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The future of climate change policy by provincial government in Indonesia: A study on the vision and mission of elected governors in 2017 election

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Abstract. The IPCC in 2015 has recognized the critical role of local governments in scaling up the adaptation of communities to climate change. The role will be executed properly if the leaders have an awareness of climate change as a strategic agenda in his administration. In the context of Indonesia, the vision and mission of a regional head can be a clue as to how he supports efforts in tackling climate change. The five-year regional development plan is an elaboration of the development agendas offered by a regional head in his vision and mission. Therefore, this paper aims to analyze the future of climate change policy in some provincial governments based on the vision and mission of the elected governors. To achieve the goal, the author employs a qualitative approach to analyze the contents of the vision and mission and their preference to climate change. The results of the study indicate that the elected governors are still not very aware of climate change and did not specify it in their vision and mission. Therefore, in the preparation of five-year regional development plan, it is necessary for some stakeholders to address and specifically mention the issues of climate change.

1. Introduction

The Intergovernmental Panel on Climate Change (IPCC) in 2015 has recognized the critical role of local government in scaling up the adaptation of communities to climate change [1]. According to the IPCC, local governments and the private sector have different functions that vary regionally. They are increasingly recognized as critical to progress in adaptation, given their roles in scaling up the adaptation of communities, households, and civil society and in managing risk information and financing.

To perform the role in handling the climate change adequately, the leadership in local government plays a very decisive role. Peter John, as quoted by Isaac-Henry [2], suggests that the politics of decentralization, networks, participation, partnership, bureaucratic reform, rapid policy change, and central intervention need powerful, but creative figures to give a direction to policymaking. Therefore, leadership is a crucial factor in determining the direction and policy of a regional government.

In the context of Indonesia, a regional government consists of provinces and regencies or cities. A province is headed by a governor, and a regency is headed by a regent while a city is headed by a mayor. All of them are elected directly by the people through general elections. In determining the direction of development, the governors, regents, and mayors have a very significant role. The five-year regional development plan in the region is largely determined by their vision and mission submitted during the election.



Since the role of regional heads in determining the five-year regional development plan is very important, the successful implementation of local government's role in making policies to address climate change will be largely determined by the alignment of the vision and mission of the Regional Head. Thus, this paper tries to examine the future of climate change policy by the provincial government of Indonesia based on the vision and mission of the regional head. Of the thirty-four provinces in Indonesia, seven provinces have held gubernatorial elections in early 2017. Accordingly, the vision and mission discussed in this paper are the vision and mission of elected governors in the gubernatorial election in early 2017.

2. Methods of research

To achieve the expected objectives, this paper employs a qualitative approach to literature studies on some documents and data sources, namely the vision and mission of the elected governors. The data are then analyzed qualitatively to explore the content of the vision and mission that addresses climate change and relevant environmental issues in general. Climate change occurs due to the increasing number of greenhouse gases emitted from burning coal, oil and gas. This causes several environmental impacts such as deforestation, increasing livestock farming, fertilizers containing nitrogen, and fluorinated gases. Therefore, the content of the vision and mission are also tried to be associated with various causes, in the sense that there are possible linkages between the programs proposed in the vision and mission and the various causes.

There are seven governors elected in the governor election held in early 2017, namely Irwandi Yusuf (Governor of Aceh), Erzaldi Rosman Djohan (Governor of Bangka Belitung), Wahidin Halim (Governor of Banten), Anies Rasyid Baswedan (Governor of Jakarta Capital Special Region), Rusli Habibie (Governor of Gorontalo), Ali Baal Masdar (Governor of West Sulawesi), and Dominggus Mandacan (Governor of West Papua). Of the seven elected governors, from online search results, the author obtained only the vision and mission documents in the gubernatorial election for the six elected governors. The author did not get the vision and mission documents from Dominggus Mandacan. Therefore, this paper only discusses the vision and mission of the six elected governors. This paper only uses the vision and mission documents as the main data without conducting in-depth interviews with the elected governors so that it makes a major limitation in this paper.

3. Results and discussion

The result will be discussed in two sections. In the first section, the author will explain the relationship between the vision and mission of the elected governors with regional development planning in Indonesia. This explanation is expected to provide an overview on the urgency of vision and mission on policies taken by a regional government. In the second section, the author will describe and analyze the content of the vision and mission of the elected governors and relate it to the future of climate change policy.

3.1. *Vision and mission in the context of development planning in Indonesia*

Based on the provisions of Article 5 paragraph 2 of Law No. 25 of 2004 on the National Development Planning System, the five-year regional development plan is an elaboration of the vision, mission, and program of the regional head [3]. The vision and mission of the elected regional head will determine the regional development strategy, general policy, priority programs, and the direction of regional financial policy. Therefore, the climate change policy of the regional government in Indonesia will also be determined by the vision and mission of the regional head when they follow the election process of the regional head.

3.2. *Vision and mission of the six elected governors*

The following sub-section will give a brief description of the vision and mission of elected governors related to climate change and analysis of the future of climate change policy.

3.2.1. Irwandi Yusuf [4]. Of the nine missions offered by Irwandi Yusuf, the seventh mission is related to climate change. The seventh mission is to provide clean and renewable energy sources to meet the electricity needs of the people and industry, as Aceh's commitment to the development of low emissions. To run his mission, Irwandi Yusuf offers fifteen priority programs. The two programs are related to the seventh mission, namely Aceh energy (the fourth program) and Aceh green (the thirteenth program). Aceh energy is a program in the framework of the fulfillment of electrical energy for the people of Aceh and industries derived from renewable clean energy. Aceh Green is a program to reaffirm the development of a sustainable environment since Aceh is sensitive to the risk of natural disasters. To implement the Aceh energy program, there are six subprograms that will be conducted, including: (1) the preparation of comprehensive and integrated Aceh energy master plan; (2) the implementation of public-private partnership for the utilization of medium and large-scale energy resources, especially geothermal and hydropower; (3) the assurance of the commitment of the State Electricity Company (PLN) to improve the transmission system; (4) the acceleration of realization of Geothermal Seulawah power plant and hydropower plant (mini and micro hydro) with medium capacity; (5) the granting of licensing permits for private parties interested in investing in clean and renewable energy sectors; and (6) strengthening the existence of the Aceh Oil and Gas Management Agency (BPMA) as the embodiment of the mandate set out in the Law on Aceh Government (UUPA). Meanwhile, to implement the Aceh Green program, there are five subprograms that will be conducted, namely: (1) designing Aceh green growth plan; (2) taking strategic steps to mitigate and adapt to climate change; (3) implementing disaster risk management and mitigation strategies; (4) developing critically endangered species recovery plans; and (5) building manufacturing facilities for the supply of wood polymer composite in order to anticipate the increase of world's wood demand so that it can prevent forest degradation. Thus, based on the vision and mission of the elected governor of Aceh, it can be seen that climate change has been taken into account so that it will become a policy that can be realized. In the programs and subprograms offered, it can be seen that there are alignments to activities that contribute to the reduction of climate change, dealing with clean and renewable energy, as well as deforestation. One of the subprograms also specifically mentions about the mitigation and adaptation to climate change. Therefore, having a closer look at the vision and mission of Irwandi Yusuf, the climate change policy will get an adequate portion in the implementation of Aceh government.

3.2.2. Erzaldi Rosman Djohan [5]. Of the eleven missions offered by Erzaldi Rosman Djohan, the two missions including the second and the eighth mission are likely linked to climate change. The second mission is about the mining field, that is tin mining on an ongoing basis by weighing the environment as the main factor to maintain the balance of nature. The eighth mission is about energy field, namely the development of power plant as well as renewable energy so that Bangka Belitung Province can increase local revenue and energy independence through the development of factories to manage raw materials in the fields of mining, agriculture, plantation, fishery, and others. To run the mission, Erzaldi Rosman Djohan offers eight priority programs in which the two programs are related to the second and eighth mission, namely the seventh program (infrastructure and energy) and the eighth program (mining). To carry out infrastructure and energy programs, there are six subprograms to be undertaken: (1) the routine development and maintenance of infrastructure, interconnection roads between districts that are the responsibility of the governor; (2) the construction of Batu Beriga port and bridge between Bangka-Belitung; (3) the construction of a floating Mosque as the new icon of Bangka Belitung; (4) the construction of GMT museum in Bangka and Belitung; (5) the improvement of the status of the Depati Amir airport (Central Bangka) and HAS Hanandjoedin (Belitung) as an international airport; and (6) the initiation of intensive coordination between Bangka Belitung Province, Ministry of Energy and Mineral Resources, PLN, and private investors to build Steam Power Plant (PLTU) so that PLTU in Bangka Belitung can be realized to build energy independence. Meanwhile, to implement the mining program, there are two subprograms that will be done, namely: (1) the zonation or management-specific of areas that are shared proportionally and sustainably; and (2) the payment and management of corporate social responsibility of tin in an integrated and fair way

for all tin companies. Based on the vision and mission of the governor of Bangka Belitung elected, it can be seen that climate change is not a concern so that the climate change policy will be a difficult thing to materialize. Although the two missions have the relevance to climate change in the proposed program and subprogram, there are no programs or subprograms that are adequate to carry out both missions.

3.2.3. Wahidin Halim [6]. There are no specific missions related to environmental issues or climate change although in the identification of common problems in Banten there are two environmental problems stated, namely the tenth problem (waste and the environment) and the twentieth problem (spatial and land). About waste and environmental problems, Wahidin Halim's vision and mission documents mention the increasing production of garbage, environmental degradation of forests, mangroves, and river pollution. Meanwhile, dealing with spatial and land problems, vision and mission documents from Wahidin Halim mention the decrease of green open space stating that there is still not an effective spatial arrangement in the region. Of the five priority programs proposed for carrying out its vision and mission, in the fourth program on "improving access and equity of quality health services" there are thirteen subprograms with four subprograms related to environmental issues, raised in the fifth sub-program: the normalization of 32 rivers, the sixth subprogram: the normalization of 41 lakes to restore the function, the eleventh subprogram: the environmental control and waste management of the province scale to maintain the environmental carrying capacity and the implementation of sustainable development, and the twelfth subprogram: the evaluation of the planning of the utilization of provincial spatial control. Thus, based on the vision and mission of the governor of Banten elected, it can be seen that climate change is not a concern so that the climate change policy will be a difficult thing to materialize. Environmental issues, in general, are not accommodated in specific missions or programs. In addition, the environmental issues are also not adequately addressed.

3.2.4. Anies Rasyid Baswedan [7]. Of the three missions offered by Anies Rasyid Baswedan, the second mission is related to climate change. The second mission is to build a sustainable city environment in Jakarta with a plan that takes into consideration the environmental and social carrying capacity. To run this mission, Anies Rasyid Baswedan offers six priority programs in which one program is related to the second mission, stated in the sixth program: Jakarta's chronic problem management, i.e., water problems (flood and clean water supply), mobility (congestion), and garbage management. The development program is conducted by involving the three pillars of development including human, environment, and welfare. The environmental approach is to build the earth as a common property, equal access and equal responsibility for all citizens. In the second pillar (development of urban environment), there are two main programs, namely the handling of flood and clean water problems and the management and reduction of waste. In addition, there are five subprograms in the flood prevention program, namely: (1) the revitalization of dikes and water pumps; (2) the provision of a direct cash assistance (BLT) for flood victims; (3) the establishment of a water distribution system and green environment; (4) the implementation of zero run-off policy downstream, which in essence is that all water is maximized to be absorbed again into the soil rather than diverted to the channel; and (5) more effective communication in land acquisition matters. Meanwhile, there are three sub-programs in water management, namely: (1) planning and constructing absorption wells and/or water treatment facilities to reduce surface pools and increase groundwater supply (water conservation); (2) cooperating with the surrounding areas of Jakarta for reforestation of upstream catchment areas (forests and mountains); and (3) treating wastewater to be reused or absorbed into the soil. As for the waste management and reduction program, there are five subprograms, namely: (1) self-care waste handling training at household level; (2) incentives for community-based recycling programs; (3) socialization of the use of organic materials for household or industry; (4) incentive programs for the packaging industry and producers using organic materials or recyclable materials; and (5) incentive programs for the production and distribution of innovative composting tools and the

recycling industry. In the pillar of welfare development, in one of its programs is the third program (the prevention of mobility and congestion) consisting of six subprograms of eleven subprograms that have a relevance to climate change, namely subprograms on carpooling, public transportation, and mass rapid transportation. Thus, based on the vision and mission of the elected governor of the Special Capital Region of Jakarta, it can be known that climate change has received attention so that climate change policy will become a thing that can be realized. However, the programs or sub-programs offered do not specifically mention the problems of climate change. Moreover, since Jakarta is a big city having the problem of traffic congestion as a result of the massive use of private transportation, the congestion reduction efforts through the use of public transport should become the part of the environmental pillars linked to climate change rather than in the welfare pillars. Therefore, it is still seen that the problem of climate change has not received an adequate portion although there is already a growing attention to the problems of development prioritizing the environmental aspects.

3.2.5. Rusli Habibie [8]. Of the five missions offered by Rusli Habibie, the first mission is related to climate change. The first mission is to realize the management of tourism and natural resources that are environmentally sustainable. This mission is oriented to the management of natural resources, especially tourism, agriculture, fisheries, and marine. This is aimed at maintaining energy and water security while maintaining the preservation of the environment and forest areas. To carry out the mission, Rusli Habibie sets eight policy directions in which one of them is related to the first mission, the eighth policy direction: a more sustainable environment. This program is oriented to the management of various natural resource potentials, especially tourism, agriculture, marine, mining, which is more environmentally friendly while maintaining the interests of the community and, above all, prioritizing environmental sustainability. Based on the vision and mission of the elected governor of Gorontalo, it can be seen that climate change is not a concern so that climate change policy will become a difficult thing to materialize. Although there are missions that have a likelihood of linkage with climate change in the direction of the policy, there is no adequate direction for carrying out the mission.

3.2.6. Ali Baal Masdar [9]. Of the five missions offered by Ali Baal Masdar, the fifth mission has the possibility of linkage with climate change. The fifth mission is to mainstream the environment for sustainable development. The following are nine proposed programs to carry out this mission: (1) facilitating the arrangement of green open space in six districts as the lungs of the city; (2) building the capacity of the apparatus related to development and the environment; (3) establishing an environmental committee; (4) West Sulawesi go clean and green!; (5) developing the information system and report of environmental management plan; (6) facilitating environmentally sound school movements; (7) developing workshops of family of love environment; (8) establishing and mobilizing 16,225 environmental cadres; and (9) establishing environmental posts, as one form of the development of integrated service post function. Based on the vision and mission of the governor of West Sulawesi elected, it can be seen that climate change is not a concern so that climate change policy will be a difficult thing to materialize. Although there is one mission that has potential relevance to climate change in the program proposal, there is no adequate program to carry out the mission.

4. Conclusions

Based on the discussions conducted, it can be concluded that the elected governors are still not very aware of the climate change and did not specify climate change in their vision and mission. There is only one governor (Irwandi Yusuf) who explicitly mentions programs and subprograms on climate change. The other governors did not specify the climate change in his vision and mission. There are also governors who have an awareness of environmental issues but do not directly affirm their allegiance to climate change. Moreover, there are also governors who have environmental awareness in their mission but it is not reflected in their programs and subprograms.

Concerning such conditions, in the process of discussing the five-year regional development as the elaboration of the vision and mission of elected governors in some provinces, it is necessary for some stakeholders to accommodate and specifically mention the issues of climate change. The involvement of the stakeholders is also needed to safeguard the five-year regional development that accommodates climate change

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