



Collaborative Governance in Localizing the Sustainable Development Goals (SDGs): A Case Study of Jakarta's Regional Action Plan (RAD)

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Achieving the Sustainable Development Goals (SDGs) requires effective localization strategies supported by multi-stakeholder collaboration. This study investigates how the principles of Collaborative Governance are applied in the formulation and implementation of the SDGs Regional Action Plan (RAD) in DKI Jakarta Province. Employing a descriptive qualitative design, the research combines a Systematic Literature Review (SLR) of 22 relevant studies with an in-depth analysis of local policy documents such as the RAD 2017–2022 and 2023–2026, Voluntary Local Reviews (VLR 2021 and 2024), and SDG achievement reports. The Collaborative Governance Regime (CGR) framework by Emerson and Nabatchi (2012) is used to assess three core dimensions: principled engagement, shared motivation, and capacity for joint action. The findings reveal that Jakarta's collaborative efforts remain largely procedural and symbolic, with limited deliberative forums, weak trust between actors, and inadequate institutional mechanisms for joint action. The study underscores the gap between regulatory commitments and practical implementation, where collaborative ideals are not fully realized due to structural, procedural, and resource constraints. This research highlights these challenges and contributes to the discourse on localizing SDGs, especially in urban governance contexts. It offers policy recommendations to enhance multi-actor participation, institutionalize inclusive practices, and align vertical-horizontal policy integration. The study also opens avenues for future research on institutional design, incentive structures, and long-term impacts of collaborative governance at the sub-national level.

Keywords: Collaborative Governance; Localizing SDGs; RAD SDGs; Stakeholder Engagement; Policy Implementation; Jakarta

INTRODUCTION

Sustainable development has become the main global agenda outlined in the Sustainable Development Goals (SDGs). This agenda targets the resolution of multidimensional global challenges such as poverty, inequality, environmental degradation, and inclusive governance (Lim et al., 2018; Monkelbaan, 2019; Van Niekerk, 2020). The application of the principle of "no one left behind" is the main commitment that encourages the participation of all stakeholders—both central and regional governments, civil society, the business sector, and local communities—to achieve the 17 global goals (Biermann et al., 2022; Karr et al., 2016; Van Tulder, 2018; Whitcraft et al., 2019).

The achievement of the SDGs does not depend only on policies at the national level, but is highly determined by the ability of regions to transform these global goals into local policies, programs, and actions. This process is known as localizing SDGs, which is the integration of SDGs principles and indicators into regional development planning documents that are relevant in terms of local context and needs (Guarini et al., 2022; Gupta & Sigdel, 2024; Krantz & Gustafsson, 2021b). In Indonesia, this

commitment is outlined through Presidential Regulation No. 111 of 2022, which mandates the preparation of the SDGs/SDGs Regional Action Plan (RAD) by each province (Pratama & Zubaidah, 2023, 2024).

DKI Jakarta is one of the most active regions in compiling the SDGs/SDGs and reporting them through the Voluntary Local Review (VLR). However, various evaluations show that the process of drafting and implementing RAD in Jakarta still faces serious challenges, such as limited development indicator data, unstructured non-government participation, and weak institutional coordination between stakeholders (Arlinkasari, 2021; Jameaba et al., 2022; Syebubakar et al., 2021). This condition shows a gap between the collaborative spirit in the regulations and implementation practices in the field.

In this context, the Collaborative Governance approach is relevant to examine and explain the dynamics of multi-stakeholder involvement in formulating and implementing public policies, including in preparing the SDGs. The Collaborative Governance Regime (CGR) model developed by Emerson, Nabatchi, and Balogh (2012) underscores the importance of three key elements: principled engagement, shared motivation, and capacity for joint action. These three are fundamental requirements for the creation of deliberative, inclusive, and sustainable governance.

However, so far, little research specifically explores the application of the collaborative governance framework in the preparation of the SDGs/SDGs at the regional level in Indonesia. The available literature tends to focus on the national level or on strengthening sectoral capacity (Krantz & Gustafsson, 2021a; Okitasari et al., 2020), so it does not provide a comprehensive picture of the challenges and dynamics of collaboration in the context of local governance.

To fill this gap, this article aims to evaluate the application of the principles of Collaborative Governance in the preparation and implementation of the SDGs/SDGs RAD in DKI Jakarta Province. By combining a qualitative case study approach and Systematic Literature Review (SLR), this study offers an original contribution by systematically evaluating how collaborative governance principles are applied in the preparation and implementation of the RAD SDGs in Jakarta, while filling in the gaps in the literature related to collaborative practices at the subnational level.

This study aims to evaluate the extent to which collaborative governance principles are applied in the preparation and implementation of the SDGs/SDGs RAD in Jakarta and identify the main obstacles in multi-stakeholder engagement in the context of localizing SDGs. This research offers a novel contribution by specifically applying the Collaborative Governance Regime (CGR) framework by Emerson, Nabatchi, and Balogh (2012) to evaluate the formulation and implementation of the Regional Action Plan (RAD) for SDGs in DKI Jakarta, an area underexplored in existing literature. Previous studies (Krantz & Gustafsson, 2021a; Okitasari et al., 2020) primarily focus on national-level policy dynamics or sectoral partnerships, often overlooking the institutional realities of sub-national implementation. Unlike these studies, this research integrates empirical document analysis of local policy instruments (e.g., RAD 2017–2022 and 2023–2026, VLR 2021 and 2024) and a Systematic Literature Review (SLR) to highlight the gaps between normative collaborative ideals and procedural realities in Jakarta. It bridges theoretical and empirical gaps by triangulating global frameworks with grounded local governance data, enriching the discourse on localizing SDGs with context-specific institutional and political challenges.

METHOD

This study adopts a descriptive qualitative design using the Systematic Literature Review (SLR) method and document analysis to examine the application of Collaborative Governance in the formulation and implementation of the SDGs Regional Action Plan (RAD) in DKI Jakarta. The research draws from international and national literature and local policy documents, including Jakarta's 2017–2022 and 2023–2026 RAD, annual achievement reports, and the Voluntary Local Review (VLR). Article searches were conducted via Scopus and ScienceDirect using relevant keyword combinations. The selection process applied specific inclusion and exclusion criteria and followed the PRISMA flow, narrowing down from 11,577 to 22 relevant empirical studies that focus on multi-stakeholder collaboration in SDGs implementation at the subnational level.

The SLR is supported by an analysis of SDGs policy documents and reports in Jakarta, including the 2017–2022 and 2023–2026 RADs, VLR 2021 and 2024, annual achievement reports, and regional regulations. Analysis was conducted using a qualitative approach with pattern-matching techniques based on the Collaborative Governance Regime (CGR) framework by Emerson and Nabatchi (2012). Data were encoded and aligned with key CGR elements: principled engagement, shared motivation, and capacity for joint action. This method enabled triangulation between literature findings and local policy documents to present a comprehensive view of the dynamics of collaborative governance in localizing SDGs at the regional level.

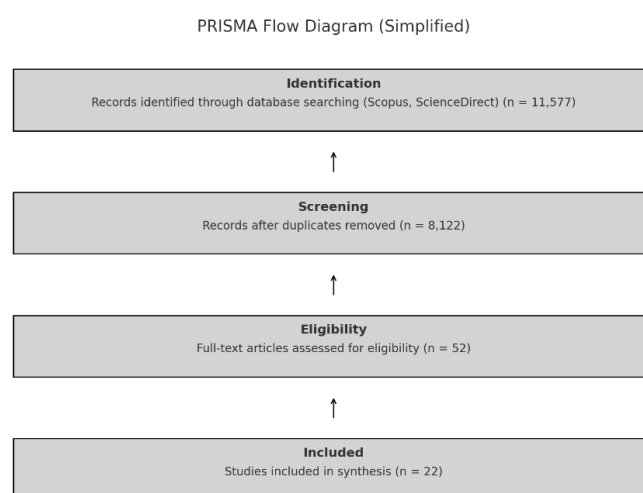


Figure 1. PRISMA Flow Diagram

Source: Data Processed

RESULTS AND DISCUSSION

An analysis of documents on the SDGs/SDGs policies in DKI Jakarta Province—including the 2017–2022 and 2023–2026 SDGs/RADs, the 2021 and 2024 Voluntary Local Review (VLR), and annual achievement reports—illustrates the dynamics of the implementation of Collaborative Governance. The study used the Collaborative Governance Regime (CGR) framework, which includes three main dimensions: principled engagement, shared motivation, and capacity for joint action (Emerson, Nabatchi, & Balogh, 2012). The following is the Results and Discussion section, which is compiled based on the analysis of the Jakarta RAD and VLR documents using the Collaborative Governance Regime (CGR) framework from Emerson & Nabatchi (2012), complemented by a matrix table of findings that you can see above.

Table 1 Results and Findings Matrix

GGR Dimensions	Indicator	Findings from the Document	Document Source
Principled Engagement	Involvement of actors since planning	The RAD document mentions the involvement of OPDs and non-government partners, but the government tends to determine the initial involvement.	RAD 2023-2026

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	Consultative or deliberative forums	Public consultation forums are conducted, but they are more symbolic than deliberative.	VLR 2021; RAD 2023-2026
	Cross-actor goal alignment	Development goals are generally agreed upon, but no formal cross-actor negotiation mechanism exists.	VLR 2024
Shared Motivation	Trust and legitimacy between actors	Indications of legitimacy inequities: The government sector is dominant, private sector participation is limited, and CSOs are limited.	2019 SDGs/SDGs Report, VLR 2021
	Commitment to the SDGs	Strong commitment from Bappeda, but not consistent across OPDs and partners.	RAD 2017-2022 and 2023-2026
	Ongoing engagement of non-governmental actors	Non-governmental involvement decreases at the implementation and evaluation stages.	VLR 2024
Capacity for Joint Action	Collaborative institutions (coordination team, SOPs)	The coordination team was formed through the Governor's Decree, but the structure does not guarantee a deliberative collaboration forum	Pergub 426/2023
	Technical, data, and information capacity	Indicator data is limited and not available for all pillars; Data Utilization Is Not Yet Collaborative	2022 Achievement Report
	Funding and shared resources	There are no dedicated funding schemes or collaborative incentive mechanisms	RAD 2023-2026

Source: processed by researcher

Principled Engagement: An Early Engagement That Is Still Procedural

The RAD document mentions the involvement of multi-parties, such as Regional Apparatus Organizations (OPD), the business sector, and civil society organizations (RAD TPB/SDGs 2023–2026). However, this involvement occurs more after the local government prepares the planning document technocratically. This shows the tendency of tokenism approaches, where public consultation is carried out for formal legitimacy without any real deliberative space (Syebubakar et al., 2021).

The Jakarta Voluntary Local Review (VLR) for 2021 and 2024 also highlighted that the forums are still consultative, with the dominance of the government's agenda. The preparation of the RAD does not fully reflect the process of negotiating an equal development vision between actors, even though, ideally, principled engagement requires meaningful participation from the stage of identifying common goals (Ansell & Gash, 2007).

Shared Motivation: The Gap between Institutional and Social Commitment

Institutionally, the DKI Jakarta Bappeda has strongly committed to leading the RAD preparation process. However, an analysis of the documents shows that the shared motivation between the actors has not yet taken root. The involvement of non-government actors, such as the philanthropic sector and civil society, tends to be temporary and does not continue at the implementation or evaluation stages (VLR DKI Jakarta, 2024).

As stated by Emerson et al. (2012), shared motivation requires mutual trust and strong internal legitimacy. In the context of Jakarta, the 2019 SDGs/SDGs report indicates that there is still inequality in the distribution of roles, where the government remains the dominant actor. This can lead to mistrust and reduce collaboration as a symbolic process (Krantz & Gustafsson, 2021a).

Capacity for Joint Action: Structure Exists, But Is Not Functioning Optimally

DKI Jakarta Province has established a Coordination Team for the SDGs/SDGs RAD through Governor's Decree No. 1920 of 2018 and updated through Governor's Regulation No. 426 of 2023. Although formal institutional structures are in place, the capacity for joint action is still limited. This can be seen from the absence of incentive mechanisms, the lack of collaborative work SOPs across sectors, and the lack of a data-sharing platform between OPDs and non-government actors (2022 Achievement Report).

In the CGR model, collective capacity depends not only on structure, but also on leadership, the availability of shared accessible data, and resource mobilization (Emerson & Nabatchi, 2015). In this context, Jakarta does not yet have a system that allows cross-sector coordination to run regularly and productively, and no financing mechanism supports cross-actor collaboration.

Reflection on Literature and Implementation Gap

When compared to the global literature, Jakarta's condition reflects similar challenges found in other developing countries: bureaucratic dominance, lack of incentives, and the absence of formal power-sharing mechanisms (Biggeri, 2021; (Okitasari et al., 2020). This study reinforces the argument that the existence of policy documents such as RAD and VLR is not enough to guarantee the success of collaborative governance without the support of institutional structures, trust between actors, and strong shared resources.

For this reason, it is important for local governments to establish an administrative coordination structure, develop a collaborative work culture, strengthen trust between actors, and ensure the sustainability of multi-stakeholder participation through clear incentives and equal division of roles.

CONCLUSION

This study finds that the implementation of Collaborative Governance in drafting and executing the SDGs Regional Action Plan (RAD) in DKI Jakarta remains largely procedural, lacking the deliberative, participatory, and sustainable qualities envisioned in the collaborative model. While institutional mechanisms such as coordination teams and stakeholder forums have been introduced, their practical effectiveness is limited across the key dimensions of principled engagement, shared motivation, and joint action capacity. Public consultations tend to be symbolic, trust among actors remains weak, and coordination across sectors and financing mechanisms is insufficient. Consequently, policy documents like RAD and VLR alone are inadequate without institutional reinforcement, inclusive incentives, and sustained deliberation. To address these gaps, policy recommendations include institutionalizing meaningful stakeholder forums, fostering trust and shared ownership, enhancing cross-sectoral capacities, offering incentives for non-governmental engagement, and harmonizing vertical-horizontal policy coordination. Future research should investigate how institutional design, trust-building, and incentive mechanisms can strengthen collaborative governance, using comparative and longitudinal approaches to assess sustainable impacts beyond formal policy production.

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