

The Jaga Jakarta Task Force as a Collaborative Governance Model Under the Governor Decree of the Special Capital Region of Jakarta Number 997 of 2025

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Abstract

Mass fights disrupt urban security, and the government cannot handle them alone. This study aims to analyze the Jakarta Guard Task Force as a collaborative governance model based on the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025 in an effort to prevent mass fights in the Special Region of Jakarta. The research uses a qualitative approach with the Systematic Literature Review (SLR) method through the study of academic literature, policy documents, and relevant regulations. The analysis was conducted using Ansell and Gash's Collaborative Governance theory which includes starting conditions, facilitative leadership, institutional design, collaborative process, and intermediate outcomes. The results of the study show that the Jakarta Guard Task Force represents a collaborative governance model that integrates local governments, security forces, intelligence elements, regional apparatus organizations, and the community in one urban security management system. Collaboration is realized through cross-sector coordination, information exchange, early detection of social conflicts, joint patrols, and community involvement in efforts to prevent mass fights. In conclusion, the implementation of collaborative governance in the Jakarta Guard Task Force has the potential to increase the effectiveness of preventing social conflicts through strengthening inter-agency coordination, increasing community participation, and developing a more preventive and participatory security system. The implications suggest that collaborative governance is relevant for complex urban security and can serve as a reference for other regions.

INTRODUCTION

The rapid development of urbanization has made urban areas the center of economic, social, political, and cultural growth while increasing the complexity of various social and security problems faced by urban communities (Castells, 2010; UN-Habitat, 2016). On the other hand, urbanization also raises various increasingly complex social problems, including the increasing potential for social conflicts and disturbances in public security. The complexity of these problems causes urban areas to be more vulnerable to various forms of collective violence than non-urban areas (Jacobs, 1961; Runturambi, 2017). One form of social conflict that often occurs in urban areas is mass fights between community groups. Mass fights are part of *collective violence*, which is an act of violence carried out jointly by social groups as a form of expression of conflict influenced by factors of identity, interests, and rivalry between groups (Tilly, 2003). The phenomenon generally develops in urban environments that have high levels

of social heterogeneity and relatively weak social control (Shaw & McKay, 1942; Soekanto, 2006). In the urban context, mass fights not only cause physical and material losses, but also have the potential to disrupt the stability of security, public order, and social and economic activities of the community (Coaffee & Rogers, 2008).

High levels of population density, community heterogeneity, social mobility, and social disparities cause metropolitan areas to have a relatively higher level of conflict vulnerability than other regions. This condition shows that urban security is not only related to the aspect of law enforcement, but also related to the ability of the government and the community to manage potential social conflicts collectively (Runturambi, 2020). Data from the Central Statistics Agency (BPS) in 2024 shows that the Special Region of Jakarta is the province with the highest percentage of mass fight incidents in Indonesia, which is 18.73 percent. The data shows that social conflict is still a significant challenge in managing urban security in Jakarta (Chandra & Diehl, 2019; Leitner et al., 2017; Silver, 2016). As a metropolitan area and the center of national government, the high rate of mass fights shows that conventional security approaches that are sectoral in nature are not yet fully able to address the complexity of social conflicts that are developing in society.

The complexity of urban security suggests that governments cannot work alone in dealing with social conflicts. Modern security issues require cross-sectoral coordination involving the government, security forces, the community, and various other stakeholders (Pilemalm et al., 2016). Therefore, a governance approach is needed that is able to integrate the various resources and capacities possessed by each actor in solving public problems (Emerson & Nabatchi, 2015). In this context, *collaborative governance* has developed as an approach that emphasizes the involvement of various government and non-government actors in the decision-making process and implementation of public policies. *Collaborative governance* is a governance arrangement that involves one or more public institutions that directly involve non-governmental actors in a formal, consensus-oriented, and deliberative collective decision-making process to achieve a common public goal (Ansell & Gash, 2008).

The *collaborative governance* approach is becoming increasingly relevant in urban security management because contemporary security threats are complex, multidimensional, and cannot be handled by a single institution independently. In its development, *collaborative governance* is also influenced by *network capacity* which allows various actors to share resources, information, and authority in solving public problems (Emerson, Nabatchi, & Balogh, 2012). Collaboration between institutions allows for resource integration, information exchange, trust building, and institutional capacity building in preventing and handling social conflicts (Bryson, Crosby, & Stone, 2015).

In response to the increasing potential for brawls and disturbances of security and public order, the Jakarta Special Region Government stipulated the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025 concerning the Jakarta Guard Task Force. In the decision, it was explained that the establishment of the Jakarta Guard Task Force aims to prevent and accelerate the handling of security and public order disturbances, strengthen cross-sector coordination, and improve regional preparedness for various potential security disturbances.

Based on the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025, the Jakarta Guard Task Force involves various elements consisting of the Jakarta Special Region Provincial Government, the Metro Jaya Regional Police, the Jaya Military Regional Command, the National and Political Unity Agency, intelligence elements, regional apparatus organizations, and the community in one regional security coordination mechanism. This structure shows that there are efforts to build a security system based on collaboration and multi-actor participation.

From the perspective of *collaborative governance*, the establishment of the Jakarta Guard Task Force shows a shift in the security paradigm from a state-centered *security* approach to *collaborative security*, which is a security model that places various stakeholders as part of the regional security system. The model is in line with the view that complex public problems require cross-sectoral collaboration in order to be solved more effectively and sustainably (Ansell & Gash, 2008; Emerson & Nabatchi, 2015).

Research examining the Jakarta Guard Task Force from the perspective of *collaborative governance* is still very limited. Most *collaborative governance* research focuses on public services, regional development, and environmental management, while research linking *collaborative governance* to mass fight prevention and urban security is relatively lacking (Bryson, Crosby, & Stone, 2015; Runturambi, 2020). This study aims to analyze the Jakarta Guard Task Force as a collaborative governance model in preventing mass fights in the Special Region of Jakarta based on the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025. This research is expected to contribute to the development of *collaborative governance* studies in the field of urban security and become an input for strengthening social conflict prevention policies in metropolitan areas.

Studies on *collaborative governance* have developed widely in various areas of public policy, including governance, public services, environmental management, and security. However, research that specifically examines *collaborative governance* in the prevention of urban social conflicts is still relatively limited. Therefore, the study of previous research is important to identify the development of the study as well as find the research *gap* that is the basis for the novelty of this research. *Collaborative governance* is an approach that has developed in response to the complexity of public problems that cannot be solved by one institution independently. The success of *collaborative governance* is influenced by five main components, namely *starting conditions*, *facilitative leadership*, *institutional design*, *collaborative process*, and *intermediate outcomes* (Ansell & Gash, 2008). The model has become one of the most widely used theoretical frameworks in *collaborative governance research* in various public policy sectors (Emerson & Nabatchi, 2015). *Collaborative governance* has developed as a form of *network governance* that has emerged due to the increasing complexity of public problems and the limitations of traditional bureaucratic models in solving problems independently (Castells, 2010).

The development of the concept of *collaborative governance* further shows that the effectiveness of collaboration is influenced by the involvement of multifactor supported by *principled engagement*, shared motivation, and capacity for collective action (*capacity for action*) together. These three elements are the foundation in building sustainable collaborative governance (Emerson, Nabatchi, & Balogh, 2012). Effective collaboration requires continuous dialogue, information exchange, and deliberative processes that allow consensus to be reached between actors (Innes & Booher, 2003). Complex public issues require cross-sectoral collaboration because no one organization has all the resources and capacity needed to solve problems independently. Therefore, the success of collaboration is largely determined by collaborative leadership, shared vision building, and trust between the actors involved (Bryson, Crosby, & Stone, 2015). In the context of urban security, security is not only determined by the presence of security forces, but also influenced by community participation in creating social supervision of the surrounding environment. Community involvement in daily social life is one of the factors that can create a sense of security in urban areas (*eyes on the street*) (Jacobs, 1961). The presence of the community in public spaces also functions as an informal social control mechanism that is able to suppress the potential for crime and social conflict (Jacobs, 1961).

Social capital is an important factor in supporting the success of collaboration, a high level of social trust will increase the effectiveness of collective actions and strengthen the capacity of the community in solving public problems (Putnam, 2000). Urban social conflicts are generally influenced by societal heterogeneity, social gaps, space competition, and weak social integration between community groups. This condition causes metropolitan areas to have a higher level of vulnerability to conflict than other regions (Runturambi, 2017).

Modern urban security management requires a collaborative approach involving local governments, security forces, and communities in a single, integrated security governance system. Security is no longer understood as the sole responsibility of state apparatus, but as the result of the cooperation of various stakeholders in maintaining regional social stability (Runturambi, 2020). Mass fights are a form of collective violence that develops through the process of group mobilization and social interaction that is conflicting. Group identity factors, social rivalries, and weak conflict resolution mechanisms are the main causes of the emergence of collective violence in society (Tilly, 2003). In the Indonesian context, *collaborative governance* has been proven to be able to increase the effectiveness of public policies through coordination between stakeholders, resource integration, and strengthening community participation in the policy implementation process. Collaboration allows various actors to work together in dealing with complex and multidimensional public problems (Purwanti, 2016).

Although various studies have addressed *collaborative governance* and urban security, most research still focuses on public services, environmental management, and regional development. Research that specifically examines the implementation of *collaborative governance* in the prevention of mass fights through the Jakarta Guard Task Force is still very limited. Therefore, this study has novelty in analyzing the Jakarta Guard Task Force as a *model of collaborative governance* in preventing mass fights in the Special Region of Jakarta.

Based on various previous studies, most of the research discusses *collaborative governance* in the context of public services, regional development, environmental management, and governance. Meanwhile, research on *collaborative governance* in the field of urban security is still relatively limited. Research linking *collaborative governance* to the prevention of mass fights through security task forces has also not been widely done. In addition, no research has been found that specifically analyzes the Jakarta Guard Task Force as a *collaborative governance model* based on the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025. In fact, the governor's decision shows that there is a collaboration mechanism involving local governments, security forces, intelligence elements, and the community in preventing disturbances of security and public order.

Based on the identified research gap, this study aims to analyze the Jakarta Guard Task Force as a collaborative governance model in preventing mass fights in the Special Capital Region of Jakarta, based on Governor Decree Number 997 of 2025, using Ansell and Gash's collaborative governance framework (starting conditions, facilitative leadership, institutional design, collaborative process, and intermediate outcomes). This research provides two main benefits. Theoretically, it enriches collaborative governance literature in the under-explored field of urban security and mass fight prevention. Practically, it offers policy input for local governments in designing collaborative security policies and serves as a reference for other regions facing similar urban social conflicts.

METHODS

This study used a qualitative approach with the *Systematic Literature Review* (SLR) to analyze the Jakarta Guard Task Force as a model *Collaborative Governance* in the prevention of mass fights in the Special Region of Jakarta based on the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025. Method *Systematic Literature Review* It was chosen because it allows researchers to systematically identify, evaluate, and synthesize a wide

range of relevant literature resulting in a comprehensive understanding of implementation *Collaborative Governance* in urban security management (Kitchenham, 2004; Snyder, 2019). The source of research data comes from secondary data consisting of national and international journal articles, academic books, research results, official government reports, policy documents, and the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025 concerning the Jakarta Guard Task Force as the main source of policy analysis.

Data analysis was carried out using *thematic analysis* techniques (Braun & Clarke, 2006) by grouping literature findings into the dimensions of *Collaborative Governance* theory developed by Ansell and Gash (2008), namely starting *conditions*, *facilitative leadership*, *institutional design*, *collaborative process*, and *intermediate outcomes*. The five dimensions are used as an analytical framework to explain how the Jakarta Guard Task Force was built as a cross-sectoral collaboration model in the prevention of mass fights in the Special Region of Jakarta; Thus, the results of the study are expected to be able to provide a comprehensive overview of the implementation of *collaborative governance* in urban security management and the prevention of mass fights in the Special Region of Jakarta

RESULTS AND DISCUSSION

Jakarta Guard Task Force as a Model of Collaborative Governance

The establishment of the Jakarta Guard Task Force through the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025 shows a transformation of the urban security approach from a model that is oriented towards mere law enforcement to a collaborative governance model involving various stakeholders. In the consideration of the Governor's Decree, it was explained that the establishment of the Jakarta Guard Task Force was carried out as an effort to accelerate the handling of security and public order disturbances, including the prevention of brawls that have the potential to disrupt social stability in the Jakarta Special Region area.

From the perspective of *collaborative governance*, the establishment of the Jakarta Guard Task Force shows the awareness that urban security issues cannot be handled by one institution independently. The complexity of social conflicts requires cross-sectoral coordination involving local governments, security forces, intelligence elements, regional apparatus organizations, and communities in one integrated governance system (Ansell & Gash, 2008).

Initial Conditions in the Formation of the Jakarta Guard Task Force

According to Ansell and Gash (2008), *starting conditions* are the initial conditions that encourage the formation of collaboration. The results of the study show that the formation of the Jakarta Guard Task Force is motivated by the increasing potential for brawls, disturbances in public security and order, as well as the need to strengthen regional preparedness against various social threats. This condition is explicitly stated in the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025. In addition to security factors, Jakarta's characteristics as a metropolitan area with high population density, complex social heterogeneity, and dynamic community mobility also increase the potential for social conflicts. This phenomenon is in line with the theory of social disorganization which explains that the heterogeneity and high mobility of people can increase the risk of social conflict in urban areas (Shaw & McKay, 1942). This situation shows the limitations of the sectoral approach so that a collaboration mechanism is needed that is able to integrate the resources and authority of various institutions in one conflict prevention system (Runturambi, 2020).

Table 2. Initial Provisions of the Jakarta Guard Task Force

Motivating Factors	Indications
The Potential for Confusion	Disturbance of public security and order

Urban complexity	Social density and heterogeneity
Limitations of the sectoral approach	The need for cross-sector coordination
Early detection needs	Prevention of social conflict
Regional preparedness needs	Strengthening urban security

Source: Processed from DKJ Governor's Decree Number 997 of 2025 and Ansell & Gash (2008).

Facilitative Leadership in the Jakarta Guard Task Force

The facilitative *leadership dimension* can be seen from the role of the Jakarta Special Regional Government as the main facilitator in building collaboration between stakeholders. Based on the organizational structure of the Jakarta Guard Task Force, the Governor of the Jakarta Special Region acts as the Advisory Council, while the Regional Secretary acts as the Chairman of the provincial Task Force. This structure shows the existence of leadership that functions to direct, facilitate, and coordinate the implementation of cross-sector collaboration.

In addition, the involvement of the Pangdam Jaya, the Metro Jaya Police Chief, the Head of the High Prosecutor's Office, the Head of the Jakarta Regional BIN, and other elements of Forkopimda in the Task Force structure shows the existence of collective leadership aimed at building synergy between institutions. In *collaborative governance*, facilitative leadership has an important role in building trust, resolving differences of interest, and maintaining the sustainability of the collaborative process (Bryson, Crosby, & Stone, 2015).

Institutional Design in the Jakarta Guard Task Force

The success of *collaborative governance* is greatly influenced by the institutional design that governs the relationships between actors involved in the collaboration (Ansell & Gash, 2008). The results of the analysis show that the Jakarta Guard Task Force has a fairly comprehensive institutional design because it involves various elements of the government, security forces, intelligence elements, regional apparatus organizations, and the community.

Governor's Decree Number 997 of 2025 divides the Jakarta Guard Task Force into several working groups that have different but complementary functions, namely the Prevention Working Group, the Development Working Group, the Law Enforcement and Enforcement Working Group, the Disaster Management Working Group, and the Communication, Publication, Cooperation, and Governance Working Group. The structure shows that the Task Force is not only oriented towards enforcement, but also emphasizes aspects of prevention, coaching, communication, and cross-sectoral coordination.

Table 3. *Institutional Design of the Jakarta Guard Task Force*

Working Group	Main Functions
Prevention	Early detection and mapping of potential conflicts
Construction	Education and community development
Enforcement and Law Enforcement	Handling security breaches
Disaster Management	Regional preparedness
Communication, Publication, Cooperation and Governance	Communication, Publication, Cooperation and Governance

Source: Processed from DKJ Governor's Decree Number 997 of 2025

Collaborative Process in the Jakarta Guard Task Force

Collaborative processes are at the core of *collaborative governance* because they show how interactions between actors take place in achieving common goals (Ansell & Gash, 2008). The results of the analysis show that the collaboration process in the Jakarta Guard Task Force

is carried out through cross-sector coordination mechanisms, information exchange, joint patrols, mapping of brawl-prone areas, and community involvement in efforts to prevent social conflicts.

The Prevention Working Group has the task of identifying and mapping areas prone to brawls, increasing early vigilance, and building coordination with schools, communities, and community leaders. Meanwhile, the Communication Working Group is tasked with developing public communication strategies and disseminating information on the prevention of security disturbances and public order.

The process shows the existence of elements of *face-to-face dialogue, building trust, commitment to process, and mutual understanding* that are the main characteristics of *collaborative governance*. Through this mechanism, various actors can build an understanding on the importance of preventing brawls as part of efforts to maintain urban security. Continuous dialogue allows for the creation of consensus and legitimacy for decisions made jointly (Innes & Booher, 2003). The trust built between actors is also an important capital in strengthening the effectiveness of collective action and information exchange (Putnam, 2000).

Table 4. Jakarta Guard Task Force Collaboration Process

Dimensions	Implementation
Face-to-face dialogue	Inter-agency coordination forum
Building Trust	Synergy between the government, the TNI, the National Police, and the community
Commitment to Process	Implementation of joint prevention programs
Mutual Understanding	Shared goals of maintaining regional security
Joint Action	Patrol and mapping of conflict-prone areas

Source: Processed from Ansell and Gash (2008) and DKJ Governor's Decree Number 997 of 2025.

Intermediate Outcomes in the Jakarta Guard Task Force

Based on the results of literature synthesis and policy analysis, the implementation of *collaborative governance* in the Jakarta Guard Task Force has the potential to produce several *intermediate outcomes*. First, increasing coordination between institutions in urban security management. Second, the formation of an early detection system for potential social conflicts. Third, increasing community participation in maintaining environmental security, high community participation can increase the legitimacy of public policies while strengthening the effectiveness of the implementation of regional security programs (Yang & Pandey, 2011). Fourth, the development of public communication mechanisms that support the prevention of brawls and other security disturbances. From a *collaborative governance perspective*, these results show that the Jakarta Guard Task Force not only functions as a security instrument, but also as a collaborative platform that strengthens the capacity of local governments to manage social conflicts preventively and participalistically. These findings are in line with the view of Emerson and Nabatchi (2015) who stated that cross-sector collaboration is able to increase the effectiveness of solving public problems through the integration of resources, authority, and institutional capacity.

Table 5. Medium Results of the Jakarta Guard Task Force

Results	Impact
Strengthening coordination	Synergy between institutions increases
Early detection of conflicts	Faster conflict prevention
Community participation	Stronger social surveillance

Public communication	More effective dissemination of information
Urban security	Social stability is better maintained

Source: Processed from Ansell and Gash (2008), Emerson and Nabatchi (2015), and DKJ Governor's Decree Number 997 of 2025.

Jakarta Guard Task Force Collaborative Governance Model

Based on the results of the analysis of the Decree of the Governor of the Special Region of Jakarta Number 997 of 2025, the Jakarta Guard Task Force can be categorized as a *collaborative governance* model that integrates elements of the government, security apparatus, intelligence elements, regional apparatus organizations, and the community in one urban security management system. The model is built on the awareness that mass fights and security disturbances cannot be effectively addressed through a sectoral approach, but rather requires sustained cross-sectoral cooperation.

In contrast to the conventional security approach that focuses on the enforcement aspect, the Jakarta Guard Task Force places prevention as the main strategy through early detection, mapping of conflict-prone areas, community development, public communication, and coordination between agencies. This approach is in line with the principle of *preventive governance* which emphasizes the importance of preventive measures rather than repressive actions in managing social conflicts (Runturambi, 2020).



Figure 2. Jakarta Guard Task Force Collaborative Governance Model

Source: Researcher's Results

The model shows that the Jakarta Guard Task Force functions as a collaborative *platform* that brings together various actors to conduct information exchange, action coordination, and decision-making together in order to maintain public security and order. Thus, the Jakarta Guard Task Force not only serves as a security instrument, but also as a collaborative governance mechanism that strengthens the capacity of local governments in managing urban social conflicts.

Policy Implications

The results of the study show that the establishment of the Jakarta Guard Task Force has important implications for the management of urban security in the Jakarta Special Region. First, this policy shows a shift in the security paradigm from a *state-centered security* approach to *collaborative security* that places various actors as part of the regional security system. This

approach provides greater space for community participation in maintaining environmental security (Runturambi, 2020).

Second, the existence of the Jakarta Guard Task Force has the potential to increase the effectiveness of preventing social conflicts through strengthening early detection systems and cross-sector coordination. The integration of various actors in a single institutional structure allows information regarding potential conflicts to be identified more quickly so that preventive measures can be taken before the conflict develops into a mass fight.

Third, the collaboration model applied in the Jakarta Guard Task Force can be a reference for other regions in developing urban security policies based on *collaborative governance*. This is important considering that social conflicts and mass fights are not only a problem in Jakarta, but also occur in various major cities in Indonesia.

The effectiveness of *collaborative governance* in the Jakarta Guard Task Force is highly dependent on the sustainability of inter-agency coordination, stakeholder commitment, and the level of community participation in supporting the implementation of social conflict prevention programs. Therefore, strengthening coordination mechanisms, integrating information systems, and building community capacity are important factors that need to be considered in the implementation of this policy.

CONCLUSION

This research shows that the Jakarta Guard Task Force, formed under Governor Decree Number 997 of 2025, represents a collaborative governance model for urban security and mass fight prevention in Jakarta. Its establishment responds to the increasing complexity of urban social conflicts, marked by the high potential for brawls, security disturbances, and the need for an integrated conflict prevention system. Using the collaborative governance framework, the implementation of the Task Force fulfills five main dimensions. In starting conditions, the Task Force was driven by high conflict vulnerability and the limitations of sectoral security approaches. In facilitative leadership, the Jakarta government acts as a facilitator integrating various stakeholders. In institutional design, the Task Force has a clear structure involving local government, police, military, intelligence, regional apparatus, and the community, integrating prevention, coaching, law enforcement, public communication, and preparedness functions. In the collaborative process, coordination is realized through information exchange, mapping conflict-prone areas, joint patrols, and community involvement in early detection. In intermediate outcomes, the Task Force has the potential to increase inter-institutional coordination, strengthen early detection systems, increase community participation, and build local government capacity in maintaining public order. Thus, the Jakarta Guard Task Force functions not only as an instrument for handling security disturbances but also as a collaborative platform that strengthens urban security governance through the synergy of various actors with different authorities and resources. This research strengthens the argument that collaborative governance is highly relevant for managing complex and multidimensional urban security and supports the view that solving public problems requires integrated multi-stakeholder involvement within a single collaborative governance system.

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