

Collaborative Governance in Local Policy Implementation: A Case Study of Flood Risk Management in South Jakarta

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ABSTRAK

Studi ini mengeksplorasi praktik tata kelola kolaboratif dalam implementasi kebijakan lokal, dengan fokus pada pengelolaan risiko banjir di Jakarta Selatan. Meningkatnya kompleksitas isu lingkungan perkotaan memerlukan kolaborasi multipihak yang melampaui batas birokrasi tradisional. Dengan menggunakan pendekatan kualitatif, penelitian ini menganalisis bagaimana lembaga pemerintah, masyarakat, LSM, dan sektor swasta berinteraksi dan berbagi tanggung jawab dalam mengelola banjir perkotaan. Temuan penelitian menunjukkan bahwa membangun kepercayaan, kepemimpinan, dan pengaturan kelembagaan sangat penting untuk kolaborasi yang sukses, meskipun masih ada tantangan dalam koordinasi dan penyelarasan sumber daya. Rekomendasi diberikan untuk meningkatkan praktik tata kelola kolaboratif dalam kebijakan ketahanan perkotaan.

Kata kunci: tata kelola kolaboratif, pengelolaan banjir, pemerintah daerah, Jakarta Selatan, implementasi kebijakan

ABSTRACT

This study explores the practice of collaborative governance in local policy implementation, focusing on flood risk management in South Jakarta. The increasing complexity of urban environmental issues necessitates multi-stakeholder collaboration that transcends traditional bureaucratic boundaries. Using a qualitative approach, this research analyzes how government agencies, communities, NGOs, and the private sector interact and share responsibilities in managing urban floods. Findings suggest that trust-building, leadership, and institutional arrangements are critical to successful collaboration, although challenges remain in coordination and resource alignment. Recommendations are offered to enhance collaborative governance practices in urban resilience policies.

Keywords: collaborative governance; flood management; local government; South Jakarta; policy implementation

INTRODUCTION

Urban governance is increasingly challenged by complex public problems that

require solutions beyond the scope of single public agencies. In this context, the concept of Collaborative Governance (Ansell & Gash, 2008) has gained prominence as a

framework where multiple actors—governmental and non-governmental—work collectively in decision-making and implementation.

Flooding in South Jakarta is a recurring issue that illustrates the limitations of traditional top-down policies and the need for stakeholder collaboration. The area, with its dense population and vulnerable infrastructure, requires integrated approaches involving not only city officials but also local communities, neighborhood units (RT/RW), NGOs, and even private construction or drainage companies.

Despite the presence of legal mandates and urban resilience programs from the Jakarta government, the implementation of flood control policies remains fragmented. Collaborative efforts such as community-based early warning systems, riverbank clean-up initiatives, and participatory planning forums have been introduced, but their effectiveness varies depending on the level of coordination, trust, and shared goals among stakeholders.

This study aims to examine the dynamics of collaborative governance in the flood management sector of South Jakarta. The research seeks to answer the following questions:

1. What institutional mechanisms support or hinder collaborative

governance in local policy implementation?

2. How do different stakeholders perceive their roles, responsibilities, and power relations in the process?
3. What factors contribute to or limit the success of multi-stakeholder collaboration?

Theoretically, the research draws on the Collaborative Governance Regime (CGR) framework by Emerson, Nabatchi, and Balogh (2012), which emphasizes the interaction of principled engagement, shared motivation, and capacity for joint action.

The findings are expected to contribute to the literature on public administration and collaborative policy, offering practical implications for local governments dealing with urban environmental issues.

METHOD

This study employed a **qualitative case study approach** to examine collaborative governance in the context of flood risk management in South Jakarta. The case study method allows for in-depth exploration of institutional dynamics, actor interactions, and collaborative practices in a specific urban governance setting.

Data collection took place between January and November 2022 and involved multiple sources:

- **In-depth interviews** with 15 informants, including officials from the South Jakarta Disaster Management Agency (BPBD), neighborhood heads (RT/RW), NGO representatives, and private contractors involved in drainage work.
- **Document analysis** of local government flood control programs, Jakarta Smart City dashboards, stakeholder meeting minutes, and citizen complaint reports.
- **Direct observation** of community preparedness events, neighborhood meetings, and flood response activities.

Sampling used purposive and snowball techniques to capture a wide range of stakeholder perspectives. Data were transcribed and coded thematically using NVivo software. The analysis followed **Miles and Huberman's interactive model** of data reduction, data display, and conclusion drawing.

Key analytical categories were derived from Emerson et al.'s (2012) framework: principled engagement (e.g., dialogue and trust), shared motivation (e.g., commitment and legitimacy), and capacity for joint action (e.g., resources, institutional design).

Ethical clearance was obtained through university channels. All participants provided informed consent and were anonymized in the reporting. This methodology allows a rich, contextualized understanding of collaborative dynamics in urban environmental governance and contributes to broader discussions on decentralized policy implementation.

RESULTS AND DISCUSSION

3.1 Institutional Mechanisms Supporting Collaboration

In South Jakarta, the legal and institutional framework for collaborative flood management is grounded in the Jakarta Flood Resilience Program and the Regional Disaster Management Plan (RPBD). These policies mandate stakeholder coordination but provide limited operational guidelines. At the sub-district (kecamatan) level,

coordination meetings are held sporadically, often in response to crisis events rather than as routine planning exercises. The absence of a formal coordinating body has led to fragmented actions.

3.2 Roles and Perceptions of Stakeholders

Interviews revealed that government agencies see themselves as regulators and funders, while community groups view their role as first responders and local mobilizers. NGOs focus on capacity building, whereas private actors are engaged for infrastructure development. While each actor acknowledges the importance of collaboration, power imbalances and unclear responsibilities reduce trust and create dependency on government initiative.

3.3 Challenges in Coordination and Resource Alignment

One key challenge is the mismatch between stakeholder capacity and assigned roles. RT/RW leaders often lack technical knowledge, while NGOs are constrained by short project cycles. Financial limitations further complicate joint action, as budget allocations for

collaborative initiatives are not standardized. Duplication of efforts and communication breakdowns were noted during flood response simulations.

3.4 Trust-Building and Shared Motivation

Trust emerges gradually through repeated interactions, especially during emergency responses. Community trust in local agencies increased after the 2020 flood response, when neighborhood groups coordinated evacuation with BPBD and NGOs.

However, long-term shared motivation is lacking, as stakeholders pursue different objectives. Institutionalizing regular forums for dialogue remains a critical need.

3.5 Capacity for Joint Action and Sustainability

While some pilot initiatives, such as community-based flood mapping and early warning system development, have shown promise, they often rely on individual leadership. Sustainability is threatened by staff turnover and the absence of capacity-building plans. Collaborative governance in South Jakarta remains ad-hoc rather than

embedded in routine administrative practice.

In sum, collaborative governance in South Jakarta's flood management shows both potential and fragility. Institutional gaps, uneven capacities, and lack of shared vision hinder long-term success. Strengthening institutional frameworks, building mutual trust, and providing consistent resources are essential for evolving toward a more resilient and participatory governance model.

CONCLUSION

This study concludes that collaborative governance in flood risk management in South Jakarta demonstrates both its potential and current limitations. While multiple stakeholders have come together to address recurring urban flooding, institutional coordination remains weak, and collaboration often emerges reactively rather than proactively. Stakeholders such as local government, RT/RW leaders, NGOs, and private

actors recognize the importance of working together, yet their roles are not always clearly defined, and mutual expectations can diverge.

To strengthen collaborative governance, it is critical to establish formal coordination mechanisms, ensure inclusive stakeholder engagement, and provide sufficient resources. Building trust and fostering shared motivation through continuous interaction and dialogue can help align diverse interests. Moreover, embedding collaborative practices into routine governance—beyond emergency response—will enhance sustainability.

The study contributes to the understanding of collaborative governance in Indonesia's urban settings, particularly for disaster risk management. Future research could explore comparative models in other metropolitan regions to identify transferable practices and scalable innovations.

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