



Two decades of decentralization in education governance: Lessons learned and future outlook for local stakeholders

Prof. Dr. Marius R. Busemeyer
University of Konstanz

OECD Conference
„Effective local governance in education“
Warsaw, April 16, 2012



NRW beendet „Bildungskrieg“ mit neuer Schulform

Eine große Bildungscoalition erfindet eine neue Schulform: In wochenlangen Geheimgesprächen haben SPD, Grüne und CDU in Nordrhein-Westfalen die „Sekundarschule“ konzipiert. Der Friede nach dem langjährigen „Schulkrieg“ soll von Dauer sein.

F Empfehlen

Tweet

+1



Julian Stratenschulte

Wie geht es weiter an den Schulen NRWs - die Rot-Grüne Minderheitsregierung und die CDU-Opposition haben sich geeinigt.

Düsseldorf. Mit einer neuen Schulform beenden die rot-grüne Minderheitsregierung und die CDU einen jahrzehntelangen Streit um das Schulsystem in Nordrhein-Westfalen. Nach mehrwöchigen Spitzengesprächen einigten sich beide Lager darauf, eine schulformübergreifende „Sekundarschule“ ohne eigene Oberstufe für die Klassen 5 bis 10 einzuführen.

„Wir haben für Nordrhein-Westfalen einen Schulfrieden für die nächsten zwölf Jahre geschlossen“, sagte die Ministerpräsidentin und SPD-Landeschefin Hannelore Kraft (SPD) am Dienstag in Düsseldorf. Der CDU-Landesvorsitzende, Bundesumweltminister Norbert Röttgen, betonte, mit dem Kompromiss werde das gegliederte Schulsystem politisch und verfassungsrechtlich abgesichert. „Es wird definitiv in Nordrhein-Westfalen keine Einheitsschule geben.“ Er gehe davon aus, dass der Konsens über NRW hinaus Bedeutung erlangen werde.

Vertreter der Verhandlungsparteien und mehrere Lehrerverbände sprachen von einem „historischen Kompromiss nach jahrzehntelangem ideologischem Streit“. Kraft räumte ein: „Jeder hat Kröten schlucken müssen.“



Introduction and overview

- Decentralization of education: A global trend!?
- Commonalities and differences across countries
- Historical and political context: Why decentralization?
- Pros and Cons of decentralization
- What comes next?

From the local back to the national level?

From outputs back to inputs? → Teacher training and education

New ways of thinking about accountability → Social inclusion, employability and social capital



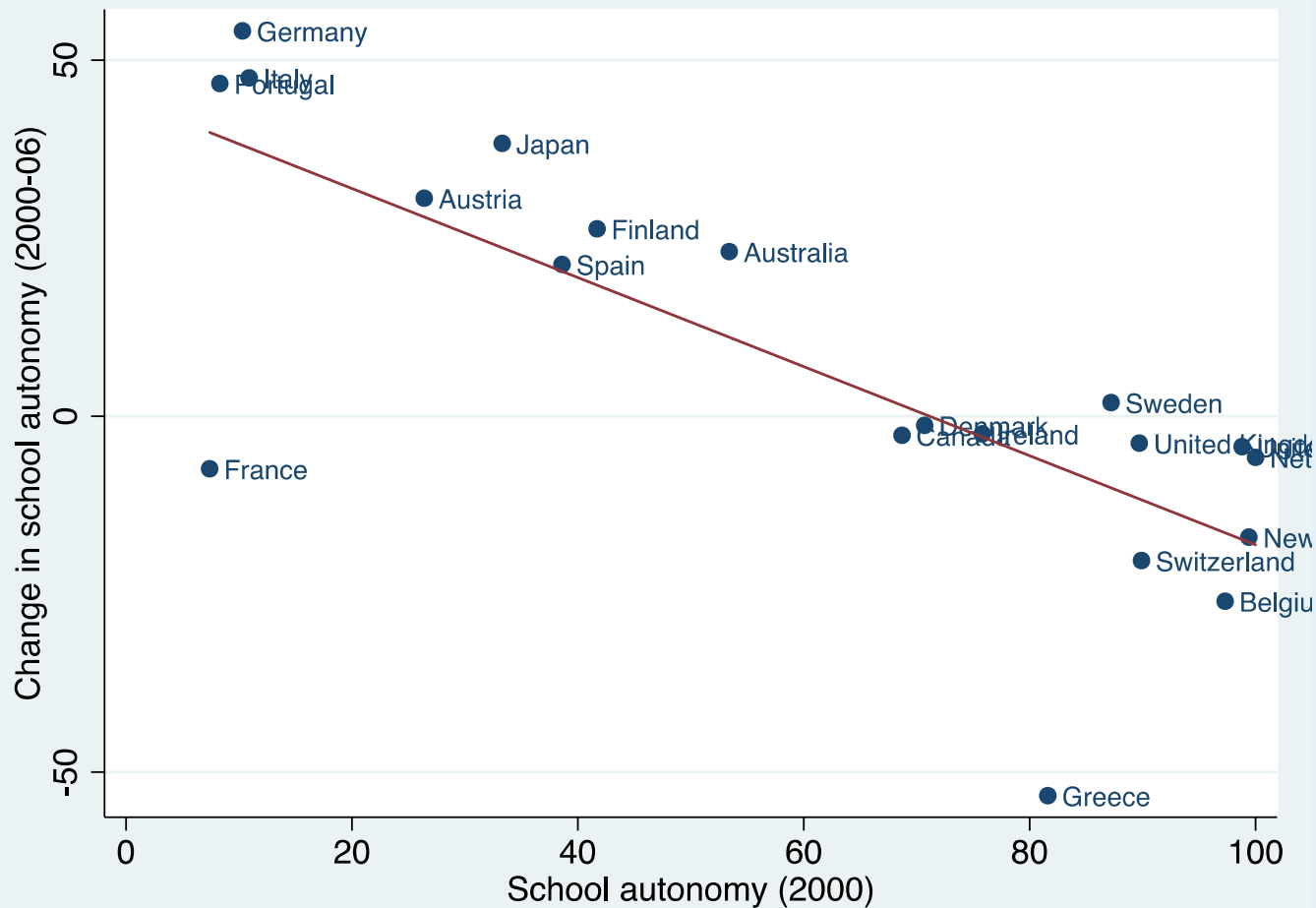
Global trend towards decentralization

	School autonomy (2000)	School autonomy (2006)	Change	Change in educational performance (PISA- Math Score, 2003- 2009)
Germany	10.3	64.4	+ 54.1	+ 10
Italy	10.9	58.4	+ 47.5	+ 17
Japan	33.3	71.6	+ 38.3	- 5
Portugal	8.3	55	+ 46.7	+ 21
Sweden	87.2	89.1	+ 1.9	- 15
USA	98.8	94.5	- 4.3	+ 5

Sources: Columns 2 and 3 from Schlicht, Teltemann, Windzio, 2011: Deregulation of Education: What does it mean for efficiency and equality? TransState Working Paper; Column 4 from OECD PISA 2009 Database, Table V.3.1.



Convergence and catch-up





Commonalities across nations

- Increasing the role of local stakeholders
 - From hierarchical, input-oriented governance modes to output-oriented steering from a distance
 - New forms of accountability and competition
-
- But: different dimensions of decentralization: administrative, fiscal, political
 - Deconcentration
 - Deregulation
 - Privatization



National flavors of decentralization

- Limited decentralization, focus on administrative dimension (ex. France)
- Cooperative model (examples: Scandinavian countries)
- Voluntaristic model (examples: UK, US)
- Federalist countries: „double movement“: strengthening the role of schools as well as the central level



Historical and political context

- Education system embedded in political economy and welfare state
 - Decentralization of education runs parallel to...
 - ...liberalization of labor market policies
 - ...“recalibration“ of welfare state benefits
 - ...general shift from state to market provision of services
 - ...but also: expansion of family policies (early childhood education), service dimension of the welfare state, „social investments“
- Is this a coincidence or is there a deeper causality at work?



Explanations

- Neoliberal ideology
- Long-term historical dynamics of welfare capitalism
 - Regulation: creation of national education systems
 - Popular demand for deregulation and decentralization
 - negative side effects lead to re-regulation
- Popular demand for decentralization
 - opposition to bureaucratization, capture by special interests, inefficiencies, inequities, etc.
- Structure of organized interests explains whether decentralization reforms are successful or not



Pro decentralization

- Better fit between schools and local demands, more choice for families
- Local level has information advantage
- Promoting participation and democracy at the local level, prevents capture of national institutions by special interests
- Enhances efficiency of provision because localities compete with each other

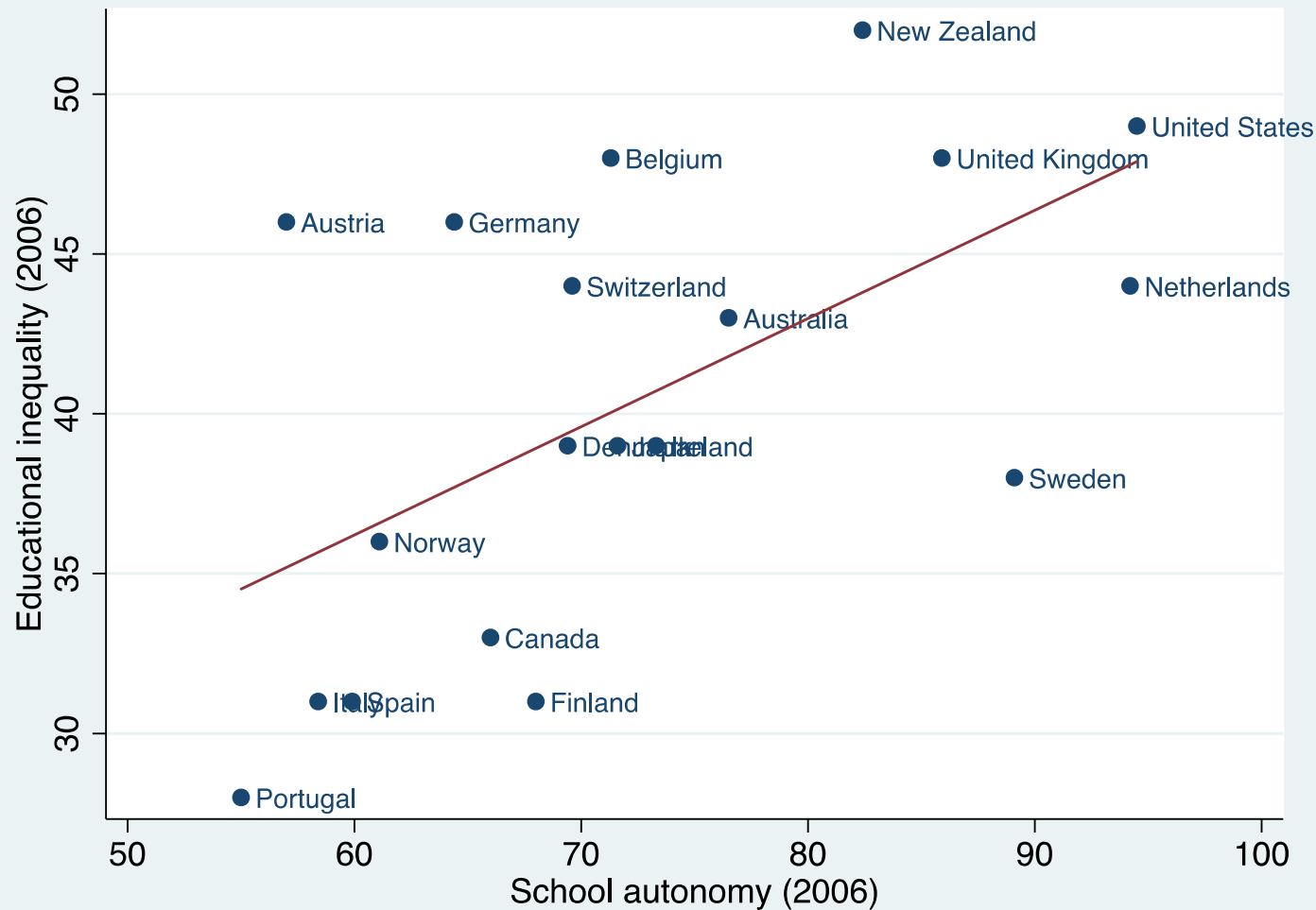


Contra decentralization

- Not less, but more bureaucracy
- Local institutions can also be captured by special interests
- Administrative “overload” on the local level
- Competition might have deleterious consequences in terms of costs
- “Gaming” of the system when performance standards are set at the distant national level
- Impact on educational performance remains unclear
- Negative externalities: increasing stratification

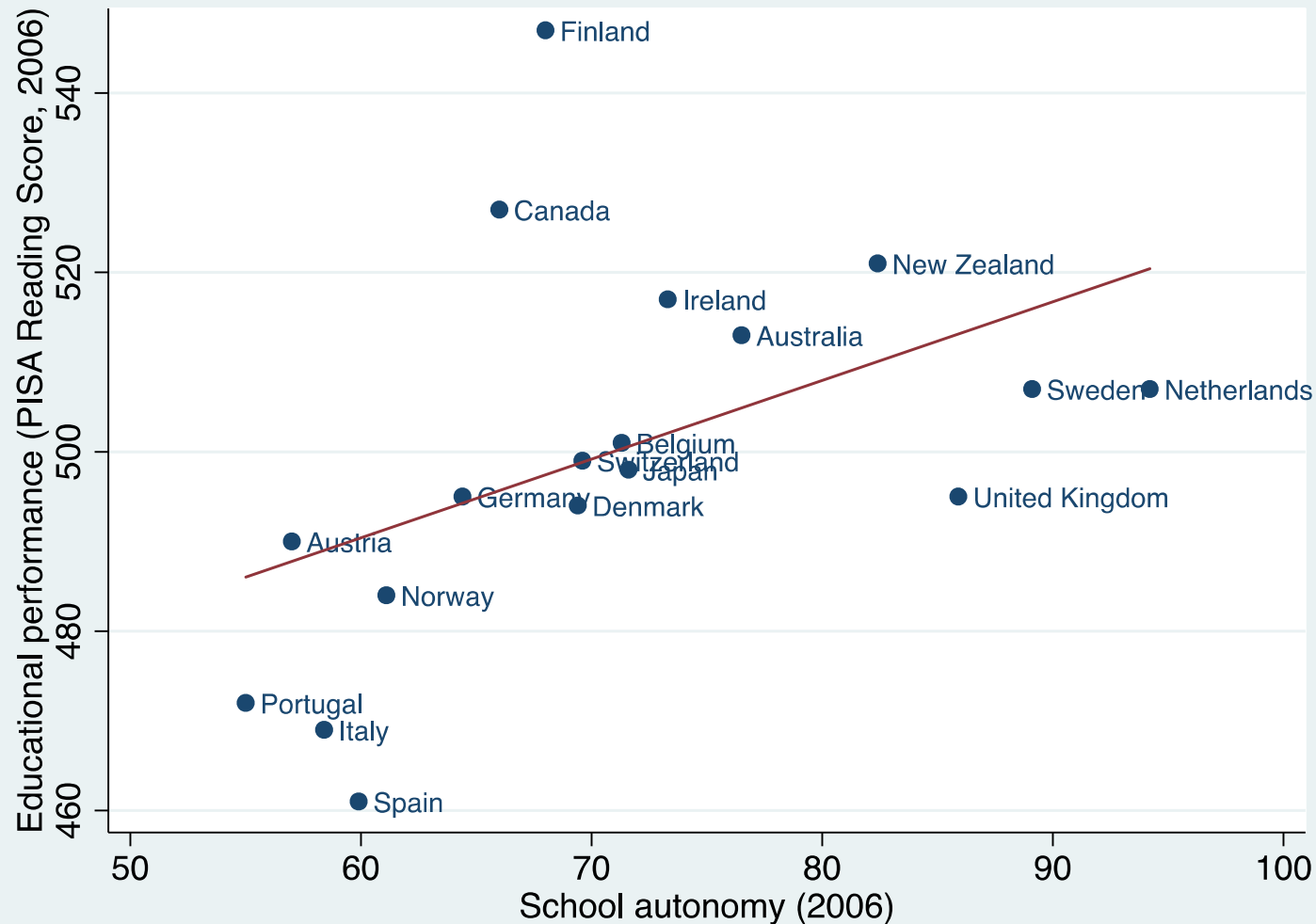


School autonomy and educational inequality





School autonomy and educational performance





What comes next?

From decentralization to re-centralization?

- National standards/curriculum
- Collective wage bargaining over teacher pay
- Infrastructure investments
- Expansion of underdeveloped sectors of education system (i.e. early childhood education)



What comes next? (II)

From outputs back to inputs? Reforming teacher training and education

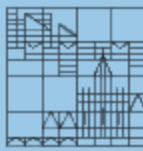
- Increasing the attractiveness of teaching profession
- Increasing the permeability between teaching and other kinds of employment
 - improving the link between education and the world of work
- Reviving trust in professional educators



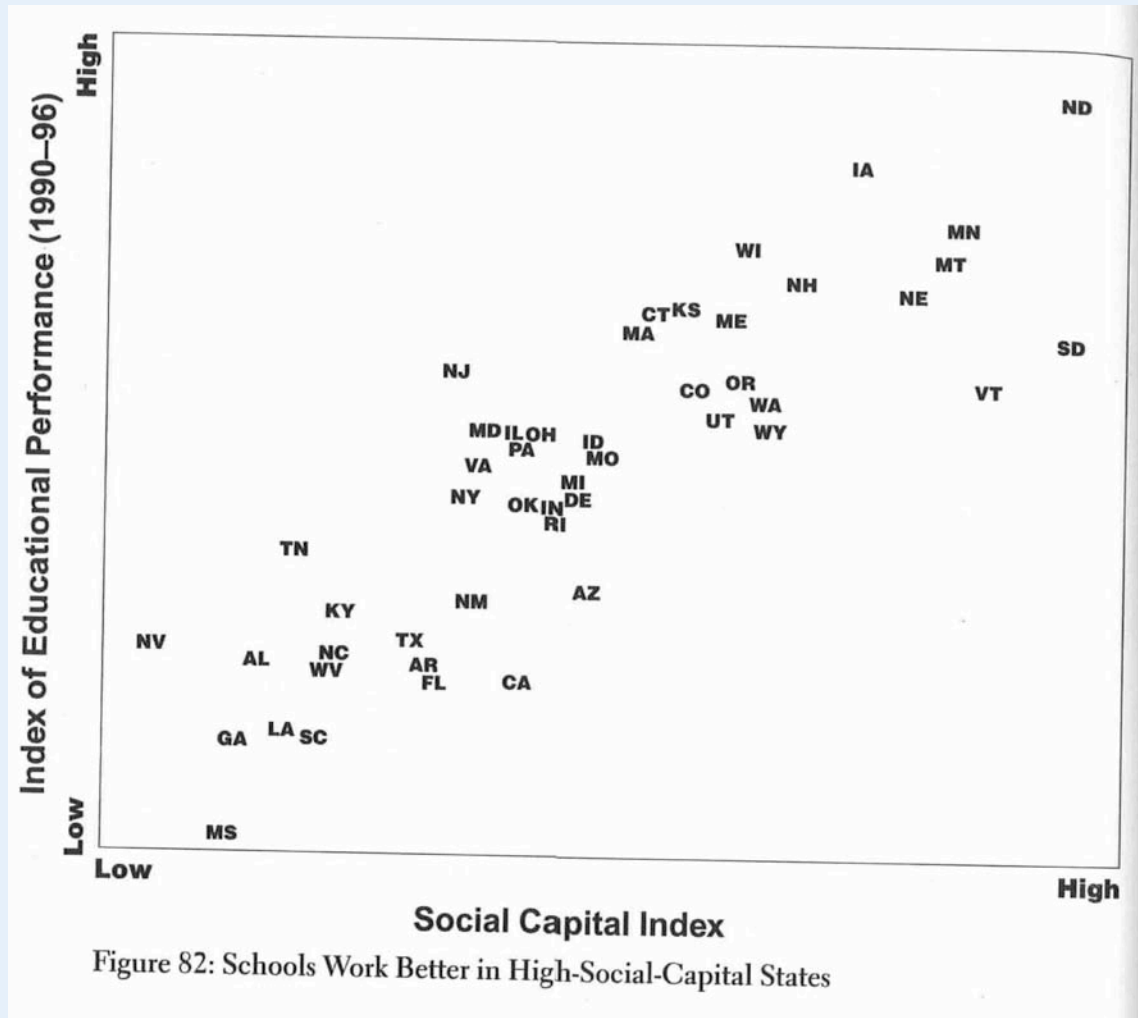
What comes next? (III)

New forms of accountability

- Focus on educational performance too narrow
 - Additional dimensions:
 - social inclusion
 - connection to world of work
 - connection to local community
- Revival of community model of accountability?



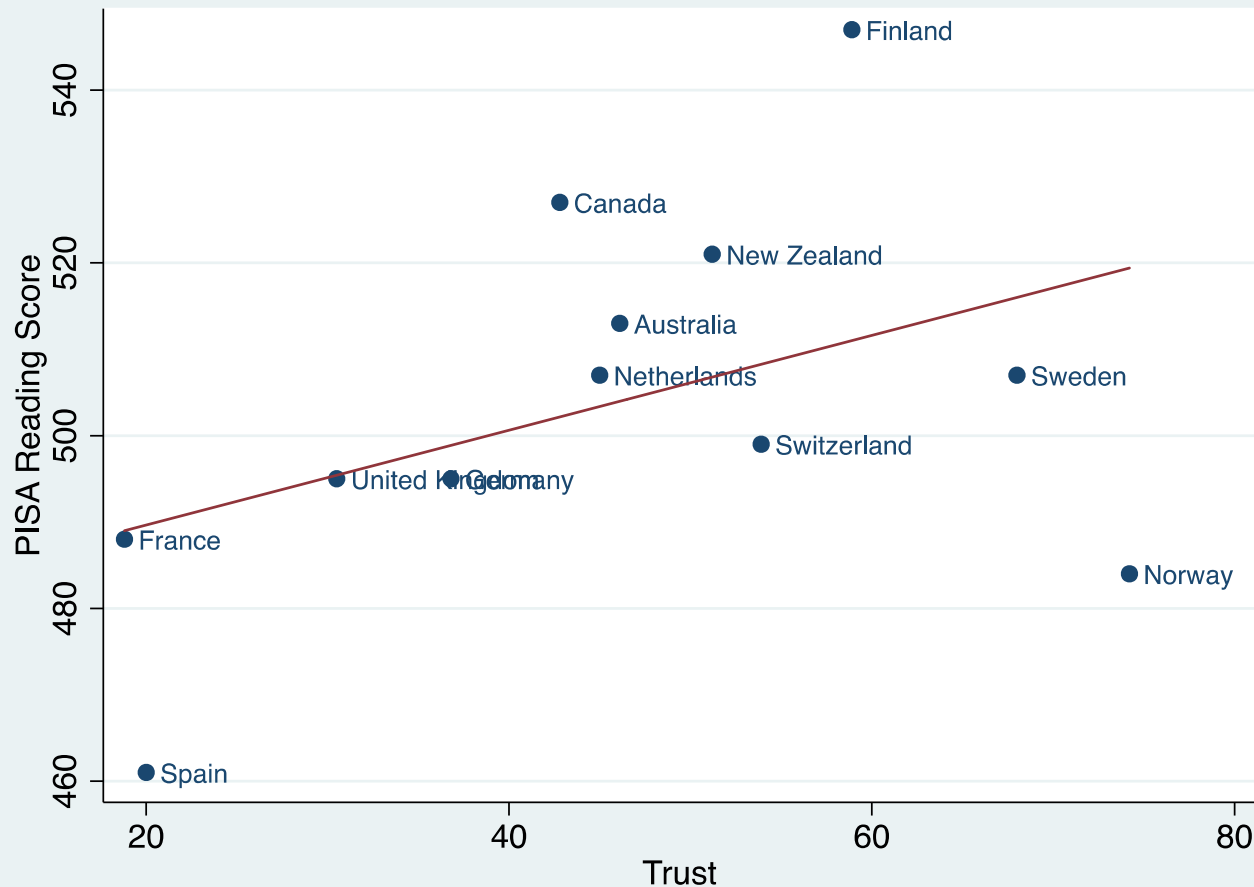
Social capital and educational performance



Source: Putnam,
2000: Bowling
Alone, p. 300.

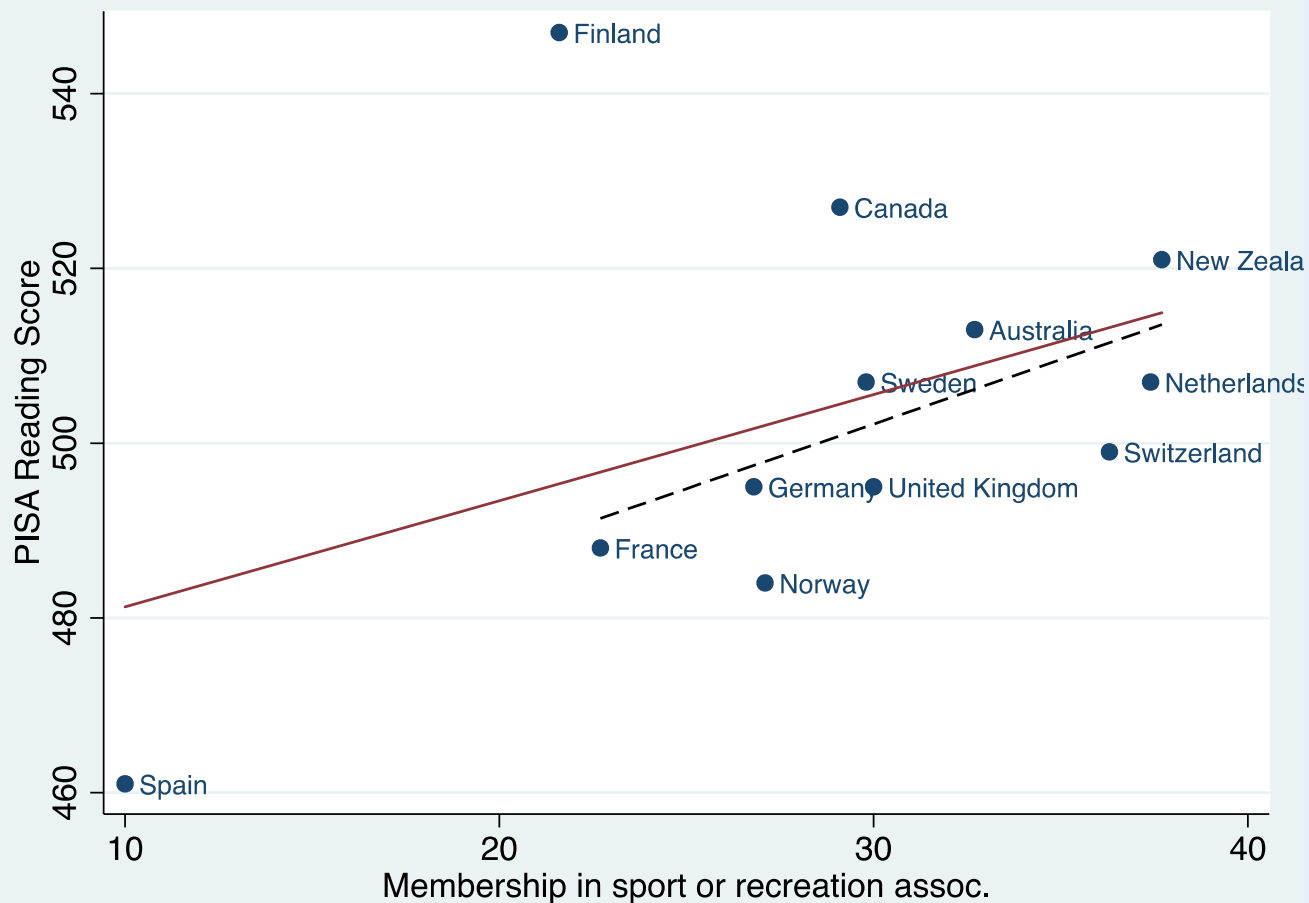


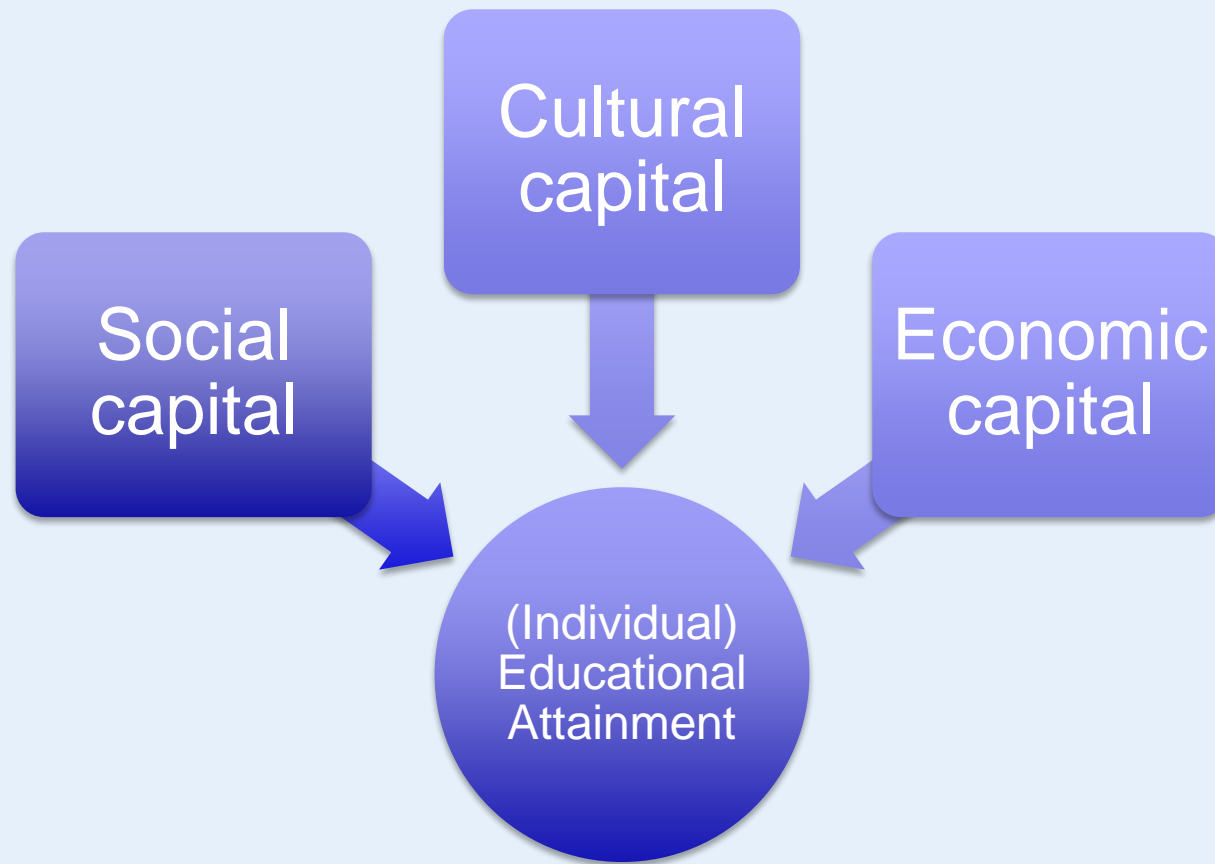
Social capital and education in international comparison: General trust





Social capital and education: Membership in civil society associations









Thanks for your attention!