

Dynamic Governance in Education Development Planning of Ende Regency

Fridolin Guntur Peso Wadi¹, Abdul Hakim², Abdul Qadir Muslim³
{gunturwadi@student.ub.ac.id, hakimend61@gmail.com, Abdqadirmuslim@gmail.com}

Universitas Brawijaya, Indonesia^{1,2,3}

Abstract. Ende Regency, once a prominent educational hub, faces challenges in maintaining its "Student City" reputation due to declining educational quality. Effective educational planning is crucial for addressing these issues. This study investigates the applicability of Dynamic Governance theory to inform adaptive and responsive educational policy formulation in Ende Regency. By addressing mismatches between plans and local needs, data limitations, community involvement, and human resource constraints, Dynamic Governance can contribute to the development of sustainable and effective basic education programs. Researchers employed a qualitative research approach with a descriptive methodology. The conclusion regarding the implementation of Dynamic Governance in the educational planning of Ende Regency is that this approach can provide the flexibility, adaptability, and innovation needed to face challenges in the education sector. Overall, Ende Regency has shown positive steps in adopting Dynamic Governance, but stronger efforts are needed in terms of collaboration, infrastructure innovation, and data-driven evaluation

Keywords: Education Planning, Ende Regency, Dynamic Governance

1. Introduction

The governance system in Indonesia has shifted from centralization to decentralization. Generally, decentralization is understood as the transfer of power from the central government to local communities. In the context of organizational management, decentralization is a technique used to enhance the effectiveness and efficiency of an organization by delegating authority from a higher level to a lower level within the organizational structure [1]. In Indonesia, this system has been further implemented through the formation of autonomous regions as a form of decentralized government policy.

The main objective of decentralization and regional autonomy is to bring the government closer to the people it serves, ensuring better public services and stronger community control over the government. Decentralization and regional autonomy can be deemed successful when public services improve, and the community takes a more active role in enhancing collective welfare [1].

From the perspective of a unitary state, [1] explains that regional autonomy is viewed as an instrument to achieve the goals of the state within the framework of democratic "national unity." Regional autonomy is considered a fundamental policy in governance, as it is expected to improve public services, foster a more democratic decision-making process, and strengthen community independence while increasing the sensitivity and adaptability of local governments.

Regional autonomy policies have significant implications for regional development. This development is expected to foster regional independence in managing development in a

harmonious, professional, and sustainable manner [1]. Decentralization in regional development requires policies oriented toward meeting community needs through regional development initiatives.

Development at the regional level varies based on each region's resources, needs, and capabilities. Regional development indicators can be based on both economic and social factors. Economic indicators include the rate of economic growth, Gross Domestic Product (GDP), and Gross National Product (GNP). Social indicators are reflected in the Human Development Index (HDI), which measures life expectancy, levels of knowledge and literacy, and real community income. Another key measure, the Physical Quality of Life Index (PQLI), assesses life expectancy at age one, the mortality rate, and the illiteracy rate. Regional governments can prioritize social indicators, which in turn support economic indicators, as maximizing social development leads to improved human resources.

One way to develop quality human resources is through improving the quality of education. Education must produce human resources that are not only capable but also positively contribute to development and society, serving as a driving force for the overall development process [8].

Education significantly impacts the Human Development Index (HDI), an indicator that measures the quality of life through three dimensions: health, education, and a decent standard of living. Among these, education plays a crucial role in enhancing the HDI, as it includes two key indicators: average years of schooling and expected years of schooling.

Ende Regency has long been known as the "Student City," a reputation earned because it was once one of the premier educational centers in East Nusa Tenggara Province. However, over time, this nickname has faded as the quality of education in Ende Regency has failed to meet ideal standards.

The quality of educational development is largely determined by the quality of educational planning. Educational planning plays a strategic role in the overall education process by providing a clear direction for organizing education [2]. With clarity in development goals, the education sector can be implemented more effectively and efficiently.

Educational planning must be flexible, adaptive, and dynamic. However, in the context of basic education development, several issues affect the effectiveness and sustainability of development programs. Some of the key problems include a mismatch between plans and local needs, a lack of accurate and up-to-date data, low community participation in planning, and limited human resources in formulating regional development plans.

To formulate policies that are adaptive and responsive to rapid changes in the basic education environment, this study adopts the Dynamic Governance theoretical framework developed by [4]. This theory was chosen for several reasons relevant to educational development planning. First, Dynamic Governance offers an appropriate conceptual framework for addressing complexity and uncertainty in policy formulation [5]. It enables stakeholders to anticipate changes and adapt more effectively in an ever-evolving educational landscape. Second, Dynamic Governance is defined as government activity in implementing public policy by adjusting to the outcomes of internal and external institutional developments [9]. In planning educational development, local governments must continuously improve and adapt as part of their fundamental capacity for sustained economic development and prosperity. Third, society today demands fast, responsive, and efficient governance. [4] define dynamic governance as the ability of governments to continuously adjust the formulation and implementation of policies and public programs to achieve the long-term interests of the nation.

In the context of Regional Development Planning in Education, it is essential to build organizational capabilities and culture that enable the creation of policies adaptive to dynamic changes.

2. Literature Review

A. Public Administration

According to Santoso, "Public Administration is the device used to reconcile bureaucracy with democracy. Public Administration is a broad-ranging and amorphous combination of theory and practice, its purpose is to promote a superior understanding of government and its relationship with the society it governs" [7]. Public administration is closely related to the government sector, describing the functions and workings of government institutions and the relationships between governmental agencies and other sectors.

Public administration can be understood as a series of processes, activities, and efforts undertaken by governmental institutions in carrying out government functions and providing public services. Malawat views public administration as an endeavor to achieve public goals through the efficient and effective management of resources for the benefit of the wider community [3]

B. Public Administration and Sustainable Development

Public administration is crucial in all aspects of the Sustainable Development Goals (SDGs). The role of public administration in the SDGs is seen as a positive development due to its primary function in managing policies, resources, and public services to achieve these goals. Public administration ensures that programs supporting the achievement of the SDGs are implemented more effectively and efficiently.

The SDGs, or Sustainable Development Goals, are a shared agenda among all nations. As a shared agenda, the government, civil society organizations, the private sector, and other development actors play a role in implementing the SDGs. The government serves as the main actor in the SDGs [7] The government has the mandate to carry out public administration for the SDGs. This includes providing regulations, budgeting, human resources, and other support for the implementation of the SDGs.

Public administration in the context of the SDGs must be directed so that public governance is capable of setting provisions and measures to achieve public goods and public services in a unified manner of thought and action [7] Public administration should adopt the SDGs into policies, implementation strategies, financing, and monitoring and evaluation at the national level down to the villages.

The implementation of the SDGs should become a push and pull factor in efforts to reform public administration and bureaucracy. The highly participatory approach of the SDGs, with the principle of leaving no one behind, can serve as a powerful mantra for these reform agendas.

C. Governance

In the traditional view, the understanding of government was very much associated with power, authority, domination, coercion, centralization, etc. The government, represented by public administration practices, was perceived as all-powerful by society [7] In the 1990s, new

perspectives on government began to emerge, although the government itself had not changed empirically.

During this decade, political scientists began to question and rethink the role of government. This gave rise to new thinking about what governance is, what it should do, and the roles of government and society, leading to a broader understanding of governance, distinct from the concept of government as an institution.

Governance refers to a broader context of managing public affairs, encompassing the relationships between the political system and its environment, potentially complementing projects that make political science relevant to public policy [7] Governance means all parties collectively think and work together to achieve common goals.

D. Dynamic Governance

Dynamic governance can be understood as the government's activity in managing public policies by adapting to internal and external environmental developments. [4] define dynamic governance as the government's continuous ability to adjust how it formulates and implements its policies and public programs to achieve the nation's long-term interests. As institutions face various environmental changes and evolving societal demands, dynamic governance emerges as a solution to adapt to these challenges, ensuring that organizations remain adaptive while maintaining performance and relevance.

E. Framework of Dynamic Governance

[4] identify two key elements of dynamic governance:

1. Organizational culture of government, including integrity, incorruptibility, meritocracy, market justice orientation, pragmatism, multi-racialism, state activism, long-term planning and goals, policies that align with societal needs, growth, stability, prudence, and self-reliance.
2. Dynamic capabilities, including thinking ahead, rethinking, and learning from the experiences of other countries or organizations.

These elements are supported by capable people and agile processes and are influenced by future uncertainties and external practices.

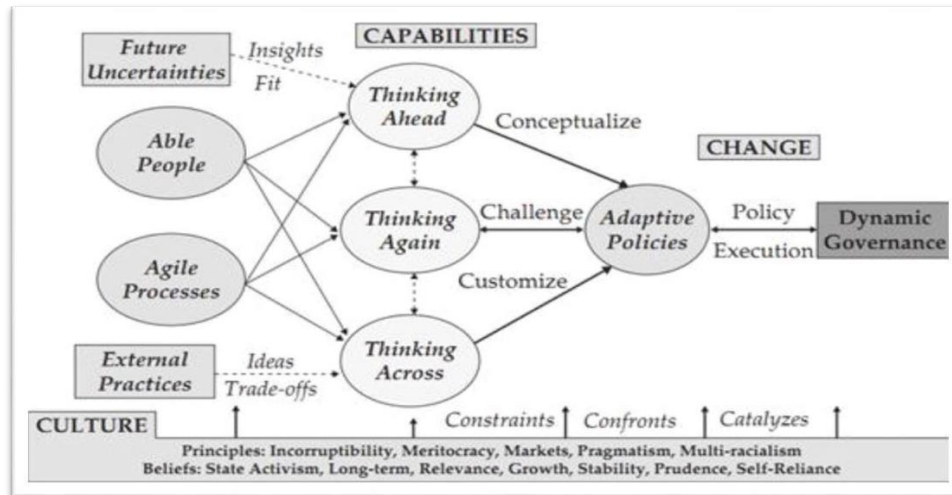


Figure 1. Framework of Dynamic Governance

F. Regional Development Planning in the Field of Education

Planning is a management tool used to manage current conditions and make projections for the future [6]. From this understanding, planning is a process toward achieving specific objectives. In other words, planning involves systematic and directed preparations to achieve goals effectively and efficiently.

[6] mention that planning is intended to enhance an organization's ability to think, act, and learn strategically. The potential benefits of this process are many, although there is no guarantee that they will manifest in practice. These benefits include:

1. Increased effectiveness, allowing the organization to respond more effectively to rapidly changing conditions.
2. Increased efficiency, achieving the same or better results with fewer resources.
3. Improved understanding and learning, enabling the organization to better conceptualize situations and, if necessary, redefine its approach.
4. Better decision-making, providing a coherent, focused foundation for decision-making while considering future consequences.
5. Enhanced organizational capacity, strengthening leadership and improving the ability to think, act, and learn strategically.
6. Improved communication and public relations, enabling better communication of vision, mission, strategic objectives, and action programs to key stakeholders.
7. Increased political support, enhancing organizational legitimacy and expanding advocacy bases to form strong, supportive coalitions.

Planning has long been used as a tool to transform and revitalize companies, government organizations, and non-profits. Rapid political, economic, and technological changes require both internal and external adaptation [10].

According to Said & Wilopo [6], the success of the planning process is tested by projecting realistic environmental changes. Planning helps organizations anticipate and respond to changes by clarifying their vision, mission, and objectives.

Development planning, particularly in education, is an essential field of public administration, focusing on the use of resources to achieve specific objectives [6]. Development planning continues to evolve to meet the socio-economic needs of society

3. Research Methodology

Researchers employed a qualitative research approach with a descriptive methodology. The use of a qualitative approach is based on the consideration that the education planning process within the Ende Regency Government involves various aspects that need to be explored more deeply and comprehensively.

The focus of this study is the regional development planning in the education sector in Ende Regency, referencing the Neo and Chen Model of Dynamic Governance, by examining all programs and activities that have been implemented. Dynamic Governance consists of key elements, namely: Dynamic Capabilities (Thinking Ahead, Thinking Again, Thinking Across) and Organizational Culture.

4. Results

The Findings on Dynamic Governance in Educational Planning of Ende Regency

1. Thinking Ahead

The local government of Ende Regency has begun addressing future challenges like digital transformation, evidenced by teacher training in technology-based learning. However, sustainable education infrastructure is lacking. Schools need to adopt green principles, such as using renewable energy and sustainable materials, to face environmental and climate challenges. Additionally, external collaborations with technology companies and international organizations remain underutilized.

2. Thinking Again

The process of reviewing and evaluating educational policies is active but not fully data-driven. Despite evaluations being performed, they tend to overlook deeper systemic issues. The regency's educational planning should involve continuous assessment of budgets and policies based on tangible data, like student outcomes and teacher effectiveness, to ensure the alignment with actual needs

3. Thinking Across

Ende Regency has not yet fully embraced cross-sectoral collaboration. To create innovative educational solutions, it must involve not only the education sector but also local communities, businesses, and NGOs. A more inclusive approach is needed, integrating social, economic, and cultural perspectives into the education system to enhance the quality and sustainability of education.

4. Organizational Culture

The educational planning in Ende Regency is limited by a hierarchical, centralized culture. This reduces flexibility and slows decision-making. Collaboration between stakeholders, such as schools, the community, and government, is weak, resulting in inefficiencies. Additionally, the bureaucratic nature of the system restricts local innovation, as most decisions are made based on central government regulations. Human resource development, especially for teachers and administrators, remains a significant challenge.

5. Discussion

Dynamic governance is a flexible, responsive, and adaptive approach to governance, addressing changes in social, economic, political, and technological environments. This approach enables organizations or governments to continuously adapt to emerging challenges and opportunities amid rapid changes. In the context of development, dynamic governance emphasizes three main pillars: continuous learning (thinking ahead), creative thinking (thinking again), and systematic thinking (thinking across). These elements enable governments or institutions to be more flexible in responding to changes [4].

In the education sector, dynamic governance is crucial as the field experiences rapid changes. Technological transformation, globalization, and the demands for 21st-century skills push the education sector to continuously innovate. Below are several reasons for the importance of applying dynamic governance in educational development planning:

1. **Technological Change:** Educational technology is rapidly evolving, such as e-learning, artificial intelligence (AI) in learning, and other digital tools. Dynamic governance helps the education system to continuously adjust policies and infrastructure in line with technological advancements.
2. **Labor Market Needs:** Today's workforce demands different skills than before, such as critical thinking, collaboration, and creativity. Dynamic governance in education helps align curricula with the ever-changing needs of the labor market.
3. **Social Complexity:** Education is not only focused on academic aspects but also on character development, life skills, and global citizenship. Dynamic governance facilitates the creation of holistic education policies that encompass all these aspects.
4. **Globalization Demands:** Education must respond to globalization, requiring policies that support the internationalization of education, student exchanges, recognition of international certifications, and cross-country collaboration. Dynamic governance enables the education system to remain competitive on a global scale.

The implementation of dynamic governance in educational planning involves several strategic steps:

1. **Thinking Ahead:** In planning education, the government and related institutions need to anticipate future challenges and opportunities, such as projecting future labor needs and the technologies that could affect learning methods. This process involves data collection, global trend analysis, and forecasting to ensure that the education system can quickly adapt.
2. **Thinking Again:** The dynamic nature of education requires periodic policy revisions to maintain relevance. Governments should actively evaluate existing policies and not hesitate to make fundamental changes if necessary. For example, shifting to more soft skills-based learning methods rather than solely cognitive assessments.
3. **Thinking Across:** Education is not a stand-alone sector. Cross-sector collaboration with industries, technology, health, and other sectors will provide more comprehensive understanding and support more effective policies. For example, involving industries in

developing curricula based on workforce needs or collaborating with the health sector to support students' mental well-being.

The implementation of Dynamic Governance in the educational planning of Ende Regency can help create a more flexible, adaptive, and innovative education system. Dynamic Governance is a governance approach that emphasizes the ability of organizations or institutions to quickly adapt to changes and new challenges through innovation and continuous learning.

Here are the findings regarding the application of Dynamic Governance in educational planning in Ende Regency:

1. Thinking Ahead

Thinking ahead is a key concept in Dynamic Governance, emphasizing an organization's ability to think ahead and plan proactively for the future [4]. In the context of educational development planning in Ende Regency, this approach is essential to create an education system that not only responds to current issues but is also prepared to face future challenges and opportunities. The identification of future challenges and trends has already been carried out by the local government of Ende Regency. The region has prepared its education system to face digital transformation, such as distance learning (online learning) and the use of technology in classrooms. This is evidenced by the regular training provided to teachers on technology-based learning systems. One aspect of thinking ahead is sustainable education infrastructure planning. Research shows that the Ende Regency government has not yet demonstrated sustainable practices in educational infrastructure planning. The local government needs to build schools with a green concept, using renewable energy and sustainable building materials to reduce environmental impacts and prepare schools for climate change. The Ende Regency government also has not fully involved external parties in educational planning. The local government should establish partnerships with technology companies or educational organizations to bring resources and innovation into the education system. Collaborating with international organizations or donor agencies focused on improving education quality in remote areas is crucial.

2. Thinking Again

Thinking Again in Ende Regency's educational planning refers to the approach of actively reviewing policies, strategies, and approaches that have been adopted in the education sector. Through this process, Ende Regency can ensure that its education system remains relevant, efficient, and adaptive to changes in social, economic, and technological conditions. Educational planning in Ende Regency should use a data-driven approach in Thinking Again. This means that implemented policies need to be evaluated based on collected data, such as student learning outcomes, attendance rates, and the effectiveness of teacher training. The results of these evaluations should be used to improve or change existing policies. Education budget allocation should be continuously evaluated to ensure that allocated funds meet priority needs. Through the Thinking Again approach, Ende Regency can reassess how education budgets are allocated and make adjustments if necessary. Research shows that regular evaluations tend not to identify root problems, as evidenced by the consistent annual planning documents.

3. Thinking Across

Thinking Across is a principle in Dynamic Governance that focuses on cross-sector, disciplinary, and stakeholder collaboration to generate more innovative and holistic solutions. In the context of educational planning, Thinking Across means involving various parties, such

as the government, private sector, local communities, educational institutions, and non-governmental organizations, to work together in creating a more effective and sustainable education system. Thinking Across emphasizes the importance of connecting various sectors to achieve better outcomes. In educational planning, this could involve collaboration between local governments, private sectors, academics, and industries to create innovations that support quality education. Ende Regency's local government, in terms of thinking across, must view education planning not only from the academic perspective but also from social, cultural, and economic aspects. In modern education planning, the involvement of all parties, including local community organizations and higher-level education advocates, is critical. However, this has not yet been fully implemented by the local government.

4. Organizational Culture

In the planning of educational development in Ende Regency, organizational culture plays a significant role in determining the effectiveness and success of the educational programs implemented. Organizational culture encompasses the values, norms, attitudes, and practices upheld by stakeholders, such as the education department, schools, teachers, and the community. The educational planning system in Ende Regency is still influenced by a hierarchical and centralized culture, where decision-making often occurs at higher levels or within the central government. This hierarchical culture limits the flexibility of educational planning and leads to a lack of approaches based on the specific needs of the community in Ende Regency. One of the challenges frequently encountered in the organizational culture of educational planning in Ende Regency is the low level of collaboration among the involved parties. Several factors contribute to this situation. First, coordination between the education department, schools, and the community is often not optimal. This is due to the absence of an effective and structured communication mechanism among the various parties. Second, there is sometimes a tendency for each unit or organization to work independently, without strong synergy between sections or sectors. Each unit focuses more on its own programs, resulting in overlapping policies or a lack of synchronization in field implementation. This lack of collaboration leads to incomplete education policies and the potential for resource wastage due to program duplication or inefficiency.

Ende Regency, like other regions in Indonesia, is heavily bound by regulations and formal rules from the central government. This creates a highly bureaucratic organizational culture. Most decisions made in education planning at the regency level must follow central regulations, whether related to the curriculum, educational structure, or financial policies. Because of the requirement to adhere to central rules, the room for local innovation in educational planning is very limited. Schools and local governments tend to focus more on enforcing regulations rather than exploring new approaches that may be more relevant to the local context. This condition slows down the decision-making process and reduces flexibility in responding to the specific educational needs of Ende Regency, especially in remote areas that face unique challenges.

The organizational culture in the education sector in Ende Regency is also influenced by limitations in human resource (HR) development, particularly for teachers, school staff, and education officials. The organizational culture in education planning in Ende Regency is still dominated by bureaucratic and hierarchical approaches, with limitations in collaboration, innovation, and technology adoption. However, there are some positive signs, such as growing awareness of the importance of community participation. To improve this situation, efforts must be made to promote a more participatory, collaborative, and adaptive culture so that educational planning in Ende Regency can be more effective and aligned with local needs

6. Conclusion

The conclusion regarding the implementation of Dynamic Governance in the educational planning of Ende Regency is that this approach can provide the flexibility, adaptability, and innovation needed to face challenges in the education sector. However, its implementation in Ende Regency still has some shortcomings in terms of long-term planning, policy evaluation, and cross-sector collaboration.

1. Thinking Ahead: Ende Regency has begun preparing for digital transformation in education, such as teacher training in technology use. However, sustainable education infrastructure planning has not been well implemented. There is a need to build green schools and enhance collaboration with private and international organizations to bring innovation.
 2. Thinking Again: Ende Regency has not fully implemented data-driven evaluation in educational planning. Policy and budget evaluations are still routinely conducted but are less effective, as evidenced by minimal changes from year to year.
 3. Thinking Across Cross-sector collaboration in education is still not optimal. The local government has not involved enough stakeholders from the private sector, local communities, and non-governmental organizations, which are essential for creating a more holistic and innovative education system.
 4. The organizational culture in education planning in Ende Regency is still dominated by bureaucratic and hierarchical approaches, with limitations in collaboration, innovation, and technology adoption. However, there are some positive signs, such as growing awareness of the importance of community participation. To improve this situation, efforts must be made to promote a more participatory, collaborative, and adaptive culture so that educational planning in Ende Regency can be more effective and aligned with local needs.
- Overall, Ende Regency has shown positive steps in adopting Dynamic Governance, but stronger efforts are needed in terms of collaboration, infrastructure innovation, and data-driven evaluation. Research still talks about the concept of planning not yet in implementation until the evaluation of regional development, especially in the field of education.

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