Exploring Network Governance as an Alternative Model for Green Open Space (RTH) Management in Indonesia: A Systematic Literature Review

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ABSTRACT

This paper explores the concept of network governance and its potential application in managing Ruang Terbuka Hijau (RTH), or green open spaces, in urban Indonesia. Despite the Indonesian government's regulation mandating that 30% of urban areas be allocated for RTH, only a fraction of cities have met this requirement, and governance inefficiencies remain a significant barrier. This study uses a Systematic Literature Review (SLR) methodology, adhering to the PRISMA 2020 approach, to assess how network governance can be applied to overcome the challenges faced in managing green spaces. The review identifies key studies, actors, and themes within network governance, highlighting its potential to improve collaboration, resource sharing, and stakeholder engagement in RTH management. The findings suggest that network governance offers a promising framework for fostering collaboration among local governments, community groups, and private sectors, addressing issues such as limited resources, spatial planning deficiencies, and political will. This paper concludes by proposing a roadmap for future research and policy applications to enhance urban resilience through effective green space governance.

Keywords: Network Governance; Green Open Space; Urban Planning; Environmental Governance; Stakeholder Collaboration

INTRODUCTION

Green open space, or in Indonesia known as *Ruang Terbuka Hijau* (*RTH*), is considered an important element in supporting the living environment, balancing the urban ecosystem, and mitigating climate change. Recent studies also show that *RTH* has a beneficial impact on reducing the risk of flooding and open waste burning (Auwalin et al., 2024). In response to concerns about *RTH* issues, the Indonesian government has enacted a law that mandates the provision of 30% of the total urban area as green space through Law No. 26 (2007). Unfortunately, according to the latest data in 2024, only 21 out of 431 cities/districts in Indonesia have met the minimum *RTH* requirement (SIPSN KLHK website, 2025).

The problem of managing *RTH* does not only stem from land limitations due to area conversion but also from ineffective governance factors. Some of the problems identified in the literature regarding the fulfillment of *RTH* include a lack of resources (Kumala et al., 2024), the absence of a detailed spatial plan (Hidayah et al., 2021), and weak policy enforcement mechanisms (Onasis et al., 2025). Prakoso & Herdiansyah (2019), in their research, stated that policy priorities in efforts to fulfill the availability of green spaces are through "collaboration between stakeholders, increasing community participation, and strengthening regulations."

So far, academic studies and public policies in Indonesia tend to use a collaborative governance approach to address the *RTH* problem. Studies such as Suratman & Darumurti (2021), Pratama et al. (2021), and Faizal & Tukiman (2022) show that this approach can improve the quality of

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collaboration in environmental management, including the issue of green spaces. Kapucu & Hu (2020) concluded, from the definitions of collaborative governance presented by Ansell & Gash (2008) and Emerson et al. (2012), that "collaborative governance requires initiation from government entities, direct involvement of non-government actors in decision making, and formal engagement structures." This makes collaborative governance inseparable from various limitations, such as dependence on government facilitation, the dominance of certain actors, and the slow consensus process.

The concept of network governance emerges as an interesting alternative. Characteristic themes in *network governance* research, when compared to collaborative governance, are network properties, network management, and network development (Wang & Ran, 2023). Network properties refer to the characteristics of the network (size, age, relationships, structure, density, centrality, diversity, etc.). Network management concerns processes aimed at facilitating inter-organizational interactions among network members (Klijn & Koppenjan, 2016). Network development refers to the formation, dynamics, evolution, and stability of networks. Studies by Nikolaïdou et al. (2016) and Taiwo & Shandas (2025) show that the use of *network governance* is highly influential in urban green space management.

To date, the exploration of *network governance* in the context of environmental management in Indonesia is still very limited. Therefore, this study aims to assess the extent to which academic literature has discussed and applied the *network governance* approach in the context of *RTH* management in Indonesia, and to evaluate the potential for using this model as an alternative in scientific research or public policy. To achieve these objectives, this research uses the Systematic Literature Review (*SLR*) method with the PRISMA 2020 approach to ensure traceability, transparency, and reproducibility of the analysis.

The novelty of this study lies in its exploration of *network governance*, a relatively underutilized model in the Indonesian green open space (*RTH*) context, especially when compared to the more commonly applied collaborative governance. While previous research has predominantly focused on collaborative frameworks initiated by the government, this study shifts attention to decentralized, interdependent, and adaptive network structures involving diverse actors—government, private sectors, communities, and NGOs—within a shared governance framework. This approach opens new insights into how flexible and dynamic stakeholder arrangements can address the stagnation and limitations in current *RTH* policies.

Accordingly, the objective of this study is to systematically assess the extent to which *network governance* has been discussed and applied in Indonesia through academic literature over the last decade, particularly in relation to environmental and green space management. The policy implication of this research is the potential adoption of *network governance* principles as an alternative framework to enhance the effectiveness, inclusiveness, and sustainability of *RTH* management. It also provides a roadmap for local governments and urban planners to restructure stakeholder engagement strategies, emphasizing trust-building, decentralized decision-making, and collaborative capacity building.

METHOD

This research employs the Systematic Literature Review (*SLR*) method to comprehensively identify, evaluate, and synthesize scientific literature regarding the application of network governance in the management of green open spaces (*Ruang Terbuka Hijau* or *RTH*) in Indonesia. The review process strictly follows the Preferred Reporting Items for Systematic Reviews and Meta-

Analyses (*PRISMA*) 2020 guidelines, as outlined by Haddaway et al. (2022), to ensure transparency, accountability, and reproducibility in the selection and analysis of literature.

The literature search was conducted across four main databases: Scopus, ScienceDirect, Google Scholar, and *Garba Rujukan Digital* (*Garuda*). These databases were selected to ensure access to credible and relevant scientific articles. Google Scholar searches were facilitated using the Publish or Perish application, which helped streamline the search process and eliminate duplicate results. The inclusion of the Garuda database was particularly important to focus on research that addresses network governance within the Indonesian context. All searches were conducted on May 3, 2025, to maintain consistency in the data collection process.

A targeted search strategy was developed using specific keyword strings tailored to each database. For Scopus, the search string was "Network governance AND Indonesia," while ScienceDirect used "network governance" AND Indonesia. Google Scholar searches used "Network governance Indonesia," and Garuda was searched using "Network governance." To ensure the relevance and timeliness of the literature, only articles published between 2015 and 2025 were considered, and both English and Indonesian language articles were included to provide a comprehensive perspective.

The inclusion and exclusion criteria were clearly defined to maintain the quality and relevance of the selected literature. Studies were included if they discussed the concept or practice of network governance, focused on the Indonesian context, and were published in accredited SINTA 1-3 or internationally indexed journals. Conversely, studies were excluded if they did not address network governance, were non-academic in nature, or were published in SINTA 4 or non-accredited journals. Additionally, articles such as book chapters, proceedings, conference papers, opinions, and news items were omitted, as were those whose full texts were inaccessible.

The article selection process followed four main stages in accordance with the PRISMA flow: identification, screening, eligibility, and inclusion. During identification, all potentially relevant articles were gathered based on the initial search results. In the screening phase, articles were assessed by reviewing their titles and abstracts to determine topic suitability, followed by a full-text review to confirm eligibility. The final inclusion stage involved selecting the most relevant articles for in-depth analysis, ensuring that the review provides a robust and comprehensive synthesis of existing research on network governance in the management of *RTH* in Indonesia.
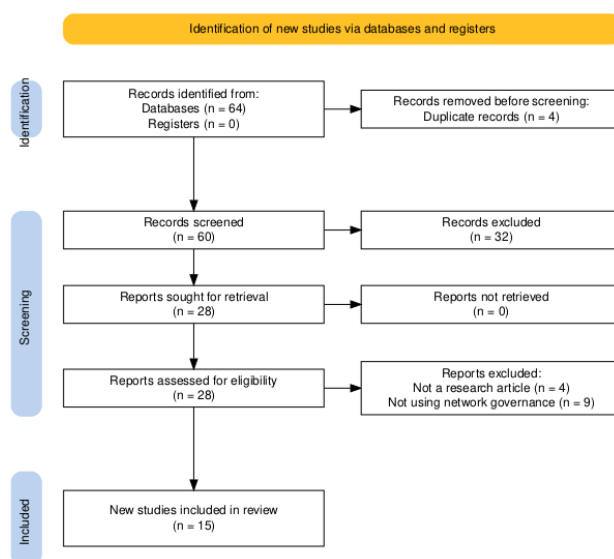

Figure 1. PRISMA Flowchart of Network Governance Studies in 2015-2025
Source: Author's Elaboration

The search for articles related to network governance in Indonesia to become a database was taken through the scopus (13 items), ScienceDirect (3 items), Google Scholar (13 items), and Garuda (35 items) so that a total of 64 items were found. 4 items were excluded due to duplication. Initial screening was carried out by selecting 60 articles and setting aside 32 items that were not relevant and could not be accessed. Next, 28 articles were found that discussed network governance that had been read from the title, abstract, keywords, and content. The results found that there were 4 items that were not research articles and 9 articles that did not use network governance. From the identification, screening, and eligibility process, 15 scientific articles using network governance in the last 10 years were selected.

Each eligible article was entered into a data extraction table for analysis. Information extracted included author name and year, study location, and main findings. Analysis was organized using a thematic synthesis approach, identifying thematic patterns that emerged from various studies such as the trend of number of studies in every year, keywords, application sectors, and key elements.

RESULTS AND DISCUSSION
Trend of network governance studies in Indonesia

The figure 1 depict the trend of network governance studies in Indonesia in the last decade. In 2015 there were only two studies of network governance. In 2016-2017, based on the search conducted, no studies on network governance in Indonesia were found and only reappeared in 2018. Furthermore, in 2020 it became a kind of marker for the increasing use of network governance with the Indonesian context. Subsequently from 2021 to 2024 studies on network governance in Indonesia still exist even though only a few.
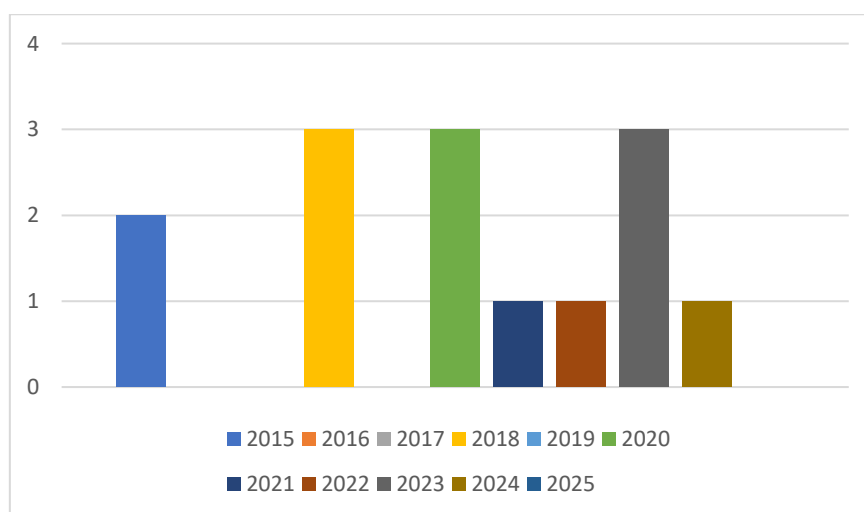

Figure 2. Number of Network Governance Studies Collected in 2015-2025
Source: Author's Elaboration

From 15 articles that collected, network governance studies in Indonesia have a broad variation of keywords. The keywords are most likely to represent the topics, subjects, theory, or location to discuss in research studies. Some of the keywords were collected in table 1 as follows:

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Table 1. List of Keywords in Network Governance Studies

Author(s) & Year	Keywords
Geldin, S (2018)	adaptive capacity, distributive climate justice, Indonesia, intermediary city, institutional duplication, monitoring and evaluation, network governance, transnational municipal network
Indraswati, E (2023)	network governance, social responsibility (CSR), competitiveness, HR empowerment, contribution of ISO 26000 and SDGS for the quality and integrity of educational institutions
Rahmasary, et al. (2020)	Bandung City, water pollution, water governance, waste management, climate change
Hudalah, et al (2019)	industrial park, network governance, distrust, urban enclave, transport planning, Cikarang
Dirgahayani, et al. (2020)	transit oriented development, network governance, Institutional analysis, Sustainable cities
Bonso & Suranto (2018)	effectiveness, governance, network, Perdasus
Prasetyanti & Nugroho (2018)	kampung tourism, pro-poor tourism, participant-governed network, sustainable tourism, sustainable development, thematic kampung
Sabaruddin, et al. (2023)	covid-19, health, network governance, pandemic, public service
Roengtam, et al. (2023)	network governance, forest land-use, forest policy, local government
Ningrum, et al. (2024)	LPKA, network governance, Social Network Analysis, Case Studies
Mahadiansar, et al. (2021)	network governance, tourism, covid-19, Bintan Regency
Pambudi, et al. (2022)	network governance, tourism village
Soemaryani, et al. (2015)	network governance, value chain, ecosystem
Haase (2020)	self-organization, resilience, disaster response, Indonesia, network change
Muzwardi (2015)	investment, network governance, coordination

Source: Author's Elaboration

The dataset of keywords reveals several prominent themes in the literature, with network governance appearing as the most frequently cited concept across various studies. This highlights its widespread application as a governance framework, addressing diverse issues such as urban development, environmental management, tourism, and public health. The consistent use of network governance suggests its relevance in managing complex, multi-stakeholder problems in different sectors, indicating its versatility in both public and private domains.

Additionally, environmental governance is another key theme, with keywords like water governance, waste management, and forest land-use being frequently mentioned. These terms reflect the growing importance of addressing environmental challenges within urban planning and

sustainability initiatives. As cities face rising pressures from climate change and urbanization, these keywords underscore the need for integrated, collaborative efforts in environmental stewardship and resource management.

Tourism also emerges as a significant area of focus, with terms like kampung tourism, sustainable tourism, and tourism village indicating a trend towards community-based and sustainable tourism practices. The mention of pro-poor tourism and participant-governed networks further suggests that there is an emphasis on inclusive approaches that empower local communities while fostering economic growth through tourism, particularly in developing regions.

Finally, health-related keywords such as COVID-19, pandemic, and public service highlight the growing integration of governance models in managing public health crises. The inclusion of these keywords suggests that network governance is increasingly seen as an effective tool in coordinating responses to global challenges, such as pandemics, where cooperation across multiple sectors and stakeholders is essential for resilience and recovery. This reflects the dynamic and evolving nature of network governance as it adapts to address contemporary global issues.

Network Governance Application in Various Sectors

From the literature collected, several sectors have been using network governance approaches in the study:

1.   Environmental Management: Some scholars argue that network governance is necessary in addressing environmental issues. Roengtam et al (2023) emphasize the role of network governance in addressing deforestation, land-use conflicts, and environmental degradation. Other research from (Hudalah et al., 2019) found network governance as a potential alternative to address spatial fragmentation and infrastructure disconnectedness in suburban areas like the Cikarang industrial park agglomeration. Further, Haase (2020) in his study highlights network governance as a vital approach for designing disaster response systems that can self-organize, adapt, and operate effectively in complex and uncertain environments.

2.   Urban Planning: The concept of network governance is extended to urban planning, particularly in managing urban complex problems. In a study by Geldin (2019), network governance is viewed as a critical mechanism for advancing urban climate adaptation, particularly through transnational municipal networks (TMNs). It highlights both the potential and shortcomings of network governance in addressing adaptation challenges in intermediary cities. Another study from Rahmasary et al (2021) see network governance as a critical approach for improving Bandung's governance capacity to address its challenges related to water, waste, and climate change. It emphasizes the importance of building cooperation among private, civil, and public actors and implementing decentralized management approaches. Network governance is seen as a way to enhance stakeholder learning, foster partnerships, and enable collaborative decision-making processes.

3.   Transit Oriented Development: The research by Dirgahayani et al. (2020) explores the formation of network governance in implementing Transit-Oriented Development (TOD) along Jakarta MRT Phase 1. Network governance is partially developed across three stages: dealing with substantive complexity, strategic uncertainty, and institutional deficiency.

4.   Tourism Development: Network governance in Podokoyo, Pasuruan regency effectively developing the tourism sectors as evidenced from Pambudi et al (2022). Network governance facilitated the development of Podokoyo Village by creating superior village products (e.g., tourism destinations, agricultural goods, and UMKM products), enhancing human resource

capacity, and achieving the Maslahat Village title. Another research from Mahadiansar et al., (2021) explore how network governance can promote sustainable tourism by involving local communities, private actors, and government agencies, especially during the COVID-19 pandemic.

5.   Public Health and Social Services: Study from (Sabaruddin & Fait, 2023) described network governance as a collaborative approach involving multiple stakeholders to address health service challenges, particularly in handling COVID-19 in Kolaka Regency, Southeast Sulawesi. Indraswati (2023) analyzes network governance and corporate social responsibility in educational institutions to enhance competitiveness and stakeholder engagement

6.   Child Development: Study from Ningrum, et al (2024) discusses how network governance can improve institutional capacity and program sustainability in correctional facilities for children. It emphasizes the importance of formal and informal institutions collaborating to allocate resources and coordinate actions within an organizational network. The study highlights three key interaction characteristics—information sharing, social action, and procurement of goods and services—that contribute to the stability and effectiveness of the network.

7.   Business ecosystem: In the research by Soemaryani et al (2015), network governance approach was conducted to assess how to increase the advantage of capture fisheries enterprises in Indramayu. Another study by (Muzwardi, 2015) analyzes the network governance in the investment development of Free Trade Zone and Free Port Batam, focusing on coordination between institutions such as Batam Indonesia Free Zone Authority (BIFZA) and Batam municipality.

3.3 Key Elements of Network Governance

Network governance is consistently defined as a collaborative framework involving multiple stakeholders (government, private sector, civil society, and community organizations) to address complex, multi-dimensional challenges. It emphasizes interdependence, trust, shared goals, resource sharing, and coordination mechanisms. Some of the key elements that might be important for the future study of network governance especially in the RTH Issues:

1.   Trust and Collaboration: Trust among stakeholders is a recurring theme, as seen in forest governance (Roengtam et al., 2023), tourism development (Prasetyanti & Nugroho, 2019) (Pambudi et al., 2022) (Mahadiansar et al., 2021), and health services case studies (Sabaruddin & Fait, 2023).

2.   Shared Goals and Consensus: Achieving consensus on network goals is critical for effective collaboration, as highlighted in the articles on green spaces, child development programs (Ningrum et al., 2024), and tourism.

3.   Resource Sharing and Capacity Building: Articles emphasize the importance of pooling resources and building institutional capacity to address complex issues.

4.   Leadership and Coordination: Strong leadership and coordination mechanisms are essential for sustaining networks, as seen in the Kolaka health services (Sabaruddin & Fait, 2023) and forest governance programs (Roengtam et al., 2023) .

5.   Regulatory Frameworks: The Jakarta MRT case study highlights the importance of clear regulatory frameworks to guide network governance and address institutional deficiencies (Dirgahayani et al., 2020).

3.4 Insights for the Network Governance Approach in the Context of RTH

Based on the literature reviewed, several key insights emerge for future studies and policy recommendations regarding the implementation of network governance in the context of RTH. Stakeholder identification is a critical first step for effective network governance. Involving key stakeholders—such as local governments, environmental NGOs, urban planners, private developers,

and community groups—ensures that the interests of all parties are represented. These stakeholders play distinct but complementary roles in shaping RTH, each contributing unique resources, perspectives, and expertise. For instance, local governments typically provide regulatory frameworks and funding, while community groups offer valuable insights into local needs and preferences. Identifying these stakeholders early on enables the creation of a comprehensive governance structure that reflects the collaborative nature of RTH initiatives.

Once stakeholders are identified, the next crucial component for successful network governance is building trust among stakeholders. Trust serves as the fundamental factor for effective collaboration, ensuring that all parties are committed to shared goals and mutual benefits. Transparent communication is key in building trust; it ensures that stakeholders are aware of each other's needs and objectives, helping to align efforts towards common goals. For example, community groups should be actively involved not just in the design phase of RTH but also in its long-term maintenance. This active participation fosters a sense of ownership, which in turn strengthens the commitment of stakeholders to the success of RTH projects.

Another important aspect of network governance is resource sharing. Effective resource sharing, particularly knowledge sharing, is essential to maximize the efficiency of RTH projects. Urban planners can contribute their expertise in land use and design, private developers may provide funding and technical resources, and community groups can offer labor and local knowledge. By pooling resources, stakeholders are not only able to reduce costs but also improve the quality and scope of RTH initiatives. This collective approach enhances the impact of green spaces, ensuring that they are both sustainable and reflective of the needs of local communities.

For network governance to function effectively, it is imperative to establish consensus on goals. A shared vision for RTH—one that emphasizes environmental sustainability, community well-being, and urban resilience—guides all stakeholders towards achieving the same objectives. This consensus helps avoid conflicts and ensures that all parties are working toward a common outcome. A clear, collective goal also provides a framework for measuring progress and assessing the success of the initiative over time. Whether it's the development of green spaces for recreational purposes, environmental conservation, or urban climate resilience, a shared vision unifies stakeholders and drives collaborative efforts.

The role of leadership and coordination is another vital element of network governance in RTH initiatives. Establishing a central coordinating body or task force is essential to ensure alignment and consistency among stakeholders. This body should have the authority to oversee the implementation of RTH projects, mediate conflicts, and ensure that activities are executed smoothly. Effective leadership also includes ensuring that all stakeholders are kept informed, engaged, and involved in decision-making processes. Coordination becomes especially important when dealing with diverse stakeholders, as it ensures that their varied interests are harmonized and that the RTH project progresses in a coherent direction.

Finally, sustainability and resilience should be at the forefront of RTH development. Long-term sustainability is critical for the success of green spaces, and it should be integrated into urban planning and climate adaptation strategies. The resilience of RTH not only refers to their ability to withstand environmental changes but also to their capacity to adapt to future urban needs. By emphasizing sustainability and resilience, RTH projects can contribute significantly to cities' adaptation to climate change. This includes integrating green spaces that not only benefit the environment but also enhance the social and economic fabric of urban areas, providing long-lasting benefits for communities.

In conclusion, the application of network governance principles in the RTH context requires careful stakeholder management, trust-building, resource sharing, and goal alignment. By establishing clear frameworks for leadership, coordination, and continuous evaluation, RTH projects can achieve both short-term successes and long-term sustainability. Leveraging technology and community engagement will further ensure that these spaces remain vibrant, inclusive, and adaptable to the evolving needs of cities in the face of environmental and social challenges.

CONCLUSION

The results of this Systematic Literature Review (*SLR*) reveal that, from 2015 to 2025, no studies have specifically addressed the application of the network governance approach in the context of *Ruang Terbuka Hijau* (*RTH*) management in Indonesia, although several articles discuss closely related themes such as environmental management and urban planning. Despite this gap, the combined analysis of these articles offers valuable insights into the principles, applications, and trends of network governance across various sectors, suggesting its strong potential to enhance sustainable urban development, environmental conservation, and community well-being when applied to *RTH*. The review underscores the critical importance of trust, collaboration, shared goals, and ongoing evaluation in building resilient and inclusive networks for *RTH* initiatives, emphasizing the need for careful stakeholder management, trust-building, resource sharing, and goal alignment. Establishing clear frameworks for leadership, coordination, and continuous evaluation is essential to achieve both immediate and long-term sustainability in *RTH* projects, aligning their management with broader environmental and social objectives. For future research, it is recommended to conduct empirical studies that directly apply and evaluate network governance models within *RTH* management in Indonesia, to fill the current research gap and provide practical guidance for policymakers and practitioners.

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