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ScienceDirect

Procedia Procedia

Energy Procedia 58 (2014) 87 - 94

Renewable Energy Research Conference, RERC 2014

A Struggle of Multi-level Governance: Promoting Renewable Energy in Indonesia

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Abstract

A shift towards renewable energy is a complex, multi-dimensional policy goal that involves national and subnational actors within a multi-level governance system – especially in heavily decentralized countries like Indonesia. This leads to the following research question: How does the multi-level governance framework in a decentralized country like Indonesia affect efforts for a transition towards renewable energy? The country serves as a case study due to its highly decentralized political system. This qualitative research is especially based on interviews with relevant national and subnational stakeholders. Transition management is used as a theoretical framework. This paper concludes that weak local capacity, a lack of awareness for national intentions on subnational levels and vice versa as well as missing consultation during policy formulation are major obstacles for renewables support in Indonesia.

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Peer-review under responsibility of the Scientific Committee of RERC 2014

Keywords: Transition management, energy transition, decentralization, policy implementation, Southeast Asia

1. Introduction

An energy transition is a complex, multi-dimensional policy goal that involves various actors on different levels of decision-making within a multi-level governance system. According to scholars like Geels [1], Loorbach and Rotmans [2] or van den Bergh et al. [3], who take a multi-level governance perspective, a regime shift towards

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renewable energy involves activities not only on the national, but also on subnational levels. This multi-level framework raises questions of coordination and conflicts between different actors in a political system – both horizontally and vertically.

Southeast Asia is a highly relevant region when it comes to energy transitions. Most countries show an enormous increase in energy demand: The Association of Southeast Asian Nations (ASEAN) [4] predicts an annual growth rate of 4.4% for the region's energy demand until 2030. Therefore, energy security is one of the major concerns for the future. RE could be an option to tackle those concerns, but its support and implementation faces severe governance challenges arising from conflicts and coordination between different levels of decision-making as this paper argues. This leads to the following research question: How does the multi-level governance framework in a decentralized country like Indonesia affect efforts for a transition towards renewable energy?

A multi-level governance perspective is vital to highlight patterns of coordination and interaction between various levels of decision-making relevant for changing the electricity regime towards renewable energy. Mainly based on interviews with experts in Indonesia this qualitative research identifies missing links between different levels of decision-making as a barrier for renewable energy support. Weak capacity on the local level, a lack of awareness for national intentions among subnational authorities and vice versa as well as a gap between national planning and local implementation due to a lack of consultation during policy formulation are major obstacles. This paper aims to increase the awareness among policy-makers for these missing links. For its theoretical part, this paper critically discusses transition management with its multi-level perspective that lacks empirical experiences from outside the OECD world.

2. Theoretical Framework

Addressing global challenges like climate change, biodiversity loss or exploitation require deep-structural changes in a variety of areas of human life. These socio-technical transitions are complex challenges about macrochange, long-term processes which involve a high number of actors and entail various areas of society [5]. Defined as a "structured process of learning, appropriate to the social and technological complexity" [6] transition management provides a fruitful approach to investigate these transitions. The approach involves a long-term planning through innovative bottom-up experimentation in a more strategic way by coordinating different levels of governance and fostering self-organization for radical innovations towards sustainability [7].

An energy transition can be seen as a successful regime shift that depends on changing worldviews as well as new innovations. The following figure provides a vast overview on two major principles of transition management: multi-level and multi-phase perspective.

Since the beginning of its development in 2001 [8] the approach has been discussed and applied within OECD-focused social sciences. Yet, it has received only little attention in so-called developing countries. According to Loorbach [9] translating the approach into other contexts "poses an inspiring challenge". This paper takes this challenge as the starting point for its analysis on the Indonesian multi-level governance system.

Transitions depend on local pilot projects and models for further development. This is especially true for countries with no or only little experience with RE. Transition management provides a framework for the relation between local projects and their national and global environment. Applying transition management to countries outside the OECD should be fruitful – at least in theory. If this is true for Indonesia should be discussed with the help of this paper. At the same time, this mainly OECD-centric approach itself should be critically assessed and discussed.

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