

**COUNTRY FACTSHEET**

# INDONESIA

Towards more transparency and integration of social issues in climate policies

**Contributions of civil society to climate policies in Indonesia**

# Indonesia – Towards more transparency and integration of social issues in climate policies

The ongoing deforestation of its tropical forests and the expansion of its coal-based energy supply renders Indonesia one of the world's biggest contributors to greenhouse gas emissions. Following a critical engagement strategy, the civil society critically reviews the government's climate policy and supports measures which it considers efficient and socially just.

## Climate policy of Indonesia

Indonesia's greenhouse gas emissions have doubled from 1990 to 2015. Domestic policy developments regarding forest policy, energy planning and coal use are of decisive effect<sup>1</sup> <sup>2</sup> as Indonesia ranks seventh among the top greenhouse gas

emitting countries.<sup>3</sup> The country intends to reduce its emission by 29% without or 41% with international support in comparison to the emissions expected in a BAU scenario.<sup>4</sup> Experts rate Indonesia's NDCs as insufficient and contradictory<sup>5</sup> as the country mainly intends to promote its infrastructure, e.g. by expanding heavy industry, coal mining, large bio fuel plantations and the production of renewable energies at the same time.<sup>6</sup>

The *National Action Plan on Climate Change Mitigation (RAN-GRK)* and the *National Action Plan on Climate Change Adaptation (RAN-API)* are to implement the NDCs on a (sub-)national level.<sup>7</sup> The moratorium on forest clearances of 2011 was a first step on reducing emissions but according to experts it needs improvement to reduce emissions from deforestation on a long term.<sup>8</sup> Also, since

<u>Climate policy Indonesia</u>	
<b>Climate Change Performance Index (CCPI 2019)</b>	
• Overall value	Low (Rank 38)
• National climate policy	34.3 of 100
<b>Civic space</b>	
• CIVICUS monitor	obstructed
• Bertelsmann Transformation Index 2017	
Freedom of expression	6 of 10
Civil society traditions	6 of 10
Civil society participation	7 of 10
Association/ assembly rights	7 of 10

<sup>1</sup> Edenhofer et al. (2018)

<sup>2</sup> IRENA (2017)

<sup>3</sup> In 2014, including emissions from land use changes. EU Member States were counted as one emitter. Source: World Resources Institute (WRI, 2017): CAIT Climate Data Explorer

<sup>4</sup> Republic of Indonesia (2016)

<sup>5</sup> Climate Action Tracker (2016)

<sup>6</sup> Republic of Indonesia (2014)

<sup>7</sup> Republic of Indonesia (2016)

<sup>8</sup> See Austin et al. (2012)

2015 it is planned to hand 12.7 million hectares to local communities for sustainable use and thus avoid emissions. Due to its complexity this plan was only implemented on 10% of that area so far.<sup>9 10</sup>

## Climate-driven civil society

The rights to associate and assemble are warranted in Indonesia, except for advocates of separatism, radical left ideologies, a better regulation of the extractive industry and certain alternative religions.<sup>11 12</sup> While there is a diverse, pluralistic and critical media landscape in Indonesia, state agencies block access to many websites.<sup>13</sup>

With more than 130.000 NGOs, civil society in Indonesia is one of the most active in South East Asia. The decentralization of political decisions in the last years has not just strengthened NGO participation in general but also NGO presence in rural areas.<sup>14 15</sup> Yet, it faces restrictions: e.g. with Law No. 17 (2013) NGOs are no longer allowed to question state principles (Pancasila) or to organize activities that disturb public order and well-being.<sup>16</sup>

In the NDCs of 2015 the Indonesian government emphasized that civil society and local communities must be included in any ambitions to tackle the challenges of climate change.<sup>17</sup> In spite of this, there are no institutionalized cooperation and communication formats between government institutions and civil society although civil society groups are invited to round tables on climate issues on a non-regular basis.<sup>18 19</sup>

Many projects on climate protection and adaptation in Indonesia are funded and implemented by international donors, whereas civil society groups primarily deal with environmental and human rights issues. Climate issues are considered an overarching theme but only directly addressed by very few actors. According to national experts initiatives to improve inter-NGO coordination to collaboratively raise awareness for climate change have only just began.<sup>20</sup> This is mirrored in the fact, that there is only little climate awareness in the general Indonesian public and that most people seem not aware of the connections between land use, forest and energy policies, development issues and climate issues.<sup>21</sup> Civil society contributions to climate policy relevant issues are mainly supplied by NGO

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<sup>9</sup> MFP / Ministry of Environment and Forestry of Indonesia / UKAid (2017)

<sup>10</sup> Sinaga, Alexander (2017)

<sup>11</sup> Croissant, Aurel (2016)

<sup>12</sup> Bertelsmann Transformation Index (2018)

<sup>13</sup> *ibid.*

<sup>14</sup> Gaffar Karim et al. (2014)

<sup>15</sup> Bertelsmann Transformation Index (2018)

<sup>16</sup> Civic Freedom Monitor

<sup>17</sup> UNFCCC

<sup>18</sup> Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

<sup>19</sup> *ibid.*

<sup>20</sup> *ibid.*

<sup>21</sup> *ibid.*

engagement on important sub-issues, e.g. forest policy, land rights and renewable energies. In these fields the environmental network *WAHLI* and think tanks such as the *Institute for Essential Services Reform (IESR)* play a major role.

The NGO network *WAHLI* comprises almost 500 Indonesian member organizations and is well-known for its professional and independent work on environmental and social justice issues.<sup>22</sup> With its 23 regional offices and a national headquarter it connects the grassroots in the rural provinces with the national level quite well. *WAHLI* thus consolidates the claims of local communities and offers a platform for professional and traditional knowledge.

Contrasting this, the *IESR* is a science-oriented think tank rather engaged in an urban context and on a national level. Its well-educated employees provide it with a profound, climate-relevant knowhow. Because of this, the *IESR* is one of the few Indonesian NGOs providing information explaining the links between climate change, renewable energies, energy efficiency and the extractive industry at its online presence.

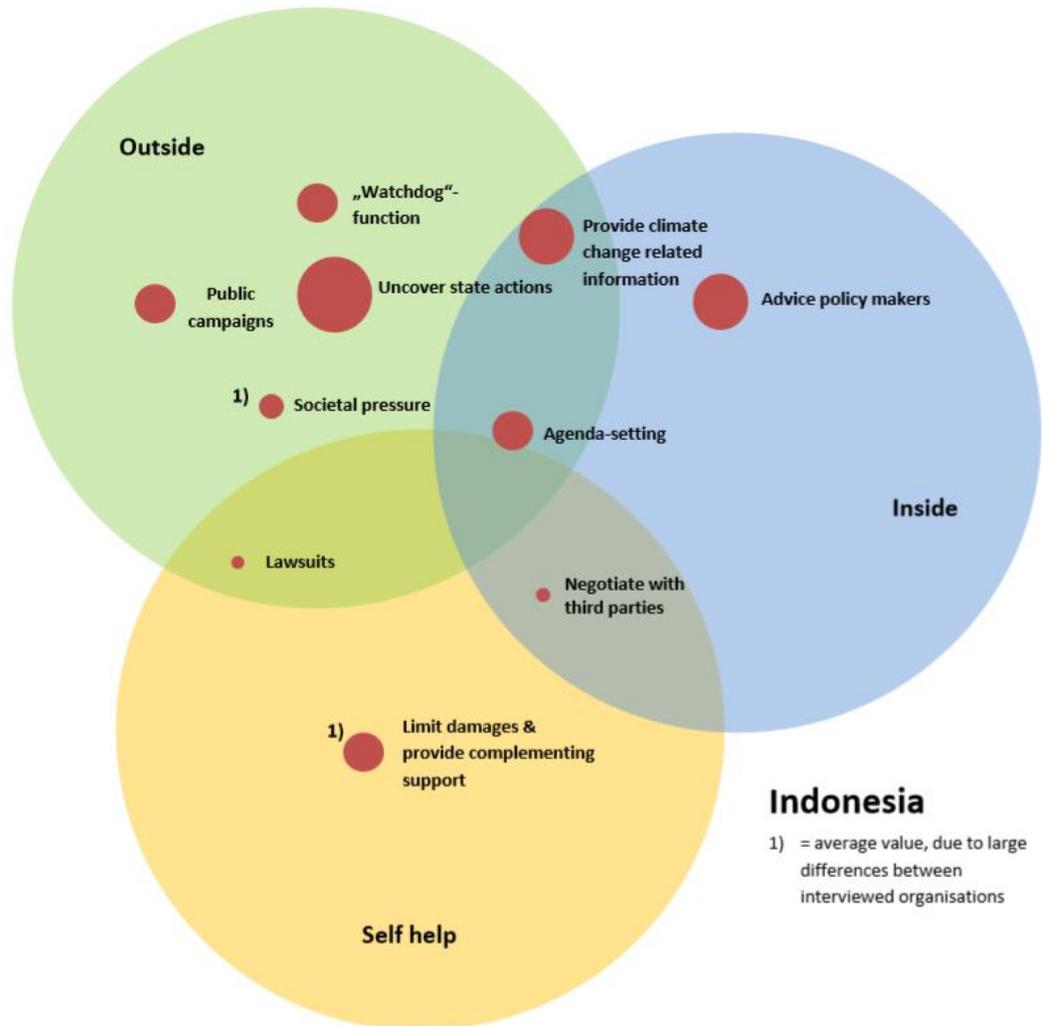
## Climate-driven civil society activities in Indonesia

So far (end of 2018), the climate-driven civil society in Indonesia did not agree on common positions regarding the implementation of climate ambitions, such as the NDCs. Indonesia's environmental NGOs seem to rather integrate climate change issues into their present strategies in the environmental sphere. The climate strategies of Indonesian environmental organizations are discussed here based on the two most important actors in this field, *WAHLI* and *IESR*.

*WAHLI* considers its climate change strategy in accordance with *Critical Engagement*, i.e. a critical examination of government action in combination with cooperation. *WAHLI* only cooperates if it considers the respective government activities expedient, e.g. in the field of Social Forestry. The network contributes to the implementation of the Indonesian climate goals and the translation of national climate policies into local action by mobilizing and education communities for the issuance of forest rights for community forests. Thus, it fills in implementation gaps in out-of-reach areas for government institutions.

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<sup>22</sup> *ibid.*



**Figure 1: Activities of the climate-driven civil society in Indonesia. The larger the dots the more important the respective activity. (own source)**

Aside from this, *WAHLI* draws on its network to assess the needs of local communities and translate them to political claims on a national level. Government institutions cherish this input.<sup>23</sup> Through its network *WAHLI* informs its local members on governmental climate policy actions and in doing so renders political processes more transparent. Further, it creates a well-informed and critical public and is capable of giving feedback on climate policy implementation processes as well as pointing out possible obstacles and suitable alternatives for action.

Additionally, the distinctly smaller *IESR* evaluates government action on energy and climate policy issues which further adds transparency. However, it mostly draws on the scientific and technical expertise of its employees and ad-

<sup>23</sup> Interviews for the final report of the project *Strengthen Civil Society for the implementation of national climate policy*

dresses experts as well as decision makers rather than citizens. The *IESR* influences Indonesia's climate policy by posing problems to politicians and other key actors and pointing out comprehensive solutions. In conclusion, the *IESR* cooperates with decision makers on a more professional basis, whereas *WAHLI* emphasizes Inside and Outside activities.

## Methodologies and definitions

In order to clarify the scope of this research, this chapter gives a definition of the key terms and the indicators used to analyse climate-driven civil society groups in different countries. The indicators were chosen based on a literature research. Also, it shortly introduces the central activities and capacities of civil society groups to advocate their interest, and the way they have been analysed in the examined country contexts.

### Definition of terms

In contrast to the United Nations which define NGOs as all non-governmental actors,<sup>24</sup> this analysis mostly refers to NGOs as all (sub-)national organizations that are organizationally structured, refrain from violence, act in alignment with human rights, make moral claims and claim to represent universal societal interests. In doing so, these publicly acting non-profit-organizations aim to influence political decisions on climate change and climate change adaptation<sup>25</sup> but have not been initiated by government initiatives. Consequently, trade associations, commercial associations and labour unions are excepted from this definition.<sup>26,27</sup> The analysis thereby focuses on cross-organizational structures, whereby important groups and tendencies within the climate-driven societies – if existing – were considered as well.

The term **climate-driven civil society (groups)** comprises all environmental organizations that deal with climate change. This includes NGOs primarily dealing with climate change related issues as well as environmental organizations covering climate change as a cross-cutting issue or as one independent issue among others.

**Civic space** refers to the conditions enabling civil societies to act. To assess the civic space, the preservation of civil rights, such as freedom of expression and freedom of assembly, and the facilitation of their exercise are taken into account as well as the restriction of bureaucracy, excessive regulation and state control of foreign funding. Also, regarding civil society engagement on climate change related topics, the existence and promotion of, as well as access to (official) participatory processes dealing with climate policies is relevant for the assessment.<sup>28</sup> This includes climate policy committees as well as possibilities to participate in planning committees for climate relevant policies of other line ministries.

For the comparability of civil society activities in different countries, several indices have been used. The respective scores can be found in the country fact sheets at the end of this report.

The *Climate Change Performance Index (CCPI)* was used for an assessment

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<sup>24</sup> See Brunnengräber, Achim (2011)

<sup>25</sup> See Brunnengräber et al. (2005)

<sup>26</sup> Roth, Roland (2005)

<sup>27</sup> See Brunnengräber, Achim (2011)

<sup>28</sup> Heinrich-Böll-Stiftung et al. (2016)

of the current climate policies of each country. This index assesses the NDC's ambition levels in addition to climate policy developments on a national scale.<sup>29</sup>

The *CIVICUS Index*<sup>30</sup> as well as the *Bertelsmann Transformation Index (BTI)*<sup>31</sup> categories "Freedom of expression", "Civil society traditions", "Civil society participation" and "Association/ assembly rights" were drawn on to assess the civic space of each country examined. Countries not included in any of these indices were marked accordingly. Significant discrepancies between the indices' ratings and the authors' evaluation based on interviews or personal experience were explained in more detail in the texts.

Some sources used in this paper refer to the final report of the project *Strengthening civil society in the implementation of national climate policy* as well as to interviews conducted as part of it with experts in the field of climate policy and civil society and with representatives of the climate-driven civil society.

## Activities of climate-driven civil society groups

Civil society organizations engage in different ways to make their voices heard by decision makers. Their climate policy related work includes the following

- Observation and definition of climate change related problems
- Provide civic education on climate polities
- Provide public information on and transparency in climate change related topics
- Control state compliance with its commitment on climate action

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<sup>29</sup> The Climate Change Performance Index (CCPI) assesses and compares the climate protection performance of 56 countries as well as member states of the EU. Based on the analysis of 14 indices evaluating greenhouse gas emissions, renewable energies, energy use and climate policies the climate protection performance is categorized as very high, high, medium, low and very low and ranked accordingly. Here it is important to note that no country's climate protection performance was ranked very high and the top three ranks were left vacant in order to raise awareness for the generally low performance. The subcategory national climate policy comprises the latest political climate protection activities and was scored between 0 (no climate protection activities) to 100 (maximum performance) by experts of local NGOs. For further information see: <https://www.climate-change-performance-index.org/>

<sup>30</sup> The CIVICUS Index evaluates the scope of action for civil societies in different countries and categorizes these in descending order as open, narrow, obstructed, repressed or closed. Thereby, CIVICUS mainly analyses to what extent the government and government institutions attend to their duty to guarantee assembly rights, association rights and freedom of expression. The index is mainly based on expert evaluations and the latest data from the respective countries. For further information see: <https://monitor.civicus.org/methodology/>

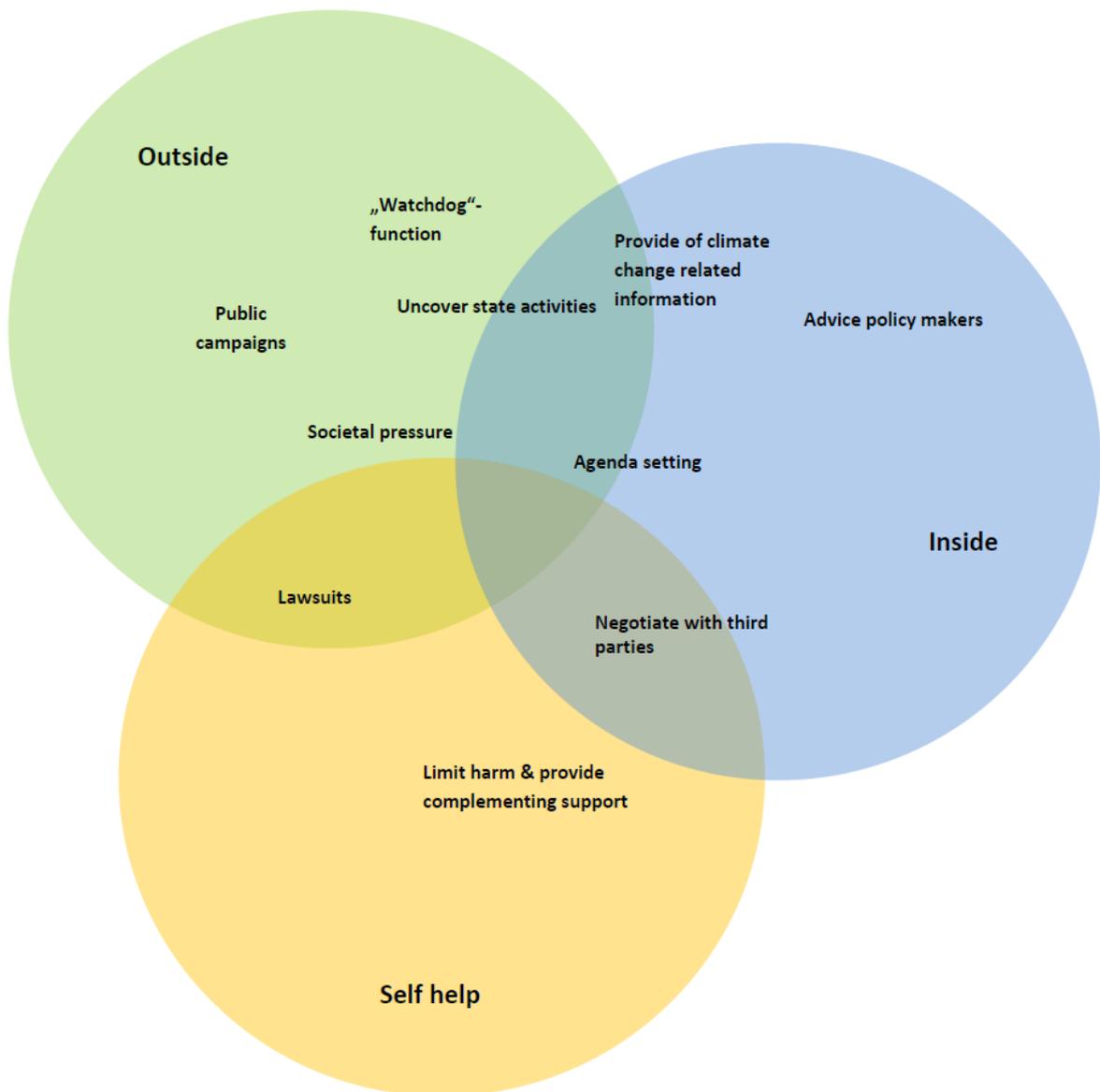
<sup>31</sup> The Bertelsmann Transformation Index (BTI) assesses the status of the political transformation towards democracy and the transformation management of different states according to 10 categories and 38 subcategories. A score from 1 to 10 differentiates between total Autocracies (1) and Democracies in consolidation (10) in the category Democracy Status, and between failed, weak, moderate, good and very good in the Governance Index. The subcategories used in this study are those connected to civil society work. These are also scored from 1 to 10. 1 indicating a lack of tradition of civil society organizations, no assembly or association rights and no possibilities for civil society participation. Whereas 10 indicates diverse, longstanding civil society traditions as well as extensive possibilities for civil society participation and guaranteed assembly and association rights. For further information see: <https://www.bti-project.org/>

- Campaign work
- Exert societal pressure by demonstrations and the unification of individuals and groups with the same interests
- Limit harm in case of state failure
- Lawsuits
- Provide expertise and advocacy by directly cooperating with decision makers

Roth et al. (2005) differentiate these activities between (1) partly institutionalized, legal ways of participation in cooperation with decision makers or legal forms of criticism such as demonstrations (“**Inside**” according to Roth et al. (2015), also Inside-Strategies) and (2) spaces for political discourse and critical reflection on climate policies or civic education on climate policies (“**Outside**”, also Outside-Strategies). Another compilation of political activities “**Self help**” (3) was introduced by Müller et al. (2014). Self help comprises measures to improve the situation of those affected by climate change or reduce negative effects on them. In

For the analysis of the activities of climate-driven civil society, we have focused on the activities listed above, while we categorized them in consideration of the work of the authors listed above. The figure resulting from this categorization was used to summarize and to display the climate policy related activities in the surveyed countries. In the country factsheets, the activities related to each category are represented by a red dot. The size of the red dots indicates the amount of work taking place in that specific field. The results are based on scientific publications as well as interviews with experts and representatives of the climate-driven civil society of the respective countries. Thus, the score is to a certain degree subjective and can only serve as orientation.

Some sources used in this paper refer to the final report of the project *Strengthen Civil Society for the implementation of national climate policy* as well as to interviews conducted as part of it with experts in the field of climate policy and civil society or with representatives of the climate-driven civil society.



**Figure 2: Climate policy related activities of the climate-driven civil society categorized according to the sections Inside, Outside and Self help (own figure).**

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