse, led to a new approach for planning and process steering that follows principles of Good Governance with the State Government as Moderator and Supporter, and the principles of Strategic Management with a strong output orientation. Result is a new understanding of Educational Governance as shared responsibility among - to a large extent - autonomous stakeholders, committed to the mutual objective of quality development as a permanent task, leading to continuous improvement of the capacity of an Educational System.

The complexity of this system requires sophisticated management capacity. This is not an obstacle for achievement of good results, on the contrary: the competitive situation in the Education System, the setup of an educational market with politically mature participants and a high readiness to take over responsibility, is likely to support a stronger focus on quality development and is urging those, who offer educational services, to align their services to changing environmental frame conditions and demand, and to perform better continuously.

The discourse about the weaknesses of the Education System in Schleswig-Holstein triggered also a debate about the question, if a mere economy oriented assess-

ment of education is desirable. This corresponds to the global debate about the impact of growth oriented economy and the limits of growth⁷. The question of concepts for the older generations and particularly for people in the new life phase (beyond 70 years old) within innovative educational settings and organizational frameworks will be tackled in context of a 'Year of Demography 2015' that is prepared by the State Government while this article is printed.

3. INDONESIA

Indonesia is an example for an emergent new economy, which plays an increasingly important role on the global scale, but which is still ahead of a groundbreaking educational reform at the same time. Since the overthrow of the authoritarian Soeharto regime in 1998, the democratic constitution was complemented by a lively democratic culture. Radical anti-democratic movements found little public support, conservative or backward-looking perspectives and their political exponents are step by step retreating. The Parliamentary and Presidential elections of 2014 have illustrated the achieved progress with freedom of opinion, strong media, peaceful campaigning, clear political alternatives and a broad controversial discourse on political key topics in the *public sphere*. The majority voted to continue the way towards a modernization of the country, and this not only in terms of economic development⁸. The political social and political environment thus seems favorable for reform.

An international comparative perspective suggests a critical view on Indonesia's education system. Figure 4 shows that the country is at the bottom of the overall PISA ranking, which is dominated by East Asian countries. Indonesia is also the weakest performer within ASEAN.

Not much different like in other countries such as Germany, the Indonesian society reflects intensively consequences of Globalization and modernization. When it comes to Learning, this reflection remains often on the surface. Opinions about the status quo and the capacity of Indonesia's educational system show a significantly contradictory mix of perceptions. On the one side, achieved progress is upheld, as well as a necessary priority in preserving existing structures, culture and 'local wisdom' against growing 'Un-Indonesian' influences⁹. The other side, referring among others

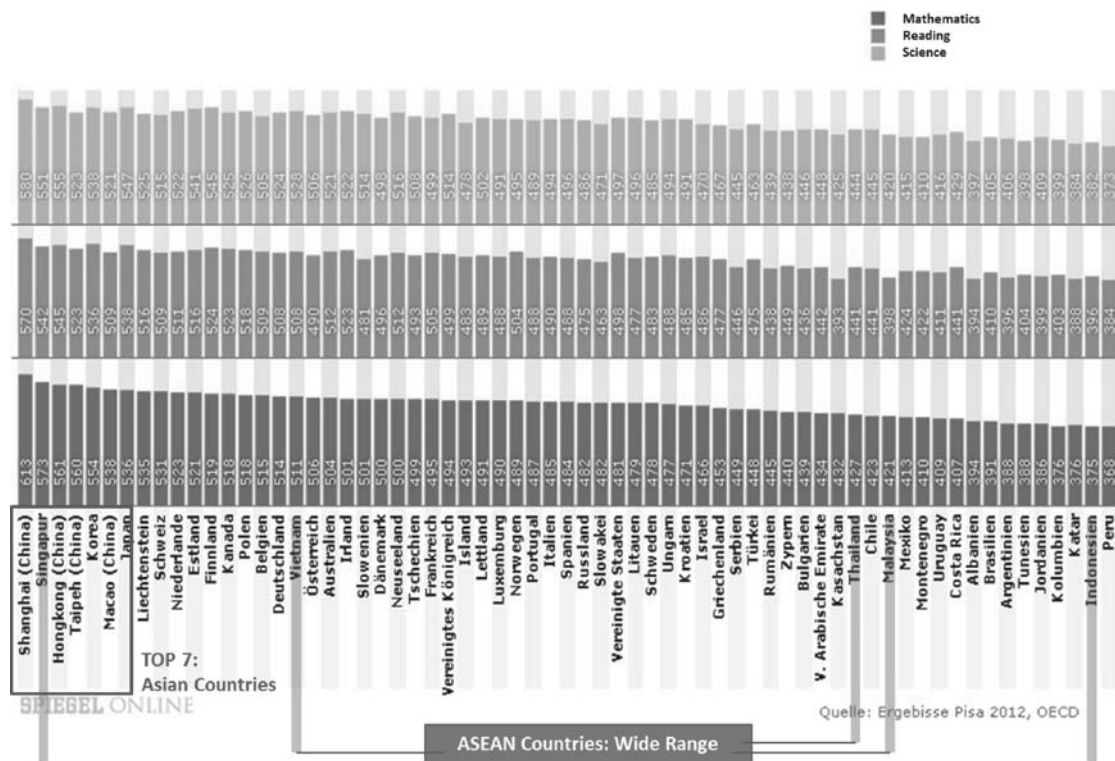


Figure 4. PISA Ranking 2012

to the aforementioned bad result of Indonesia in the PISA Ranking, points out severe professional, institutional and Governance problems, which affect individual and national chances in an increasingly international environment. The limited public discourse is often more political than based on a professional educational perspective and characterized by assumptions or assertions rather than by robust data and analysis.

Divested of a culturally conditioned tendency to avoid direct criticism, we could identify and describe within this research as major weaknesses of the existing educational system¹⁰:

- 1) education and learning are widely reflecting the socially dominant patterns of traditional authority (Max Weber, 1922): input oriented, static and self-centered, lacking basic standards of modern educational professionalism as well as reflection of international developments and their consequences for the *landscape of learning*;
- 2) Educational Governance works 'top down', it is

centralized, bureaucratized and sluggish, with weak subnational and horizontal structures, low professional capacity, missing academic discourse and innovation as well as a perspective on individual support for talents;

- 3) debates on education are dominated by political and cultural competition, by advocating different philosophies based on religion, nationalism, regionalism and related overlapping interests, while a professional dialogue on the actual needs of students under a global perspective is widely missing; and
- 4) severe regional differences in access to education and available educational resources.

Education is a matter of national policy in Indonesia, the legal frame and curricula are defined by the national government. A generally strengthened role of the regions through decentralization policy since 1998 has shown limited impact in the field of education so far. The legal basis is often not clear. Regions such as Yogyakarta emphasize new opportunities to add components to the

national curriculum, which are related to regional culture and 'local wisdom' (in Yogyakarta: *Hame Mayu Hayuning Bawana*); they criticize a too strong focus of national politics on education under the paradigm of market economy. Discussions on national level on the other side underline more a need to secure Unitarism and therefore consistency of the overall educational system; some even favor recentralization in order to achieve national goals. Consequences from Globalization are rarely reflected and thus a reasonable balance between diverse strategic objectives is not achieved in constructive discourse. Meanwhile the reality in educational institutions is characterized by management of daily difficulties on all levels due to insufficient resources. To observe is also a tendency to *headlining*, to claim achieved progress with catchy phrases that hardly meet reality. Robust data, generated through solid assessment and evaluation following international standards, are mostly missing in all areas.

That a local perspective may be not sufficient any more to guarantee a decent life, is a difficult experience for many people. Economically motivated migration from villages to cities, particularly to Jakarta, is a major topic for Indonesia's development. But important for our context is also the widespread experience that the hopes for a better life remain unfulfilled, if a solid education is missing. For an economic perspective, even in the own country, learning has become increasingly important. This trend will be reinforced with the establishing of the ASEAN Community, which is scheduled for 2015. The starting point for Indonesia according to the aforementioned PISA ranking is not competitive.

Meanwhile communication habits and related informal learning situations have drastically changed since 1998. Indonesia is the biggest market worldwide for social media; the internet has allowed the current generation of students for the first time a basically unlimited access to Information and provides the option for Learning beyond pre-structured institutionalized settings. The environment of Learning has changed for the current generation of young people in Indonesia just as for students in Germany, Japan or the U.S. And as in other countries, the reality of learning among this generation has got much more complex.

The following *landscape of learning* for Indonesia, based on our research, shows significant differences to the institutional and political setting in Germany as outlined

before. Formalized education outside school has a limited tradition, while religious instruction in Islamic schools plays an important role for the majority of the population. In contrast to Germany, a large and increasing number of young people goes along with an increasing number of seniors; their specific needs are so far not reflected at all. Indonesia is facing the challenge to handle parallel high demands for education among all age groups, starting in all areas from a low level. Key aspects of school education policy are highly related to a changing national and international political environment (decentralization, democratization, ASEAN community); the need for a groundbreaking new set up of Educational Governance is facing a bureaucratized, static administrative culture. Other major areas of challenge and conflict are - despite some running development programs - the still rudimentary system of vocational education, lacking consistency between planning routines (particularly an alignment of economic and educational policy), fundamental problems to reach professional standards and to provide quantitative and qualitative capacity (statistics, human and other resources in educational institutions etc.).

The strong position of religious Islamic schools parallel to the public schools¹¹, but also the social reality in families and local communities, which can be described as predominantly traditional; the culturally dominant principle of seniority; a shared understanding of learning as the path to take the predetermined place in society and to please God, family and community; an upholding of tradition and similar attitudes; all these issues are characteristic for Indonesia's society. They indicate a fundamental problem of the countries educational system, a predominant understanding of education as instruction and a limited understanding about individual support to develop individual strengths. The instructive character of formalized teaching targets or at least favors a repetition of knowledge and thus a confirmation of the view on things as it is approved (by authorities). It is thus input oriented and does not support abstraction, critical reflection, innovation and (individual) development. This fatal principle typically is cultivated since the very beginning of an individual educational biography, and tends to pervade all educational institutions, also universities. Beside the traditional private (religious) schools, another new type of educational institutions based on social entrepreneurship can

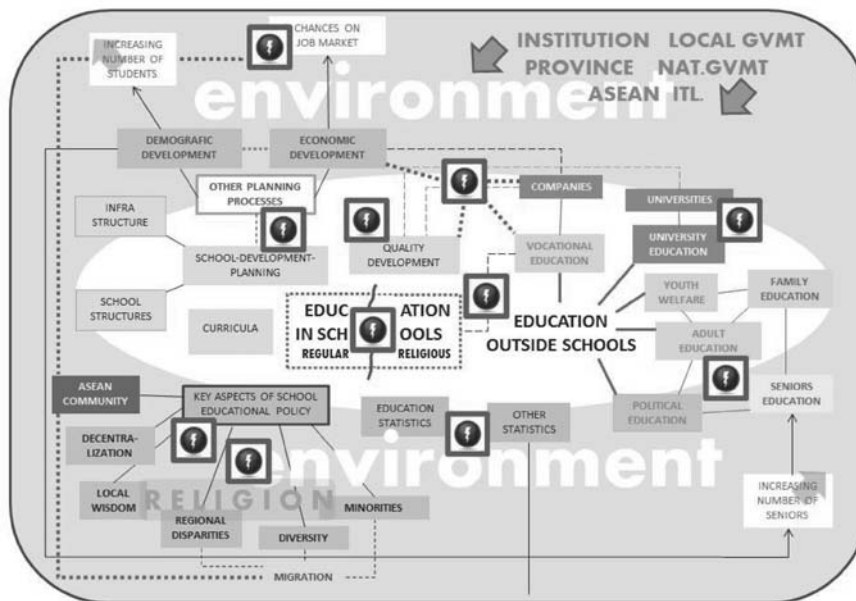


Figure 5. The Landscape of Learning in Indonesia.

be observed. New pedagogic concepts such as in the Green School in Bali (www.greenschoolalliance.org) with its commitment to sustainability and education beyond economic usability, work as a laboratory for a different, innovative, transnational approach to Learning. International Schools (For example: www.ais-indonesia.com), which are following for example American or Australian curricula, are targeting competitiveness on the international job market. Some reform oriented domestic universities like Muhammadiyah University Yogyakarta are following the path of innovation and internationalization to enhance their capacity and international competitiveness. But while these approaches are quite comparable to the activities of private schools of the new generation and other innovative institutions in Germany (as well as in other countries), a visible influence on the public debate – as shown for Germany – or even an innovative effect on the educational system is missing so far: lacking leadership of the government in modernizing the educational system, a generally weak consistency within educational organizations due to fragmentation, non existing horizontal structures of communication and cooperation as well as a general lack of professional discourse, lead to a marginalized existence of innovative educational institutions in Indonesia. Good ideas remain widely unknown and too seldom publicly appreciated.

The change from a bureaucratic top down system towards a professionalism oriented educational landscape is in Indonesia only at the beginning. As a result current Education Governance can be characterized more as administrating of the status quo rather than innovation and future oriented management. Reform oriented professionals are facing severe active obstruction. Thus, the reality in institutions and in Educational Governance lags behind the time. This is not different to other public organizations in Indonesia that face the same complex political transition since 1998 (Behrens, 2012). On the level of educational professionalism, the complexity of learning is little reflected so far.

To summarize, on the institutional and Governance level, self-conscious professional actors are mostly missing. The necessary capacity needs to be developed. To be considered is that the incompleting detachment from former authoritarian structures has a technical and a mental component. The parallel responsibility of two Ministries, each for a part of the landscape of education, is a political approach to cope with the country's complex political fundament. But it is potential source for conflict at the same time and creates an additional aspect of Education Governance that requires coordination, if consistency shall be reached. Reform approaches so far tried to define a new legal basis, while related collective cultural patterns in educational institutions and indi-

vidual mindset do change slowly. This is not supported actively by the government yet.

On the level of educational practice, the predominant culture of instruction is awaiting to be replaced by a modern approach to learning. As the necessary professional background among teachers is often missing, a reform of education in Indonesia will need at the very beginning a reform of the understanding of Learning: education for educators.

As in Germany and other countries, the environment of Learning is also for Indonesia dramatically changing. The significant role of modern communication and information technology is a groundbreaking development that offers opportunities for reform. Particularly the private schools and reform oriented institutions as small islands of social entrepreneurship could contribute to the necessary complex reform program, as well as reform oriented traditional schools and universities under private management such as within the Muhammadiyah organization.

CONCLUSION

It is the main objective for Education Governance today to initiate and to manage change processes, where a system or pedagogic practice does not lead to sufficient results and shows significant weaknesses, as shown for Indonesia. To secure perspectives for each country and its people, educational reform is essential that considers key aspects of a fundamentally changing environment (social, demographic, economic, political). The experience from Germany shows: a government that takes initiative and plays a proactive role, is an important success factor for a reform process. Its self limitation to setting a general framework, to regulation and to implementation monitoring is an appropriate approach given the complexity of a modern *landscape of learning*, as well as from a perspective of *Good Educational Governance*.

The development of necessary pedagogic concepts and their direct execution can be successfully delegated to capable third parties. In a situation as in Indonesia, it will be part of a reform process - and second key success factor - to build up such a professional basis with sufficiently professional human resources. Strong commitment and resources will be necessary, as well as professional expertise from outside. In Indonesia, good examples for innovative Learning and successful institutional arrangements are already available within the

country. International assessments from the OECD and other organizations already provide a first frame for monitoring of progress. These are two advantages that can make it easier to find a solid and pragmatic approach.

Key challenges for Indonesia will be (a) to create a consistent Educational Governance that overcomes the current competitive setting on the national policy level, which is expression of a more general competition between two philosophical-ideological perspectives since the country's independence; and (b) to concretize a new balance between the Governance levels in order to redeem the promise of regional autonomy without risking national consistency. Germany with its experiences in Educational Governance in a decentralized approach may contribute here valuable impulses.

Social entrepreneurship can play an increasing and active role for educational reform and a positive development of a *landscape of learning*. Interesting for a reform oriented country are particularly those private institutions that have shown successfully how to link up requirements of a globalized world with a unique regional culture. This is what integration of 'local wisdom' into policy making and Governance practice means.

Finally: Educational Governance and Educational Reform are always about a shared understanding (philosophy) of humanity and learning. In the current crisis of capitalism, public discourse as in Germany may lead to a more human oriented perspective on education again. Result can be a decoupling of economic development and individual development. Reform of Educational Governance in such an environment may not be limited any more to an overall objective of development in the sense of economic competitiveness, increasing individual or collective economic capacity, wealth or consumption of resources. It may lead to a rediscovery of another aspect of 'local wisdom': very traditional educational ideals in the comprehensive sense of *Bildung*.

ENDNOTES

- 1 The concept of the *Public Sphere* as an area in social life where individuals come together to discuss societal problems in order to influence political action was developed particularly by Hannah Arendt (1958) and Jürgen Habermas (1962).
- 2 Accessibility here in the sense of equality of all

- citizens in their option to visit educational institutions according to talent, interest and choice without insurmountable (financial) obstacles.
- 3 As key objective of education was defined to support the development of an autonomous individual that acquires self-determination and maturity through the use of reason. Independent thinking and acting, the continuous improvement of individual capacity and disposition was concretized in goals such as determination, diligence, sense of responsibility for own life as well as for the community, result orientation, excellence, optimism and tolerance. From today's economic perspective one could say that it supports the development of major strengths of an entrepreneurial character. From a political perspective, education targets to form responsible citizens, who participate equally and responsibly in the democratic processes in a pluralistic society.
 - 4 A summary by Jürgen Oelkers (2005).
 - 5 According to OECD (2006), Germany with 6 % and Switzerland with 5 % of the students visiting a private school are clearly below the OECD average of 14 %. Meanwhile the share of private schools in the Netherlands is close to 70 %, in Ireland around 60 % and in Spain around 35 % (all data for 2006).
 - 6 The so called *Coast Coalition*, in German: *Küstenkoalition*, formed out of Social Democrats, Green Party and the Party of the Danish Minority.
 - 7 The debate started with the report published by the Club of Rome in the early 1970s.
 - 8 Key slogan of the campaign of the prevailing presidential candidate Joko Widodo was the call for a 'mental revolution', in Indonesian: *revolusi mental*.
 - 9 The trend to refer to 'Local Wisdom' remains an ambivalent issue. It may highlight the need to come to a balance between necessary modernization and local culture, or to concretize concepts for reform considering specific local conditions. But it is (mis)used occasionally as a strategic argument to obstruct reasonable development and not seldom remains a blurry, unconcrete term. In this context an integration of 'Local Wisdom' is understood as successfully

linking up requirements of a globalized world with a unique regional culture.

- 10 Analysis by Behrens (2014) based on qualitative interviews with key persons in the Indonesian educational system.
- 11 Islamic schools are not supervised by the Ministry of Education, but by the Ministry of Religious Affairs. Strictly speaking one could assume a (competing) parallel structure of school education, both with its own standards and agenda. This Governance setting corresponds with the parallelity of a democratic constitution that is emphasizing plurality as basis for Indonesia's nationhood, and a growing cultural dominance of Islam as two competing political bases of the country.

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