

**Expanding International Education in Indonesia: An Analytical Map of Government and
NGO Construction of Education Policy**

by

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**EXPANDING INTERNATIONAL EDUCATION IN INDONESIA: AN ANALYTICAL
MAP OF GOVERNMENT AND NGO CONSTRUCTION OF EDUCATION
POLICY**

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University of Pittsburgh, 2012

This research is aimed to analyze existing international education policies in Indonesia. I specifically conducted a comparative analysis on policies or regulations that a local non-governmental organization, the *Putera Sampoerna Foundation (PSF)*, and the *Ministry of Education (MONE)* are constructing for their k-12 international education programs. I analyzed PSF and MONE public official documents on international education policies, including MONE legal documents and decrees on education and PSF official guidebook on the organization's educational projects. I compared and contrasted the two actors' frameworks on the type of identity and responsibility that international education should form in students. Using a qualitative research method of space mapping, I located the two actors' position within the three major international education frameworks: 1) neoliberal education, 2) human rights education and 3) environmental education. Through this analysis, I was able to see where the two actors stand in relation to one another, in terms of their goal for international education. Results from this study are expected to facilitate the development of quality international education practices in Indonesia by promoting cooperation between the national government and local organization in providing this education.

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1.0 INTRODUCTION

The world in which we live today is rapidly changing. Globalization is at the core of the shift toward a more interconnected world society. It is a phenomenon that alters the economic, political and cultural structures of societies across the world (Stromquist & Monkman, 2000; Reid, 2005). The rise of the global free market economy and the resulting expansion of industrialization, along with the advancement of telecommunication technology, have been recognized as the three main drivers of globalization (Carnoy, 1999; Carnoy & Rhoten, 2002; Spring, 2004; Sylvester, 2005). Educational systems all across the world have the role to develop the capacity for young people to become functional members within their community. Consequently, they too are impacted by these societal changes. Schooling is now expected to help provide the skills, knowledge and identity necessary for young students to be competent and to respond effectively in the face of their globalizing society. International education, or education for the global era (Parker & Camicia, 2009), has thus been established to promote global competencies.

Globalization has also changes the structure of actors involved in the development of education. In addition to national governments, international organizations as well as non-governmental organizations are becoming more influential in the formation of educational policies existing in many nation-states today (Boli & Thomas, 1999; Spring, 2004). This wide variety of educational actors has made it difficult to establish a universal definition or framework to international education. And the various frameworks that do exist today are ultimately influenced by the actor's vision or goal of socioeconomic development (Sylvester, 2005).

Indonesia's educational structure has been significantly impacted by the globalizing of Indonesia's economy. The introduction of a decentralized education system (Heyward, Cannon & Sarjono, 2011) and the increasing public demand for international education programs in Indonesia are two elements that have critically changed the dynamic of the country's current education system. In addition to governmental institutions, local private non-governmental organizations are also becoming more involved in the formation of international education policies in Indonesia. With an extended scale of educational actors, approaches to international education in Indonesia are diverse and distinct to each actor's socioeconomic interest (Coleman, 2009a; Sumintono & Mislán, 2011).

This study is aimed to further examine the impact of globalization on existing international education policies in Indonesia. I will specifically be analyzing the type of international education frameworks that are being exercised by the government and a local NGO. As will be discussed further, these national actors differ in their political orientation as well as conceptualization of development.

1.1 RESEARCH QUESTION

The purpose of this thesis is to analyze existing international education policies in Indonesia. More specifically, it is aimed at providing a clearer understanding of the type of framework that the Ministry of Education (MONE) and a local non-governmental organization, the *Putera Sampoerna Foundation* (PSF), are adapting in their international education and how these frameworks reflect the actors' conception of appropriate competencies and identity in the global

era. Moreover, current study is also aimed to analyze how these adapted frameworks can be used to expand the two actors' cooperation in promoting international education in Indonesia.

My research questions are: 1) On what framework has Indonesia's MONE and the PSF based their international educational policies? and 2) What are the basis elements for both actors to cooperate with one another in promoting international education policies?

1.2 SIGNIFICANCE

I believe this research is important because it will be analyzing international education in Indonesia through a perspective that has not been used in prior studies. This analysis will fill information 'gaps' to existing findings on research dealing with the importance of international education in shaping Indonesian students' identities and competencies in the globalizing society. Findings from this research can also add to information from prior studies examining the relationship between the national government and local NGOs and its implications on the development of Indonesia. Though prior studies have analyzed the differing role between national government and NGOs in approaching international education (Spring, 2004; Sylvester, 2005; Butts, 1971), no studies have been done to analyze the NGO-Government relationship in the development of international education in Indonesia. Previous research that did examine NGO-Government interaction in Indonesia (Antlov, Ibrahim & van Tuijl, 2005; Hunt, 2008) did not include international education in their comparative analysis. Moreover, prior qualitative studies on public international education programs in Indonesia (Coleman, 2009a; Coleman, 2009b; Sumintono & Mislán, 2011) did not map or provide an analysis on the national government's position in its international education policy framework. By conducting a

qualitative mapping of both the government and the local NGO positions within three (neoliberal, human rights, and environmental) of the various existing international education frameworks, this analysis will be able to provide an original data on the two actors' approach to international education

2.0 GLOBALIZATION AND BASIC/K-12 EDUCATION

Globalization has been defined as a phenomenon that involves a set of processes by which the world is integrated into one economic space through the internationalization of trade, production and financial markets, as well as culture, promoted by an increasingly networked global telecommunication system (Gibson-Graham, 1998). The global economy functions as a large-scale “free trade” market with few governmental restrictions, consequently increasing economic networks as well as competition among countries across the world (Kis-Katos & Sparrow, 2009; Edmonds, Pavcnik & Topalova, 2005). International economic relationships and advancements in information technology, telecommunication and transportation also contribute to the globalization of politics and cultural ideologies as nation states (Stromquist & Monkman, 2000). The globalizing world has also led to the growing influence over the changes occurring in local as well as regional societies. Intergovernmental agencies such as the World Bank and the United Nations are influential in the economic, political and social policies of nation-states.

All of these essential factors of globalization - 1) a global market, 2) advancement of technology and 3) the globalizing governing systems - have significant influence on the development of public education systems today (Carnoy, 1999). There are five general trends of globalization impact on k-12 education systems, each of which is dealt with in a section below.

2.1 EDUCATION FOR GLOBAL LABOR MARKET

Economic globalization and the rise of the global market have been especially influential in changing the structure of modern era education. Education is becoming more and more perceived by economic actors—including the national governments—as an investment in human capital. More specifically, public schools have evolved into a place where youths are prepared with the skills and knowledge necessary to increase their productivity and competencies as future laborers in the global market (Pritchett, 1996; Becker, 1993; Spring, 2004). As Carnoy (1999) has pointed out, today’s massive movements of capital critically depend on information, communication and knowledge of the global markets.

Public school curricula have been designed around courses or subjects concentrating on “market-relevant” skills, skills that will fulfill the global economy’s high demand for innovation, financial investment and corporate management (Carnoy, 1999; Stromquist & Monkman, 2000). These skills include mathematic reasoning, scientific logic, technology and programming literacy and proficiency in the English language as the language of international business. Technology is in fact emphasized as a major driver of labor productivity. Knowledge of technology is expected to help students to be more productive, which would further the growth of the global economy (Pritchett, 1996). Student proficiency in the English language, which is the primary language used in international business, can further enable them to communicate and cooperate with others in global labor market.

The market approach toward schooling is being increasingly promoted in national education systems across the world. Growing numbers of national leaders are calling on schools to prepare students for the global economy (Becker, 2002; Suarez-Orozco & Sattin, 2007; Spring, 2004). This trend is especially evident in economically leading countries such as the

United States, Japan and the United Kingdom (Stromquist & Monkman, 2000; Carnoy, 1999) as well as China, Singapore, Indonesia and other countries with increasing participation in the global market (Spring, 2004; Kemdiknas, 2006; Mok, 2004). Due to the increasing prominence of promoting Information and Communication Technology (ICT) skills within the national education curriculum, facilities within public schools in these countries are becoming more technologically advanced as various media are integrated within classroom learning (Haryana, 2007; Mok, 2004; Pritchett, 1996).

2.2 EDUCATION FOR GLOBAL COMPETITION

The competitive nature of the global market has also influenced the standards of education acceptable for the international community. As Carnoy (1999) pointed out, globalization means more competition. With the increasing prominence of the global market, national governments are under pressure to compete with one another to attract foreign investment and capital. The quality of national education systems are now measured by students' performance in comparison to those of other advanced countries. Quality of national education is also becoming a benchmark for national economic development as well as status within the international market and public sphere (Carnoy & Rhoten, 2002; Carnoy, 1999). A country possessing an international-standard quality education system is able to attract foreign capital investment within their local economies.

International standardized testing is one tool that international agencies have established to measure and compare quality of national education among countries (Carnoy & Rhoten, 2002). The *Organisation for Economic Co-operation and Development (OECD)* for example

developed the *International Student Assessment (PISA)*, a standardized test that measures students' literacy in math, reading, science and problem solving ability (Organisation for Economic Co-operation and Development, n.d.). As an international organization that functions to facilitate economic growth, OECD believes that the skills being tested in PISA are most relevant to global development (OECD, n.d.). Thus students' performance in market-driven skills, such as mathematics and science, would determine the quality of national education they have received in their country. The PISAs were originally used to measure educational quality in OECD member countries, i.e., countries in the advanced economy sector such as the U.S. and Japan as well as those with emerging economies such as Turkey. However, this test is now being administered in local public schools of other major non-member economies, such as Indonesia and China, to track these countries' progress in development within this international standard (OECD, n.d.).

2.3 EDUCATION FOR DEMOCRACY

Political and cultural globalization resulting from the liberalization of international market economies has led to the spread of democracy to other societies across the world (Carnoy & Rhoten, 2002). The idea of freedom and the right of the individual to make choices for their society has become increasingly adopted as political ideologies in many nation-states and thus are also being reflected in education systems. Two major approaches have been taken to further promote democracy in today's education system: 1) neoliberal democracy and 2) democratic globalist and cosmopolitan citizenship

2.3.1 Neoliberal democracy

The face of economies in today's globalization era, including free trade, foreign investment, and private enterprises, is a manifestation of the capitalist or neoliberal framework of democracy as a means to regulate the global market (Stromquist & Monkman, 2000). The teaching of a *neoliberal* sense of democracy in basic education is thus perceived by many economic actors to be important to national as well as international economic development (Reid, 2005). Youths embracing the neoliberal style of democracy are expected to value the importance of competition, privatization and limited government regulation in promoting economic growth (Reid, 2005). Along with their proficiency in the market's four essential skills (i.e., science, technology, English and math, or STEM), the adoption of neoliberal democracy is perceived to better prepare students to become a successful and productive participant in the global market economy.

The "liberal" nature of the democratic market is further manifested in another globally significant educational reform: the decentralization and privatization of national education systems (Carnoy, 1999; Carnoy & Rhoten, 2002; McGinn, 1997). Structure within a decentralized and privatized education system is inspired by the neoliberal nature of the global market, which values little government regulation and free competition between private sectors. This system is considered to be a democratization process for education as it distributes accountability and control among different stakeholders in the education system. It is also considered to be an effective strategy in ensuring the quality of national education in response to the globalizing economy and labor market. A wider distribution of responsibility over the education sector is expected to increase the efficiency of the system as it allows each stakeholder to determine the appropriate effective response to the specific needs of their local constituencies

(World Bank, 2004). Furthermore, with education perceived more as a private good than that of the common good, schools are consequently competing to provide students with the best quality - in this case, it is an education that can best prepare students for the democratic global labor market (Carnoy, 1999; Stromquist & Monkman, 2000; Mok, 2004). The “liberalization” of education systems is becoming particularly pronounced within economically advanced and emerging countries.

2.3.2 Democratic globalist and cosmopolitan citizenship

With increasing interdependence in today’s societies, the ability to recognize and to understand the different cultures existing in the world is also becoming highly emphasized in education (Heyward, 2002; Gorski, 2008). As the ‘human face’ of globalization, transnational migrations have increased cultural diversity and plurality in many economically advanced and advancing countries, countries that have been receiving increased amount of immigrants coming from various places in the world to find better social and economic opportunities (Suarez-Orozco & Sattin, 2007). As a consequence, the demography of the student population of schools in these countries has also becoming more multicultural.

Efforts are thus being made to educate students on the importance of global awareness and cross-cultural understanding. Increasing numbers of schools are promoting values of *democratic-globalist* and *cosmopolitan democracy* to their students. The teaching of this type of democracy involves the promotion of “global citizenship” and “international understanding” in students (Heater, 1996; Suarez-Orozco & Sattin, 2007). By fostering such expanded identity, students are able to have deeper knowledge and understanding of the globalizing world in which they live.

In contrast to neoliberal democratic values, a democratic-globalist attitude promotes a more “humanitarian” approach to democracy. By teaching students values on global citizenship and international understanding, they would be able to help foster social cooperation and tolerance within the increasingly interdependent world community. A democratic-globalist attitude also emphasizes the need for students to foster “social democracy” where social mobilization is possible, and social equality and universal cohesion are prioritized. Within the school environment itself, students who have developed cross-cultural awareness and tolerance are expected to be able to overcome cultural differences as well as tensions they may have with their classmates and the rest of the school community (Sylvester, 2005). Efforts to promote global or cosmopolitan citizenship however do not necessarily require students to set aside their national identity and patriotism. Quite the contrary, students are also expected to also be as equally aware of their national values as they expand their identities (Osley & Starkey, 2003).

There are several ways that teachings of democratic globalist and cosmopolitan citizenship are being practiced in school. Many schools are increasingly incorporating lessons on globalization-related issues within their curricula and classroom learning (Griffin & Spence, 1970; Becker, 2002). For example, students are being informed on social, political and economic issues occurring in the world as well as environmental and ecological problems that have occurred as an impact of globalization (Becker, 2002). By reporting on these issues, students are expected to gain awareness of the prominence and impact of global-scale human interdependencies (Osler & Starkey, 2003).

An increasing number of primary and secondary schools are also offering multicultural education to promote “intercultural awareness and tolerance” (Gorski, 2008; Heyward, 2002). There are currently two types of multicultural education: 1) *traditional*, which simply informs

students about the different type of cultures existing in the world (Leestma, 1969; Griffin & Spence, 1970) and 2) *modern* or *critical*, which encourages students to have “multiple perspectives” and “critical thinking” ability (Gorski, 2008; Heyward, 2002). The modern approach to multicultural education teaches students to view events occurring in the world from various different cultural perspectives and values (Gorski, 2008). Both approaches to multicultural education have the common goal of nurturing students who are able to promote peace and harmony within an increasingly diverse environment.

Due to the humanitarian nature of this approach to democratic citizenship, many human rights non-governmental organizations (NGOs) have advocated the practice of education for global citizenship and international understanding (Sunarto, Heng, & Saifuddin, 2004; Spring, 2004; Boli & Thomas, 1999).

2.4 EDUCATION FOR CULTURAL IDENTITY

The issue of identity is becoming an important element in today’s education (Gorski, 2008). According to Osley and Starkey (2003) an individual’s *identity* or citizenship requires a sense of belonging. And with today’s interconnected societies, this sense of belonging is becoming even more blurred (Heyward, 2002). The following section describes how many nation-states are responding to this issue.

2.4.1 Nationalist movement

Global citizenship is not the only type of identity being promoted in education in the global era. Many national governments and actors have on the contrary increased a stronger promotion of national citizenship in education as a response to globalization (Spring, 2004; Butts, 1971; Sylvester, 2005). This reaction is based on the growing assumption that nation-states are becoming less powerful as structures of society (Suarez-Orozco & Sattin, 2007). Moreover, national actors are becoming more concerned that the growing movement to promote global citizenship would consequently weaken students' loyalty to national values.

The widespread introduction of the Western culture has caused uneasiness over the survival of national and traditional cultural values in non-Western societies (Sutijono, 2010; Spring, 2004). Youths all across the world are becoming more similar to one another as they exchange cultural ideas and values through today's advanced technology (Suarez-Orozco & Sattin, 2007). The fear that non-Western youths are losing touch with their traditional culture and, more importantly, a sense of loyalty to their nation-state has motivated many national governments to counteract education on global citizenship with one of a nationalist emphasis (Butts, 1971; Spring, 2004; Stromquist & Monkman, 2000). While lessons on global-related skills and knowledge may be included in their national education curricula, national governments continue to address the importance for youths to prioritize their national culture and the competitiveness of their nation-state in this globalization era (Sylvester, 2005).

Multicultural education is often used by national governments to promote national citizenship in education (Sunarto, et al., 2004; Sylvester, 2005). Within the nationalist approach to education, multiculturalism is however designed to foster students' awareness, understanding and adoption of cultural values existing in their own nation state. In other words, the national

actors' use of multicultural education is *exclusive* or does not encourage an *inclusive*, beyond national border, type of multicultural tolerance (Sutijono, 2010; Watson, 2004). This approach to plurality in nationalist education is especially prominent in Singapore and Indonesia, where the cultural diversity imposed by globalization has posed a cautionary awareness of the preservation of its national culture (Spring, 2004; Sunarto et al., 2004).

The tensions between the inclusionary values of globalization and the exceptionalist values of many nationalists need much more visibility and dialogue.

2.5 CONCLUSION

Globalization has yielded major structural changes in both local and global society. These changes have impacted the nature of education, where the development of educational policies is becoming more and more influenced by the shifting structure in the economies, politics and cultures of the globalizing society.

These impacts of globalization have influenced the nature of international education policies. More specifically, the five general changes imposed by globalization on education (preparation for global market, global competition, neoliberal democracy, cosmopolitan citizenship and national identity) serve as the foundation for the construction of existing international education policies—policies that have been of growing interest to both the public and private sectors. As will be discussed in the next chapter, the changes that globalization has imposed on current educational systems are significantly influenced by the framing of international education (Spring, 2004).

Moreover, these literature reviews on the impacts of globalization on education would also serve as indicators of how globalization is also significantly changing educational system in Indonesia.

3.0 FRAMEWORKS OF INTERNATIONAL EDUCATION

International education is generally referred to as education that promotes globally competent students. This education is specifically intended to provide competencies or skills that would help students to face the challenges of the global era (Parker & Camicia, 2009). Through this education, students are also expected to become positively contributing future generations able to further the development of their globalizing community. Though global competency serves as a general theme to international education, there is in fact no universal definition or description of what actually is entailed in the goal and practice of international education.

According to Joel Spring (2004), there are three major frameworks adapted in existing international education practices: 1) *neoliberal* international education 2) international education for *human rights* and 3) international education for *global environmental ethics*. In all three frameworks “global competency” and “global citizenship” (Boli & Thomas, 1999) are central themes. These frameworks promote an education that builds in students a set of skills and identity that would help them become contributing members of the global society (Sylvester, 2005). Nevertheless, the types of skills and attitudes that define global citizenship and global competence differ from one educational framework to another. Each educational framework consequently influences the nature of the content and practice exercised in international education.

Selection of framework to adopt in international education is motivated by the socioeconomic development agenda of the educational actor (Spring, 2004). Values that are implied and communicated to students reflect the specific vision and mission that the education provider has toward global development. It is the ultimate goal of many international education programs to foster future global leaders and actors that will promote the respective educational actor's conceptualization of development (Carnoy & Rhoten, 2002). Contrasting framing of international education is especially visible between governmental organizations and non-governmental organizations (NGOs), whose perception of global development and the type of human attitudes needed to build a "good and developed global society" can be significantly distinct from one another (Heater, 1996). Such conceptual divergence on development is largely attributed to organizations' differing political affiliations and socioeconomic orientation.

3.1 NEOLIBERAL INTERNATIONAL EDUCATION

The neoliberal framework is currently the most dominant approach to international education that is being adopted by educational actors (Spring, 2004). As mentioned in section 2.1, students' participation in the globalizing market is becoming an increasingly important goal to many education practices. Neoliberal international education serves exactly to promote this functioning of education as preparation for the labor market. It is a framework that is fundamentally built upon the idea of free market economies and the view of a "good" global society as one that promotes industrialization and urbanization (Reid, 2005). It defines development in terms of monetary growth and consumerism, determining countries that lack economic resources and consumerism to be impoverished or less developed.

There are three main criteria of neoliberal international education:

3.1.1 Promotion of market-driven skills

Curricula provided in neoliberal-based international education functions to provide students with skills necessary to further expand the global market. Neoliberal curricula also foster in students the responsibility to promote a global movement of industrialization and economic growth. Promotion of the “21st century skills” (Suarez-Orozco & Sattin, 2007) is a core element to the neoliberal framework of international education. More specifically, neoliberal framing of international education emphasizes promotion of technical skills in STEM (Science, Technology and Mathematics) as well as the English language skill, and other major languages that are used in international business (Reid, 2005). These skills are intended to help students to become innovative and collaborative workers in the global economy (Suarez-Orozco & Sattin, 2007).

3.1.2 Privatization and competition in education

Through this framework of international education, students are also expected to embrace the neoliberal democratic or capitalist value of the free-market economy, which was discussed in section 2.3.1. They are to be competitive and to value the importance of *laissez-faire*, where private economic actors are able to participate in the growth of economy without any restraints from the government (Reid, 2005). Promoting students’ competitiveness in the global market as private and self-regulated actors is indeed a crucial element to the goal of neoliberal international education (Spring, 2004).

3.1.3 Increase access to education for human capital

The market-driven nature of neoliberal education is essentially a manifestation of education as an investment in human capital. It is an education that would yield economic return by producing competent youths who will be productive and have positive contributions to the development of global economic market (Reid, 2005; Becker, 1993). As a significant economic investment, the neoliberal framework emphasizes the importance of increasing access to international education to promote a larger number of global market competent youths (Spring, 2004; Reid, 2005).

3.2 INTERNATIONAL EDUCATION FOR HUMAN RIGHTS

In contrast to the neoliberal education approach, the human rights based framework of international education takes a less market-oriented and more humanitarian approach to global citizenship. This framing defines global competency as the ability of students to maintain peace, social justice and equality within their nation as well as in the global community. There are three main criteria for human rights international education:

3.2.1 Promotion of social justice and equality

As stated in the 1948 *UN Declaration of Human Rights (UNDHR)*, human rights education envisions a global society where every individual is guaranteed basic dignities, which includes basic securities such as safety, food, shelter and more recently, education (UNDHR, Article 3). The *United Nations Decade of Human Rights Education* further addresses the role of human

rights education in “promot[ing] and achiev[ing] stable and harmonious relations among communities and for fostering mutual understanding, tolerance and peace” (UN 1996, pp.2).

The *Plan of Action for the United Nations Decade for Human Rights Education*, which serves as a universal guideline for human rights educators (UN, 1996), further stated the importance for human rights international education to address the values of 1) human rights protection and freedom 2) understanding and tolerance of people across all cultures 3) individual freedom to participate in a free society, and 4) maintenance of peace (Spring, 2004, pp.67).

3.2.2 Multicultural awareness and tolerance

Achieving even the most basic human rights can be especially challenging when inter-cultural group tensions and conflicts occur. Hence, as an “education for international understanding”, human rights international education emphasizes helping students develop tolerance and respect for the rights that one’s self as well as others—regardless of their cultural backgrounds—possess as human beings (UNESCO, 1974). It is an education that should ultimately promote in students a democratic-globalist or cosmopolitan identity, as discussed in section 2.1.3.2.

3.2.3 Social and Community Service

Human rights international education aims to foster students into social activists, who work directly in the field to promote justice and peace within their surrounding communities (Spring, 2004).

3.3 ENVIRONMENTAL INTERNATIONAL EDUCATION

Claimed to be the most radical of the three educational “ideologies” (Spring, 2004), environmental education envisions global development in a more “holistic” way. Development in this framework encompasses the idea of interdependent communities that are able to work together to promote a sustainable earth biosphere. By promoting sustainable resources, humans would be able to live peacefully with one another as well as their non-human, natural surroundings (Caldwell, 1996). In essence, goals of environmental education would consequently encourage the protection of human rights and the growth of economy, as they would better facilitate equal spread of natural resources for human beings as well as in producing financial income.

There are three main criteria to the environmental framing of international education:

3.3.1 Sustainable earth biosphere and peace

As an “education for sustainable development”, the environmental framework of international education strives to promote in students the responsibility to preserve and ensure the sustainability of the earth and its resources to foster a peaceful global development (Bowers, 2001). It is an education that seeks to help students care for the wellness of both human society as well as the greater earth biosphere (Bowers, 2001). Essentially, environmental international education has a goal that is less “human-centric” than those of the neoliberal and human rights education (Spring, 2004).

3.3.2 Challenges market growth and consumerism

Advocates of environmental education are not very supportive of the growth of the global market. They claim that the increasing rates of industrialization and consumer behavior facilitated by the growing market are negatively impacting the earth biosphere (Bowers, 2001). They further argued that by encouraging increased act of consumerism, the depletion of earth's limited natural resources would not only be accelerated but existing social gap would also be further exacerbated as different socioeconomic classes vary in privileges to access natural resources (Bowers, 2001). Environmental international education hence wants students to be conscious of the negative impacts and oppressive force that market-motivated industrialism and consumerism have on the future of sustainable development of the society.

3.3.3 Environmental activism

Environmental education seeks to promote in students *global environmental ethics* that will enable students to see themselves “as citizens of the biotic community...implicated in the world and not simply as isolated self-maximizing individuals” (Spring, 2004, p. 141). Hence, environmental framing of international education ultimately expects students to be involved as global environmental activists who facilitate the establishment of legal frameworks and policies that promote worldwide preservation of natural resources (Spring, 2004). Through this education, students are also encouraged to take direct action such as reducing their own as well as their community's exploitative consumption and emission of pollution or toxic waste.

The environmental framework of international education hence supports the teaching of cosmopolitan citizenship in students, which was discussed in section 2.3.2. By motivating them

to pay attention or care for the earth ecology as a whole, students are thus responsible for the wellness of the larger society (Bowers, 2001).

3.4 CONCLUSION

The literature review conducted in this chapter serves as the foundation for my analysis of the nature of existing international education policies in Indonesia. More specifically, I will be using Spring's (2004) three major frameworks of international education to examine the approaches that the Indonesian national government and a local non-governmental organization are adopting in their provision of international education programs.

4.0 INTERNATIONAL EDUCATION IN INDONESIA: MONE AND PSF

4.1 GLOBALIZATION AND RISE OF LOCAL NGOS

In addition to promoting the country's economic growth, Indonesia's increasing participation within the competitive global market has also caused major shifts in its societal structure. The global spread of the democratic values of the international free market in particular is changing the social and political sphere in Indonesia (Antlov et al., 2005). Similar to what is occurring in many other nation-states (Ahmed & Potter, 2005), democracy in Indonesia is providing more opportunity for non-state actors to be involved in promoting the development of their society. These non-governmental organizations (NGOs) are involved in various social and economic based activities in the community, including the provision of education (Antlov, et al., 2005).

With the rise of capitalism and democracy in Indonesia—specifically after the end of the authoritarian ruling of president Soeharto in 1998—local NGOs have been gaining more voice and influence within the country's public sphere (Antlov et al., 2005). As a consequence, NGO's relationship with the Indonesian national government has also changed. These organizations are becoming more recognized as partners of the national government instead of political rivals (Antlov, Brinkerhoff, & Rapp, 2008). More specifically, the dynamic of the NGO-government relationship in Indonesia is transforming into the model that Ahmed & Potter (2006) present as ideal for NGO-government relationship (Antlov et al., 2008). In this model, the relationship is a

“bi-polar” type of relationship, where NGOs serve as “working dogs” and as “watchdogs” for the government.

As working dogs, NGOs collaborate with the national government to pursue common national goals (Ahmed & Potter, 2006, p.62). This type of cooperation has recently been seen in NGOs assistance to the government’s aid in recent natural disasters in Indonesia, e.g. tsunami and volcanic eruptions (Antlov, Brinkerhoff & Rapp, 2010).

On the contrary, as watchdogs NGOs are responsible to watch over actions of the national government (Ahmed & Potter, 2006, p.65). This type of relationship is generally more antagonistic than the previous. Though they also act as “working dogs”, NGOs role as watchdogs is even more significant in Indonesia. Many Indonesian non-governmental actors indeed do not have the same conception of development as those in the national government (Antlov et al., 2010). The two actors have especially distinct approaches to the development of democracy in Indonesia (Antlov et al., 2008).

Ever since the fall of president Soeharto's dictatorship—and the atrocious impact that this event had in terms of destroying the harmony of Indonesian society—the government has been focusing its agenda on national unity. Various measures have thus been taken by the Indonesian government to strengthen the unity of its people. Many scholars are however claiming that these efforts are in fact restraining the freedom of the people and consequently limiting the level of democracy that is exercised in Indonesia (Antlov et al., 2005; Amirrachman, Saefudin & Welch, 2009) Some have even called Indonesian democracy a *Pancasila* Democracy (Amirrachman et al., 2009; Sutijono, 2010), a democracy that still contains highly centralized rule of Indonesian national values and government.

Local NGOs, on the other hand, have been working on development efforts that support “true” democracy as well as other areas that the Indonesian government tends to overlook (Aspinall, 2004; Antlov et al., 2008). These organizations have been particularly active in developing aid programs that promote the security and protection of the people of Indonesia (Antlov et al., 2008). In the Indonesian province of North Sumatra for example, several local NGOs have been active in the promotion of gender equality and social justice for the region’s rural and disadvantaged women, whose rights are neglected by the district government (Antlov et al., 2005). Local NGOs’ development assistance is also significant in East Timor, where these organizations have been of significant assistance in providing education and health services to the communities in one of Indonesia’s then-highly conflicted area (Hunt, 2008). These efforts are consistent with Boli and Thomas’ (1999) argument for NGOs as public actors that support the humanities of the society. These scholars (Boli & Thomas, 1999) specifically defined NGOs to be voluntary organizations “that make rules, set standards...[that] broadly represent humanity” (p. 14).

4.1.1 NGOs and Educational Intervention

Within the past years, local NGOs’ participation in the development of education in Indonesia has become even more influential (Antlov et al., 2005). These organizations’ involvement in the educational sector has been significantly facilitated by recent governmental initiatives to decentralize and privatize the educational system in Indonesia (Mok, 2004). Similar to what has occurred in other nation-states (Carnoy, 1999; Carnoy & Rhoten, 2002; McGinn, 1997), the decentralization and privatization of education in Indonesia were largely influenced by the country’s globalizing market. These educational reforms were specifically motivated by the free

market capitalist rationale (Reid, 2005) that emphasizes the importance of competition between private sectors in a less-government regulated environment in promoting economic growth (Reid, 2005). Rationalizing on this theory, the Indonesian national government has given much of its power over the education system to district government and private sectors (Mok, 2004; Amirrachman et al., 2009). This system should thus allow these local authorities and private companies to compete with one another in providing the best quality and most suitable education for students in their local communities (Heyward et al., 2011; Mok, 2004).

This paper will further analyze the government-NGO relationship toward international education development in Indonesia. More specifically, it will examine how these two national actors differ in their approach as to how international education can foster future generations that can further facilitate Indonesia's development in the global era.

4.2 K-12 INTERNATIONAL EDUCATION IN INDONESIA

4.2.1 Existing international education actors in Indonesia

The development of international education in Indonesia has become significant matter as the country's economy and society continue to globalize. Public demand for a K-12 education system that would prepare the country's young generations with the competencies and awareness necessary to help them face the challenges of the globalizing and changing society has increased (Coleman, 2009a). Both public and private sectors are contributing to development of international education programs in Indonesia (Coleman, 2009b). Due to the education's lack of universal definition, international education policies and practices in Indonesia have been

approached from a variety of perspectives and interests. As a matter of fact, there has yet to be a substantial consensus between the growing numbers of educational actors in defining the appropriate form of international education for Indonesian society (Coleman, 2009b; Sumintono & Mislán, 2011).

The rise of international education in Indonesia started with schools established to serve the educational needs of children of expatriates in Indonesia. Coleman (2009b) calls these ‘true’ international schools. These schools were private, expensive and exclusively constructed for expatriate children to prepare them to be global actors like their parents (Coleman, 2009a; BIS, 2009; JIS, 2009). As Indonesia’s economy continued to globalize, new private ‘international’ schools that allow Indonesian students to enroll have also been established. These private schools are specifically designed to prepare Indonesian children who wish to continue their education abroad by providing them the opportunity to complete international certification programs such as the *International Baccalaureate* (IB) and the *University of Cambridge International Examination* programs (Coleman, 2009a).

4.2.1.1 Rise of SBI: MONE’s Internationalization of National Education

Though there has been growing number of private international schools in the country, not all children in Indonesia have access to international education. The expensive and competitive nature of the admission process and criteria of these private schools restrict the number of Indonesian students who actually have the privilege to receive this education (Amran, 2010). This situation, along with the changes to educational standards imposed by globalization, have motivated the Indonesian national government to make efforts to facilitate Indonesian students’ access to international education. It is indeed currently a high priority in the educational agenda

of the Indonesian government to promote the expansion of international education programs in the country (Depdiknas, 2005; Jaenudin, Sobana & Nurahman, 2008).

As the national government's primary actor in the education sector, the *Ministry of National Education (MONE)* has passed several legal frameworks to "internationalize" national education in Indonesia. In 2003, MONE passed *Regulation of the National Education System of Indonesia No. 20*, which calls for both the central government and regional governments to ensure that at least one public school of all level in K-12 education be developed into an international-standard school (section 50 verse 3). In 2005, MONE specifically addressed its intention to internationalize both public primary and secondary schools (section 61 article 1). Article 78 further addressed the government's initiative to internationalize education practices in existing top performance public schools in Indonesia. These public schools came to be called *Sekolah Bertaraf Internasional (SBI)* or International-Standard Schools (Kemdiknas, 2006). In 2007, MONE established a set of guidelines that define the criteria needed for SBI schools to provide quality international standard education (Depdiknas, 2007).

The government's initiative to internationalize its public education was fundamentally motivated by the principle of the national constitution (Undang-Undang Dasar 1945) that addresses the right of every child to a basic education. By providing an international-standard education in Indonesia's public schools, more children are able to receive global era basic competency skills, ultimately resulting in a higher quality labor force for the country's globalizing economy. As of today, there are currently over 900 internationalized public schools in Indonesia, making up about 0.45% of the 200,000 total public schools in Indonesia (Coleman, 2009a). And the government is still expecting to 'convert' even more public schools to be international standard.

4.2.1.2 NGO Initiative: Putera Sampoerna Foundation

As one of Indonesia's largest non-governmental organizations, the *Putera Sampoerna Foundation (PSF)* has been focusing much of its development work in promoting access to quality education for Indonesia's socioeconomically disadvantaged children (Putera Sampoerna Foundation, 2012a). In an effort to achieve this goal, the foundation has provided over 34,000 scholarships to Indonesia's brightest underprivileged children. In 2009, PSF has specifically declared its intent to provide educational assistance to support MONE's initiative to internationalize standards of basic education in Indonesia (PSF, 2012b). Similar to the national government, PSF also aims to further promote the quality of as well as accessibility to international-standard education in Indonesia. To support the government's initiative, PSF has further established its own international-standard education institutions:

- 1) *Sampoerna Academies (SA)*: international standard boarding high schools. There are currently four SAs in Indonesia. Two of them, SA Malang in Java and SA Palembang in Sumatra were in fact established by PSF in partnership with the district government authorities of the school's region. More specifically, under official agreement with the district governments, both SA Malang and SA Palembang were adopted by PSF from national standard public high schools SMAN 10 Malang and SMAN Palembang respectively (PSF, n.d.)
- 2) *Sampoerna School of Education (SSE)*: a teacher college designed to train its students to become international standard teachers for Indonesia's public elementary and secondary schools (PSF, 2009).

PSF has just recently received a "Peace Through Commerce Medal Award 2011" from the International Trade Administration of the US Department of Trade for its work to internationalize basic education in Indonesia (Antara News Editor, 2011)

Unlike many other NGOs in Indonesia that are non-profit organizations, PSF actually seeks to generate profit from its educational project. As a matter of fact, PSF defines itself as a *social business* organization. Coined first by professor Muhammad Yunus, a social business organization is a for-profit company designed to address a social objective within the highly regulated marketplace of today (Yunus, 2007). This profit however will be used by PSF to expand the foundation's reach in providing more scholarships and a better quality of international education (PSF, 2012b). Being a child organization of the largest private tobacco industry in Indonesia as well as a social business, PSF has garnered partnerships with both domestic and multinational large corporations. These powerful actors are significant funding resources for PSF's scholarship programs (PSF, 2012a).

5.0 RESEARCH METHOD

5.1 COLLECTION AND ANALYSIS METHOD

I will be conducting a qualitative analysis to compare the policies or regulations that MONE and PSF are constructing for their international education programs. This study will provide a document analysis of the two actors' public policies for their international education practices in Indonesia. Data analyzed include MONE legal documents and decrees on SBI internationalized education and PSF public information on the international standard education provided at its SAs and SSE.

Specifically, I will be using MONE legal documents and decrees on both national standard and international standard k-12 education policy. These records are accessible through the MONE official website, online newspapers and articles as well as previous research literature on international education reform in Indonesia. These documents include information on MONE's legal frameworks and official regulations for Indonesia's *International Standard Schools* (SBI), as well as MONE's 2010 module on *Multicultural Awareness and Citizenship Education* in classroom learning (Kemdiknas, 2010). The value of these documents lies in the fact that they indicate the conceptual framework the government is using and the government's approach to international education.

For PSF, I will be analyzing public information about the organization's vision, mission and planned practices for the organization's international education institutions: 1) the *Sampoerna Academies (SA)* 2) *Sampoerna School of Education (SSE)*. I have collected these records through the PSF official websites, general information pamphlets and brochures published by PSF, as well as online newspaper and magazine articles that provide media coverage on the organization. These documents will be used to indicate PSF's framing of international education.

5.1.1 Space-Mapping

The information these data provide will be used to compare and contrast PSF's and MONE's frameworks on the type of identity and responsibilities that each organization perceives an ideal international education should foster in students. I will be using the "Space-Mapping" technique (Stone Sunstein & Chiseri-Strater, 2007), which will enable me to see where the two actors' goals of international education stand in relation to one another.

The study's use of qualitative "space mapping" of the two actors' ideological framework is significant because no previous studies have approached international education policy analysis in Indonesia (Sawir, 2010; Hariyanto; Sutijono, 2010) through a mapping method. This mapping may be able to produce a different perspective on the two actors' position, enabling the viewer to see overlappings and deviations that have not been revealed before. The map will make it easier for the viewer to see where the two actors' are located in relation to one another and how these positions can be beneficial in facilitating a more effective international education in Indonesia. In ethnography, mapping enables the researcher to get a better view of where a specific culture/custom stands in relation to self and others (Stone Sunstein & Chiseri-Strater,

2007). Therefore, I will create a 'starting' map in my analysis, where I map my initial assumptions of where these two actors are located within the two-dimensional map. By creating this initial map and then comparing it to the map I construct after data analysis, I will be able to see how the policy analysis changes my perception of PSF's and MONE's international educational frameworks and their relationship to one another.

5.1.2 Elements of map

I will be locating the positions of the two actors' international education policy within a two-dimensional, three-sectional circular map. One dimension, i.e. three equally divided sections in the circle, will determine the actor's location within Spring's (2004) three major international education frameworks: 1) *neoliberal education*, 2) *human rights education* and 3) *environmental education*. These frameworks are positioned in a circle to indicate their interconnectedness to one another as suggested by Spring (2004). More specifically, they are related in that visions of each international education framework are influenced by goals of the other two frameworks (Spring, 2004). The three general criteria for each framework will be used to determine the location of each actor's values as emphasized in its international education policies.

The second dimension, i.e. lines dividing the three sections, will map the target population of each framework's ultimate outcome. It will indicate the scale of population that will benefit from the framework's international education goal, ranging from *exclusive-national* to *inclusive-nation plus/global*. Values located in the end of the line closer to the center of the circle determine exclusivism. And vice versa, values located in the end of the line further from center of circles determine inclusivism.

The values for each actor will be distinguished by color. Values reflected in MONE international education policies will be represented by *black-colored* circle(s). Values reflected in PSF international education policies will be represented by *red-colored* circle(s). The color-coded circles will be used to locate each actor’s approach to international education within the continuum.

5.2 STARTING MAPS

In these starting maps, I located MONE and PSF positions in their framing of international education policies based on my understanding from the literature review conducted in this paper. More specifically, I located their international education policies based on the larger socioeconomic agenda of each organization.

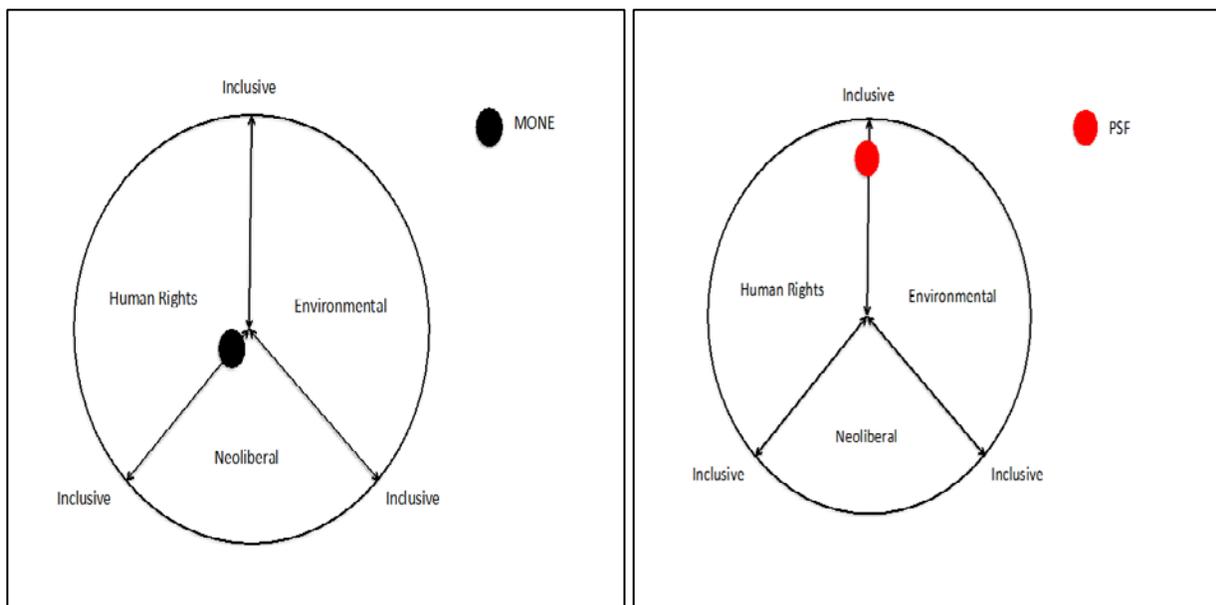


Figure 1. Starting Maps: MONE & PSF

MONE: Neoliberal-Exclusive. Sutijono (2010), Amirrachman et al.(2009) and Antlov et al. (2005) have suggested that the Indonesian government is interested in preserving national unity and national values through its educational and other development efforts. Given this nationalist-oriented goal, I then locate MONE's international education framework in the exclusive side of the continuum, where I hypothesized that their goals for students' global competencies are to exclusively benefit the nation-state's development. Moreover, with Indonesia's rapidly growing economy, it is also an interest of the national government to further promote the country's economic return and growth (Kis-Katos & Sparrow, 2009). I thus hypothesized that MONE's international education policies would be located in the neoliberal framework.

PSF: Human Rights-Inclusive. Referring to the global oriented humanitarian work of most development NGOs in Indonesia (Boli & Thomas, 1999; Spring, 2004; Antlov, et al, 2005; Antlov et al., 2008), I hypothesized that PSF would use its international education to help foster global protection of human rights and social peace over individual or national interest. More specifically, PSF international education policies would emphasize values on global citizenship and social responsibilities for its students to be able to promote the protection of human rights and social justice in the global society.

6.0 FINDINGS AND ANALYSIS

6.1 THEMES IN INTERNATIONAL EDUCATION POLICIES

6.1.1 MONE: International-Standard Education for National Security

The following sections will describe three general themes I found in MONE policies for SBI international standard education. As will be discussed further, these themes indicate MONE's vision of SBI international standard education as a tool to strengthen national security in the globalization era.

6.1.1.1 Global Competitiveness

The terms “globalization” and “competitiveness” appear in almost all of MONE's official documents and information on its initiative to internationalize national education. As discussed in section 2.1.2, quality of national educational system is becoming an important indicator of Indonesia's level of development according to the standard of international organizations and advanced nations (Carnoy & Rhoten, 2002). SBI international standard education policies are thus designed to help promote the global competitiveness of Indonesian students and its education system. As a matter of fact, MONE'S *Handbook on International Standard Primary Schools* (Depdiknas 2008a) explicitly stated that, “Graduates of [SBI] international standard

primary schools are world class, able to compete and to collaborate globally with other nations in the world.”

Several policies are specified by MONE as ways for SBI schools to promote global competence in their students. First, MONE expects the internationalized standards of SBI education to be based on the standards posed by OECD and/or another advanced nations (Sundusiyah, 2010; Haryana, 2007; Coleman, 2009a). SBI students’ academic achievements are to be evaluated using measurements employed by OECD and other advanced nations (Depdiknas, 2007). Moreover, MONE also determines students’ understanding and knowledge of people and cultures across the world as an indicator of their competitiveness in the international sphere (Coleman, 2009a; Sundusiyah, 2010). Finally, MONE’s policy of selecting the “cream of the cream” (Coleman, 2009a) or top performing students to enrol in SBI schools is intended to better facilitate the competitiveness or quality of SBI international standard education.

6.1.1.2 Market-Driven Skills

Areas of skills that are specified on MONE’s policies for SBI schools indicate the government’s expectation for its international-standard education to produce market-competent students. As discussed in section 2.1, skills in the STEM areas and proficiency in the English language are currently in high demand in the global market and so have a high guarantee of producing economic returns. Accordingly, MONE’s 2009 regulations for SBI schools specifically point out that provision of Mathematics, Science and Information and Communication Technology (ICT) or courses within the STEM area should be the main or core component to SBI internationalized education (Kemdiknas, 2009). Moreover, MONE also specifies the need for SBI education to use of *English as Medium of Instruction (EMI)* in STEM courses to promote students’ proficiency in

the English language (Kemdiknas, 2009 article 5). The English language is indeed the market *lingua franca* or dominant language used in today's global market (Farzad & Palmer, 2007). By promoting students' competencies in the global market's high demand technical areas, i.e. STEM, and in the global market's *lingua franca*, MONE expects that students will have a better chance to participate and perform well in the global market.

6.1.1.3 Nationalism

Despite its emphasis that SBI students gain awareness of global culture, MONE also points out the importance for SBI international standard education to continue to prioritize the teaching of national values and citizenship to its students. Furthermore, within its 2010 *Cultural and National Character Education* regulation, MONE explicitly states that it is important for SBI international standard-education to produce students that will help protect national interests against the diversifying force of globalization (Kemdiknas, 2010).

There are several ways that MONE endorses the teaching of national values in its international education policies. First of all, just like other public schools in Indonesia SBI schools also need to fulfill the national-standards of Indonesian education (Kemdiknas, 2006). On its 2006 regulation for the establishment of SBI schools, MONE explicitly defined SBI as “a school that fulfils *all* the national standards for education and is further enriched by standards of OECD and other advanced nations that it achieves competitive advantage in the international forum” (Kemdiknas, 2006).

To fulfill these national standards, SBI schools need to endorse principal national values in its education. For this reason, although the use and learning of English language is a large component of the school's educational practice, Bahasa Indonesia remains the primary language of conversation and instruction in SBI school environment (Kemdiknas, 2009). Bilingual

instruction or the use of English in classroom is only required for SBI core courses, i.e. Math, Science and Technology (Kemdiknas 2009, Article 5), Otherwise, Bahasa Indonesia is to be used as the primary language of instruction in all other courses as well as in delivering the end-of-semester examination (Kemdiknas 2009, Article 15). This idea of English as an “immersed” and not a compulsory or mandatory language to use in all contexts of SBI education indicate its lack of superiority as required skills for its students.

The national standards for SBI education also require that the school provide teachings on Indonesian cultural and citizenship education to students (Hasan, 2010; Kemdiknas, 2010). In MONE’s official regulation for SBI schools’ *Cultural and National Character Education*, students are expected to prioritize Indonesian national values over global cultural values and even the values of their own ethnic or cultural group (Kemdiknas, 2010). More precisely, MONE expects its new regulation for cultural education to help students “*filter* out of the Indonesian society domestic or local ethnic cultures as well as foreign cultures that are inconsistent with Indonesian national values” (Kemdiknas, 2010).

The regulation further points out the need for students to embrace *Pancasila*, Indonesia’s philosophical foundation (Kemdiknas, 2010). The philosophy rests on five principles that define Indonesia’s values of citizenship: 1) the belief in one God, 2) just and civilized humanity 3) the unity of Indonesia 4) democracy and 5) social justice for the people of Indonesia (Bahar, Kusuma, & Hudawati, 1995). These principles ultimately impose students, as citizens of Indonesia, to prioritize the unity as well as social and economic wellness of the nation-state over their individual selves and the global society. More specifically, it is important for students to first promote peace and social justice within their own national community. However, students could only be able to effectively serve their national society if they rest their identity on the

Indonesian national values as well as having a strong loyalty and spirit to the country (Kemdiknas, 2010). MONE concludes its vision for SBI schools to be “schools that are innovative, prestigious and religious such that its graduates are innovative, possess high morals and are competitive globally” (Depdiknas, 2007).

In conclusion, the inclusion of national standards in SBI internationalized education serve to ensure that the school yields globally competent and yet patriotic students who will utilize their skills to benefit Indonesia instead of other nation-state and/or non-Indonesian actors.

Table 1 lays out the nine different areas that serve as indicators of MONE framework of quality international education (Depdiknas, 2007 in Coleman, 2009b).

Table 1. Nine areas for quality assurance in Indonesian International Standard Schools (Extracted from Depdiknas, 2007)

Areas for quality assurance	Examples of quality indicators
1. Accreditation	Apart from accreditation at ‘A’ level by Indonesian National Accreditation Board for Schools and <i>Madrasah</i> , the school must also be accredited by a school accreditation body in an OECD member nation.
2. Curriculum	Level of lesson content equivalent to or higher than that taught in an OECD member country.
3. Learning-teaching process	Science, mathematics and core vocational subjects are taught using English; other subjects, apart from foreign languages, are taught using Bahasa Indonesia.
4. Evaluation	Achieves Indonesian National Education Standard for Evaluation, enriched with modes of evaluation employed in an OECD member country.
5. Teachers	Teachers of science, mathematics and core vocational subjects are able to deliver lessons through English.
6. Head teacher	Head teacher has an active mastery of English. Head teacher possesses international vision, capable of developing international links.
7. Facilities and resources	Library equipped with facilities, which permit access to ITC-based learning resources throughout the world.

8. Management	School is multicultural. Has ‘sister school’ links with international standard schools abroad.
9. Financing	Achieves Indonesian National Education Standard for school financing.

6.1.2 PSF: International Education for Global Economic and Social Justice

The following sections will describe three general themes I found in PSF policies for SA and SSE international standard education. As will be discussed further, these themes indicate PSF’s vision of its international standard education as a tool to further the development of social and economic justice in both national and global society.

6.1.2.1 Market Competencies for Social Justice

The PSF’s establishment of SAs is part of the organization’s “Pathway to Leadership” program that serves to produce globally competent leaders from the schools’ international standard education (PSF, 2012b). The “Pathway to Leadership” model assigns value to leadership and entrepreneurship as well as social responsibilities, all of which are taught to SA students.

To prepare students to be global competent leaders, SA students are provided with classes, which introduce them to entrepreneurship and or business-oriented skills. SA schools in fact have the explicit objective to develop young and successful business leaders and entrepreneurs from its international-standard education (PSF, 2012b). To promote these market competencies, SA students are to be offered University of Cambridge International Certification courses in the Mathematics and Science field (PSF, 2012b). Moreover, SA international standard education is also expected to advance students’ English language proficiency by utilizing the

English language as primary language of instruction for all courses provided in the schools (PSF, 2012b).

Market competencies, however, are not the end goal of PSF's vision for SA international standard education. SA students are in fact expected to use these market-driven skills to promote economic growth that can facilitate social equality and justice in their communities (PSF, 2012b). This objective is explicitly stated in SA's official statement: *"As a boarding school, we can not only teach our students academic and leadership skills, but more importantly, impart upon them character and a value system of morality, empathy, tolerance, and social consciousness"* (PSF, 2012a). The organization's broader perspective of global competencies is further implied in the main headline of the SA official webpage, which identifies Sampoerna Academy as providing *"holistic 21st century education...that complements academic achievement with character building"* (PSF, 2012). In a recent news article, PSF further pointed out its conception that social justice and peace can only be promoted through economic growth and mobilization (Sampoerna, 2012).

6.1.2.2 Intercultural and Cosmopolitan Citizenship

In addition to promoting market-competencies in students, PSF international education policies also have the objective to "shape Indonesia's future leaders who are open-minded and responsible" (PSF, 2012a). To be able to have an open mind, SA and SSE students have to be able to embrace a globalized and multicultural way of perceiving their surroundings. PSF points out several elements in SA and SSE education policies that support the organization's desire to promote students' global and intercultural citizenship.

"Global citizenship" is in fact included as a value to SAs' "Pathway to Leadership" program (PSF, 2012b). SA students are expected to "jump into their roles as global citizens",

which includes learning to share and to understand different cultural values and to respect different cultural perspectives (PSF, 2012b). To plant such an expanded scale of citizenship in students, PSF requires the teaching of global culture in SA international education. A global scale of knowledge is provided through *Cambridge International A/AS* courses on global perspectives and international business studies (PSF, 2012b). PSF also has a vision for SA students to “globalize” by continuing higher education outside of Indonesia (PSF, 2012b). The organization perceives that students’ direct experience with foreign culture and societies would further facilitate their ability to expand their scale of multicultural perspective.

As members of the “new generation of teachers” (Sampoerna School of Education, 2009), SSE students are expected to develop international perspectives and cross-cultural understanding through their international-standard teacher education (SSE, 2009). Moreover, PSF policies for international standard education also require the inclusion of foreign, native English speaking staff in both SAs and SSE teaching force. PSF perceives that by providing both domestic and foreign teachers in these schools, students will have a better learning environment to acquire intercultural awareness and understanding (PSF, 2012b; SSE, 2009).

6.1.2.3 National Development

Despite the organization’s value on global citizenship and cross-cultural understanding, PSF still emphasizes the importance of its students using their skills to serve national interests. More specifically, PSF indicates the importance for SA and SSE students in both schools to maintain “spirits of patriotism and identity as Indonesians” (PSF, 2012a; SSE, 2009). Moreover, PSF explicitly stated that as future national leaders, SA and SSE students are expected to contribute to and improve their local communities as well as the larger Indonesian society (PSF, 2012a; SSE, 2009).

As mentioned in section 4.2.1.2, SAs were established by PSF to support MONE's initiative on SBI internationalization of national education. Consequently, PSF policies for SA international education also include practices referred by the national standards (PSF, 2012b), which is similar to MONE policies for SBI schools (Kemdiknas, 2006). Though it is not the primary language of instruction and conversation, lessons on Bahasa Indonesia are to be taught to students in both SA and SSE schools. Students' knowledge of Indonesian national history as well civic/national citizenship responsibilities is also emphasized in PSF international education policies for both schools (PSF, 2012a; SSE, 2009).

Moreover, PSF makes it clear in their policies that all SA and SSE graduates are expected to use their global-scale enriched knowledge to improve their local communities. SA students who are funded to continue their higher education in foreign English speaking countries are in fact required to return to Indonesia upon their education completion to pursue a career within the country (PSF, 2009). SSE scholarship-funded graduates are also expected to pursue their teaching professions locally. More specifically, these students are expected return to their hometowns and use their enhanced pedagogical knowledge to further improve the local public basic education institutions in their community.

6.2 FRAMEWORK MAPPING

Through my document analysis, I was able to see how MONE and PSF international education policies are in fact multidimensional. The values and approach that MONE and PSF have toward its international education programs are indeed consistent with not one, but two or all of Spring's (2004) three major frameworks. More specifically, each actor expresses values that are consistent

with different frameworks within the map. As a consequence, in contrast to my starting maps, each actor is not limited exclusively to one area on the two-dimensional, three sectional circular map. As portrayed in the final maps below, both MONE and PSF are located in various locations within the continuums.

Nevertheless, MONE's and PSF's diversely oriented values do not necessarily carry equal weight of importance to achieving the actor's ultimate goal or vision for international education. Some values differ in their level of significance as emphasized within the actor's international education policies. Therefore, color intensity is used to indicate the "weight" of each value located. The lighter the color, the less important is the value of that position to the respective actor. Accordingly, the darker the color of the circle, the more important is the value of the position to the respective actor's ultimate goal for international education.

The following maps reflect the positions of MONE and PSF in their framing of international education based on my analysis of the two actors' official documents for international education policy.

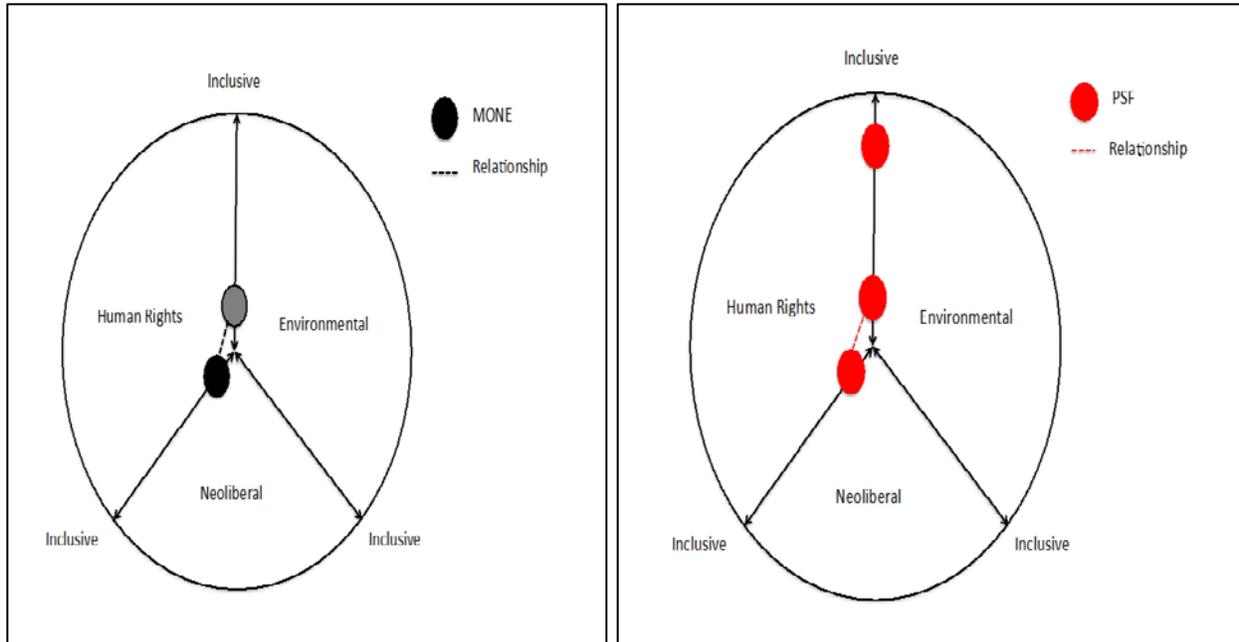


Figure 2. Final Maps: MONE & PSF

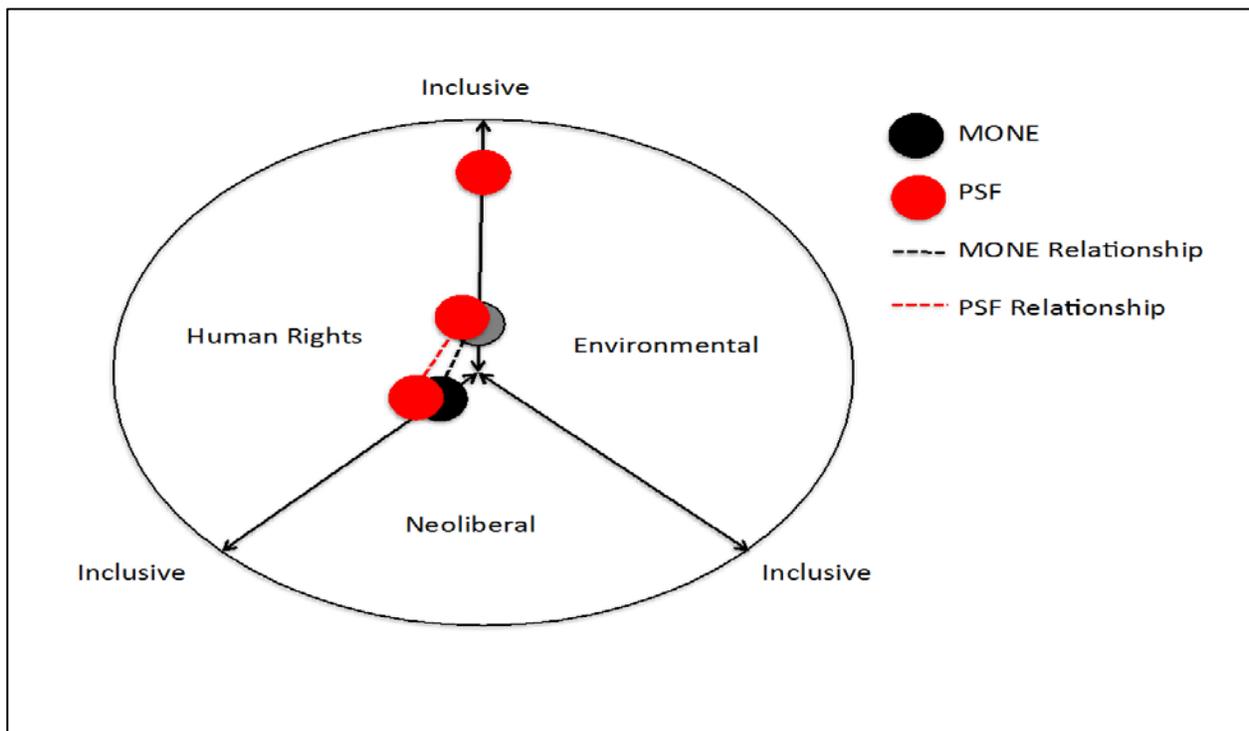


Figure 3. Integrated Final Maps: MONE & PSF

The following sections will explain the framework in which MONE and PSF are located and how these frameworks are reflected in their international education policies.

6.2.1 Neoliberal

6.2.1.1 MONE and PSF: Exclusive National Economic Growth

Market-driven skills are core elements to both MONE and PSF international education policies.

Both actors fulfill the three general criteria of neoliberal framing of international education:

- Students' competencies in Science, Technology and Mathematics (STEM) area subjects as well as the English language are core elements of SBI, SA, and SSE international education. As discussed in section 3.1, these skills are fundamental to and are in high demand in the global market. The objective of promoting these skills is indeed the first principal criteria of neoliberal international education (Spring, 2004).
- Both actors also perceive international education as an investment for national economic growth. More specifically, both MONE and PSF aim to increase access to international-standard education through the establishment of SBI, SA and SSE. By increasing access to their market-driven international education, both actors are trying to foster a higher number of market-competent youths in Indonesia.
- Both MONE and PSF also perceive international education as "private goods", which means that their international education is not completely accessible for public use. PSF, in particular, encourages the promotion of an entrepreneurial spirit in SA students, indicating the need for students to value the importance of private sectors in labor market. The privatization of their international education is consistent with the third criteria of the neoliberal framework.

As for the target population to the outcome of their international education programs, both MONE and PSF policies express the two actors' intention to use these market-competencies to promote the economic growth of Indonesia. More specifically, students in both SBI and SA schools are explicitly addressed to use their global market and business skills to give back to their local and national communities (Kemdiknas, 2010; PSF, 2012a; SSE, 2009). Neither actor has expressed any intention to foster in students the responsibility of promoting global economic development using their global competencies. The 'exclusivity' of their market-oriented education is also indicated by both actors' policy for their schools' admission process that only allows entrance to academically top performing students in Indonesia (Depdiknas, 2007; PSF, 2012a). Though MONE's and PSF's policies for SBI, SA and SSE increase access to international education, they do not provide all Indonesian students with equal amount of access to this education.

6.2.2 Human Rights

Both MONE and PSF emphasize the importance for international education to foster in students a sense of responsibility to promote social justice and peace in their communities. Nevertheless, the envisioned target population for these social responsibilities differs between MONE and PSF.

6.2.2.1 MONE: Exclusive Nationalism and Multiculturalism

MONE international education policies for SBI explicitly addressed the importance for students to give back to their communities. Nevertheless, these acts of giving back are only directed to the nation-state or Indonesian society (Kemdiknas, 2010). There is nothing in MONE's official policies that mentioned a purpose to promote global social citizenship in students. The

exclusivity of MONE's human rights framing of international education is indicated by its policy for SBI schools to promote national citizenship within its internationalized education (Kemdiknas, 2010). MONE's goal to promote global awareness in Indonesian students does not include any 'switch' or 'extension' to the scale of society they are socially responsible for.

Moreover, these social objectives are not as strongly emphasized as MONE's economic goals. These values are thus indicated as having less weight than MONE neoliberal values on the map.

6.2.2.2 PSF: Inclusive Multiculturalism and Citizenship

In contrast to MONE, PSF's social vision for its international education is as equally emphasized as its market-oriented goal. PSF's adoption of the human rights framework to international education also targets a wider population than that of MONE. SA and SSE students are expected to fulfill their social responsibilities as both national and global citizens. These inclusive social values are indicated in PSF's policies that address the need for SA and SSE international education to strengthen their students' sense of national citizenship as well as to promote global citizenship in their students. Students are expected to develop inclusive intercultural awareness and understanding through SAs' and SSE's international certification programs and culturally diverse school environment. According to these emphasized values, PSF's humanitarian framing of international education has more weight than that of MONE.

6.2.3 Inter-Framework: Neoliberal and Human Rights

As discussed in section 3.4, frameworks of international education are often used in compliment to one another. Neoliberal and human rights frameworks are indeed used to support one another

in both MONE and PSF international education policies. The relationship between these frameworks is indicated by dotted lines between color-filled circles of MONE and PSF values.

6.2.3.1 MONE and PSF: National Social Justice through Economic Growth

Both MONE and PSF indicate in their discourse how their market-competent students can improve social equality and justice in their national community (Kemdiknas, 2010; Sampoerna, 2012). MONE's emphasis for SBI students to embrace the spirit of the fifth principle of Pancasila i.e. social justice for the people of Indonesia, which calls for equitable spread of economic welfare within the national community (Bahar et al., 1995), stresses the need for students to use their market competencies to support social equity and wellness of the people in their nation-state. PSF specifically emphasized the need for their students to use their entrepreneurial and business skills to promote social mobilization and thus equality within their local communities (Sampoerna, 2012). By increasing access to their neoliberal international education, both organizations are fostering more market-competent youths who can promote social justice in Indonesia. This value is equally important to both MONE and PSF.

6.2.4 Environmental

Neither MONE nor PSF address the importance of environmental sustainability in their international education policies. Though both actors encourage economic growth as products of students' global competencies, they do not address the need for students to also prioritize environmental conservation in their promotion of national economic development. Though PSF expresses a value on "green sustainability" in its *Pathway to Leadership* educational plan (PSF, 2012), the organization does not specify what this particular skill entails.

6.2.5 Self Position Map: Integrated Frameworks

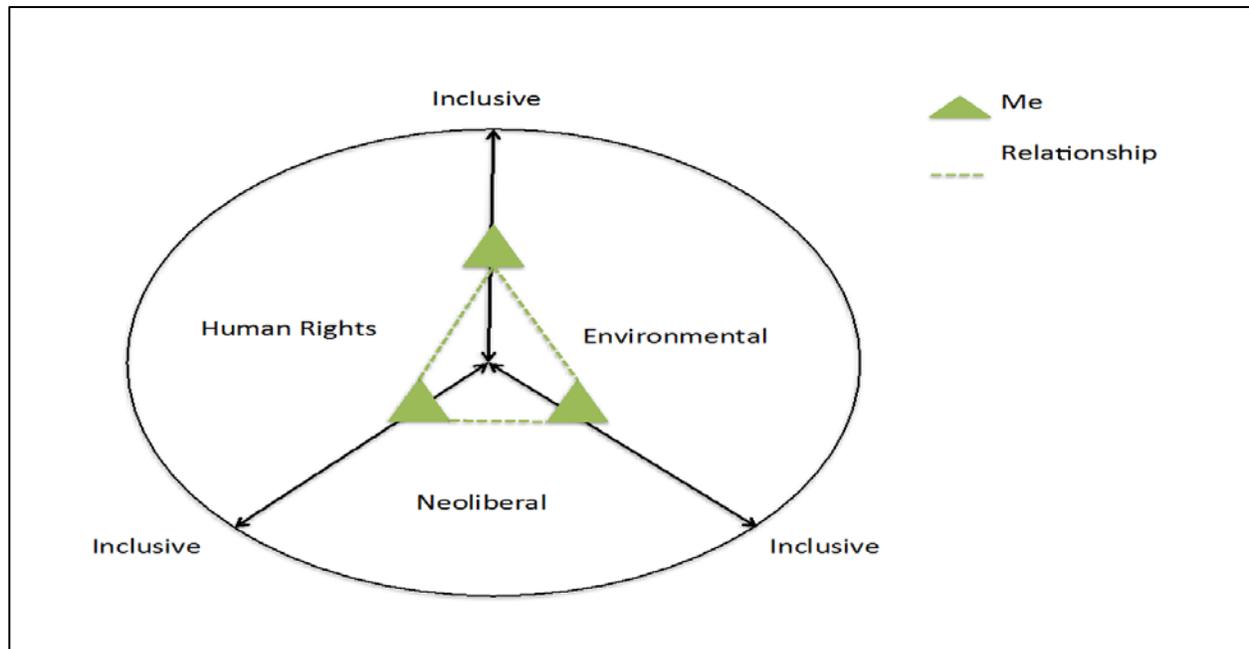


Figure 4. Positional Map: Holistic Framework

I locate my position in the map as an advocate for all three frameworks of international education. Based on my analysis of the literature review (Spring, 2004; Sylvester, 2005), I believe that all three frameworks are in fact interconnected and could serve to support the goals of one another. More specifically, I propose to promote a moderately exclusive neoliberal and environmental values and a “balanced” sense of human rights purpose in Indonesia’s international education. By adopting this more “holistic” framework in its international education, I believe Indonesia would have better chance of achieving its national goals as well as in being a more cooperative global actor.

With an integrated international education, Indonesian students would be able to understand the importance of these three different and yet interconnected values. Students would be able to recognize how the growth of Indonesia’s economy is highly influenced by the social

welfare of its people as well as the sustainability of the country's natural environment. This comprehensive understanding would consequently provide them with the competencies to promote economic growth of their globalizing country that would benefit social equality and welfare of the people of Indonesia as well as the country's natural resources. Moreover, by having a "balanced" sense of humanitarian or social citizenship, Indonesia's globally competent students would also be able to recognize how their participation to promote national growth can indeed be positively influencing the social wellness of the larger global society. This particular position I assume in international education framework will serve as the rationales to my suggestions for future actions or policies in section 7.1.

6.3 CONCLUSION

Current analyses indicate two important pieces of information about the existing government and NGO relationship to promote international education development in Indonesia. On the one hand, findings demonstrate that MONE and PSF slightly differ in their approach to development within their international education policies. The map indicates how PSF's framing of international education weights social or humanitarian purposes more than MONE. Moreover, the scale of community that PSF students are expected to be socially responsible within is more inclusive, i.e. includes the global society, rather than just the local or national society.

On the other hand, the map also indicates how the two actors actually have some degree of consensus in their framing of international education and purpose of students' global competencies. Both MONE and PSF value market skills and economic growth as an important

part of global competencies. Moreover, both actors are devoted to fostering market-competent students who will dedicate their economic returns to promote social prosperity in Indonesia.

Current findings support previous studies (Spring, 2004; Heater, 2000) that suggest differences in government and NGO's attitudes with respect to international education. The two actors' different framing of global competencies is motivated by the specific agenda that they have toward development. MONE's exclusivity in its goal for SBI international education signifies the government's nationalist agenda. More specifically, though it has a clear intention to "internationalize" SBI education program, the Indonesian government is still consistent in its purpose to promote a "Pancasila Democracy" (Amirrachman et al., 2009; Sunarto et al., 2004) through education. As part of the national education system, SBI international standard education still serves as MONE's primary medium to promote students' loyalty and obedience to Indonesia's national values (Amirrachman et al., 2009). This nationalist approach to international education is consistent with Butts' (as cited in Sylvester, 2005) argument that government-based international education is inevitably influenced by the national political agenda existing for the country.

PSF framing of humanitarian and global citizenship values as a fundamental element to its international education goals is also consistent with past literature that argues the principally humanitarian (Boli & Thomas, 1999; Aspinall, 2004) and democratic (Antlov et al., 2005; Antlov et al., 2010) nature of Indonesian NGOs' work. Contrary to previous findings (Nomura, 2000; Spring, 2004) however, PSF was not shown to put a strong emphasis on environmental goals in its international education policies.

These findings further reflect the 'bipolar' relationship that NGOs and the government have with one another (Ahmed & Potter, 2006). As a working dog, PSF is working together with

MONE to promote quality of human capital in Indonesia. PSF indeed stated its intention for its international-standard institutions to be a sign of their support for MONE's initiative to internationalize national education system in Indonesia (PSF, 2012a). As a watchdog, however, PSF works to promote deeper intercultural understanding in its international standard schools to fill the 'gap' in SBI humanitarian goals for its international education. The complementary role of PSF is consistent with previous claims that NGOs exhibit sensitivity in responding to important sociopolitical issue that national governments don't usually have (Ahmed & Potter, 2006; Van Tuijl, 1999).

Most importantly, current findings further support Spring's (2004) argument that the adoption of a specific international education framework is motivated by the actor's larger socioeconomic agenda. For example, the fact that PSF emphasizes neoliberal and global citizenship values in its international education policies may indicate the organization's existence as a social business with an international scale business network and partnerships. Moreover, the "exclusivity" of both MONE's and PSF's neoliberal goals indicate the essentially nationalist loyalty that both actors have toward Indonesia.

7.0 DISCUSSION

Privatization of educational system in Indonesia seems to be facilitating the development of a more 'holistic' approach to international education. Local NGO, such as the Putera Sampoerna Foundation (PSF), is able to contribute their individual frameworks to promote a more effective international education policy that would help Indonesia produce globally competent future leaders. Current studies support the idea that private sector involvement in the development of education can be beneficial (Carnoy & Rhoten, 2002; World Bank, 2004b).

Benefits of such a decentralized international education system in Indonesia, however, could be amplified if governmental actors and non-governmental actors were able to work together to promote a more comprehensive approach to quality education. Previous findings have suggested (Antlov et al., 2010; Ahmed & Potter, 2006) effective cooperation between government and NGOs is beneficial in that it can facilitate the success of development efforts. According to the results of current analysis, which indicate MONE's and PSF's similar goals in international education, I predict that increasing cooperation between the two actors would facilitate a more holistic approach to international education.

7.1 FUTURE SUGGESTIONS

At present, PSF has been making a significant effort to support the government's initiative to promote international-standard education in Indonesia. The organization has fulfilled its responsibilities as a "working dog" and "watchdog" in providing access to as well as ensuring quality of international education in Indonesia. Moreover, both MONE and PSF have the same exclusive neoliberal goal as their fundamental vision for international education. Both actors should thus further extend their cooperation to promote international education in Indonesia. By promoting a stronger partnership with PSF, MONE will be able to develop a more holistic approach to SBI education, which, as suggested by Spring (2004), would consequently increase the quality of its international-standard education. PSF's ability to have a stronger affiliation with MONE would also be beneficial to the organization's reputation within the government and the larger Indonesian public (Antlov et al., 2008). More specifically, this public accountability would increase PSF's influence as an NGO over the construction of national education policies (Antlov et al., 2008).

In the following sections, I provide two suggestions for the national government and NGO, particularly MONE and PSF, to expand their cooperation in international education development in Indonesia. I rationalize these suggestions based on my integrated "holistic" position within Spring's (2004) three international education frameworks.

7.1.1 Expanding multicultural education in SBI schools

As a proponent of intercultural competency, I propose PSF's policies on inclusive multiculturalism be adopted in SBI international standard education. I believe that promoting an 'extended' and yet 'balanced' sense of multiculturalist and nationalist citizenship to SBI students would be beneficial to help them grow into the globally competent individuals that the government wants them to be.

As previous studies have pointed out (Sunarto et al., 2004; Heyward, 2002; Gorski, 2008), having a broader global scale of intercultural tolerance and awareness would further facilitate Indonesian students' ability to communicate and cooperate with their increasingly diverse society. Such extended communication skill will eventually be useful for students to succeed in the global market, which is a core value of both MONE and SBI international education policies. As Suarez-Orosco & Sattin (2007) point out, 21st century or market-driven skills require the ability for students to think in multiple perspectives, ways of thinking that are acquired from having global and intercultural competency. Developing a deeper sense of multicultural awareness in students is also especially important to better facilitate both MONE's and PSF's international education goal of promoting social stability and peace in Indonesia (Sutijono, 2010; Sunarto et al., 2004). Osley and Starkey (2003) argue that promoting a cosmopolitan or global scale of intercultural awareness does not necessarily require students to abandon their identity as national citizens of Indonesia. Instead, it would actually enable students to make connections between their immediate contexts and the national and global contexts thus allowing them to have a broader understanding of their national identity (p.10). Endorsing deeper intercultural competency in SBI education would thus strengthen students' personal pride and

acceptance of their national and traditional cultural origin, which Heyward (2002) suggests is a crucial step to developing multicultural tolerance.

One way that MONE can adapt PSF's inclusive multiculturalism or human rights framework in its international education is by providing specific courses on global culture or global knowledge for SBI students. For example, SBI schools can offer their students the University of Cambridge's courses on global perspectives and world history courses that PSF is providing for their SA schools' students. Along with the teaching of these specific global issues, students in SBI schools must also be taught or reminded how these international scope events are interconnected with their national or local circumstances. More specifically, students should be encouraged to identify how the promotion of their national values and characteristics, such as the Indonesian Pancasila's spirit of collectivism and multicultural cooperation, can make positive impact to the social and cross-cultural wellness of the larger global society.

7.1.2 Address environmental sustainability

Neither PSF nor MONE specify the importance of environmental or earth sustainability in their goals for international education. Educational policy makers in both national government and PSF should be able to take "the environmental framework to international education" more into consideration in their policy construction. More specifically, both actors should explicitly emphasize and integrate environmental goals in their international education policies.

As stressed by previous studies (Bowers, 2001; Nomura, 2009), environmental sustainability is becoming more of an important issue to pay attention to in promoting future development. Sustainability for natural resources is especially crucial in Indonesia. The rapid rate of industrialism and urbanization that have occurred as impact of Indonesia's globalizing

market has significantly damaged the country's rich and diverse natural resources. Deforestation in Borneo, destruction to coral reefs and fisheries, and pollution are some of Indonesia's major environmental problems (World Wildlife Fund, n.d.). As a country that holds a large share of the world's biodiversity (World Bank, 2004a), environmental degradation in Indonesia will eventually have seriously damaging ramifications for both the nation itself as well as global society (WWF, n.d.). The severity of deforestation and pollution in Indonesia has indeed made the country the third largest greenhouse gas emitter in the world (Higgins, 2009), hence making it a significant facilitator of global warming. I believe that an enhanced partnership between the government and PSF and/or other NGOs that specifically functions to foster values for environmental conservation and sustainability in Indonesia's international education would allow Indonesia, as well as the global society, to have a better chance of promoting sustainable future development.

Moreover, as mentioned in section 3.3, promoting environmental values in international education would indeed be also beneficial to both neoliberal and human rights goals of international education. More specifically, students would be able to understand how preservation of their country's natural resources and environmental would promote the social welfare and equality of the Indonesian people as well as in providing a more sustainable national financial income.

One way that education for sustainable development can be adapted to both MONE and PSF international education is to integrate lessons of important national and global environmental issues within their classroom curricula. More specifically, students in SBI, SA and SSE schools should be addressed on the importance of environmental sustainability in actually promoting the wellness of both the economy and the humanities in both Indonesia as

well as the global society. Students shall be taught that by preserving the country's rich natural resources and biodiversity, they are promoting sustainable development that would be beneficial to the economic growth of Indonesia, which would consequently provide more resources for the people thus better promoting social wellness and equality within the country's citizens. Students can be taught to be active in simple environmental preservation actions such as reducing unnecessary consumptions and recycling their wastes.

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