



MODULE 5

**Lessons from Other Provinces
and Governance Roadmap for
Renewable Energy Integration**



Capacity development depends on the availability of skilled local workers, capable institutions, inclusive governance structures, and accessible financing mechanisms that enable communities and enterprises to participate in emerging value chains. As discussed in the previous module, renewable energy (RE) can be understood not only as a technological option but also as a cross-sectoral development opportunity. While RE planning and implementation have traditionally been associated with technical agencies such as the Energy and Mineral Resources Office (ESDM), the potential benefits extend well beyond the energy sector. Multiple sectoral agencies, spanning agriculture, fisheries, industry, education, and others, can leverage RE integration to advance their own development objectives, foster inclusive economic growth, and strengthen coordination across planning frameworks.

This module examines lessons from four provinces, Bali, Central Java, West Java, and the Special Region of Yogyakarta, in integrating renewable energy into their regional development planning systems. Experience at the provincial level shows that integration does not begin with technology alone. It begins with how renewable energy is politically framed and legally embedded within regional governance structures.

These early stages, **political framing** and **regulatory codification**, are critical. They determine whether renewable energy evolves into a cross-sectoral development agenda or

remains confined as a marginal technical issue within a single agency. Later, RE will then be synchronized within the regional planning system. Without this **planning synchronization**, even well-framed and legally codified commitments risk remaining symbolic rather than operational. This module offers a practical roadmap in three stages: political framing, codification, and planning synchronization.

5.1 Political Framing: How Provinces Positioned Renewable Energy

Rhetorical change represents the initial stage of institutionalization. It refers to shifts in how renewable energy is publicly framed in political speeches, media communication, planning narratives, and executive signaling (Marquardt et al., 2025).

At this stage, formal rules may not yet change, and institutional structures may remain intact. However, renewable energy begins to be positioned as a governance priority.

In the four provinces analyzed below, rhetorical positioning preceded deeper regulatory and organizational changes.

Table 5.1
Political Framing Across Provinces

Province	Context	RE Framing
Bali	› Highly dependent on tourism › Faces energy security pressures › High energy costs and reliance on imported fuels increase economic vulnerability › Energy-related challenges (air pollution, climate risks) are highly visible	› Supporting sustainability and economic resilience › Reducing vulnerability associated with imported fuels › Positioning energy transition as part of tourism risk management › Aligning with commitment toward Net Zero Emissions by 2045 (earlier than national target)
Central Java	› RUED formalized through Perda (2018) › Synchronization between RUED and RPJMD 2025–2029 › Early implementation through rooftop solar (Central Java Solar Province initiative) › Growing industrial interest in solar PV › Tightening regional budgets requiring strategic shift › Engagement with multiple agencies (environment, industry, investment)	› Linking renewable energy to industrial development and competitiveness › Framing RE and emissions reduction as pathways for local industry development › Positioning RE as supporting job creation and community empowerment › Connecting low-carbon energy with agriculture (e.g., low-carbon rice initiative) and green industry

◀ Table 5.1 Continuation

Province	Context	RE Framing
West Java	› RUED adopted through Perda › Synchronization between RUED and RPJMD 2025–2029 › Establishment of Regional Energy Forum under Governor’s Decree › Annual West Java Energy Forum (WJEF) involving multi-stakeholder dialogue	› Framing renewable energy within development planning alignment › Positioning rooftop solar PV as practical and scalable pathway › Emphasizing strategic investment priorities and transition strategies › Embedding RE within evidence-based planning and cross-sector coordination discourse
Special Region of Yogyakarta	› RUED adopted through Regional Regulation (Perda) No. 6/2020 › Dissemination of RUED to communities and stakeholders › Establishment of Regional Energy Task Force via Governor’s Decree › Participation in capacity-building programs (e.g., RENEW-SEA with ICLEI) › Funding specified from APBD and other legitimate sources	› Framing renewable energy within public governance and institutional coordination › Emphasizing multi-stakeholder collaboration › Positioning RE as part of formal energy management and governance strengthening › Embedding energy planning into regional public governance structures

Source: Adapted from IESR (2022, n.d.), Province of Central Java (2018), Province of West Java (2019, 2023), Province of the Special Region of Yogyakarta (2020, 2025), and Setyowati and Quist (2022).

From the table above, several patterns can be observed:

1. In all four provinces, renewable energy was linked to broader development themes (economic resilience, industry, governance, planning alignment).
2. Governors played visible roles in signaling commitment.
3. Renewable energy appeared in development planning discussions, not only in energy sector documents.
4. Public communication and executive instruments (circular letters, speeches, regulatory references) signaled political endorsement.

These rhetorical shifts created the conditions necessary for subsequent policy codification and organizational restructuring. Without this initial positioning, renewable energy would likely remain confined within sectoral planning.

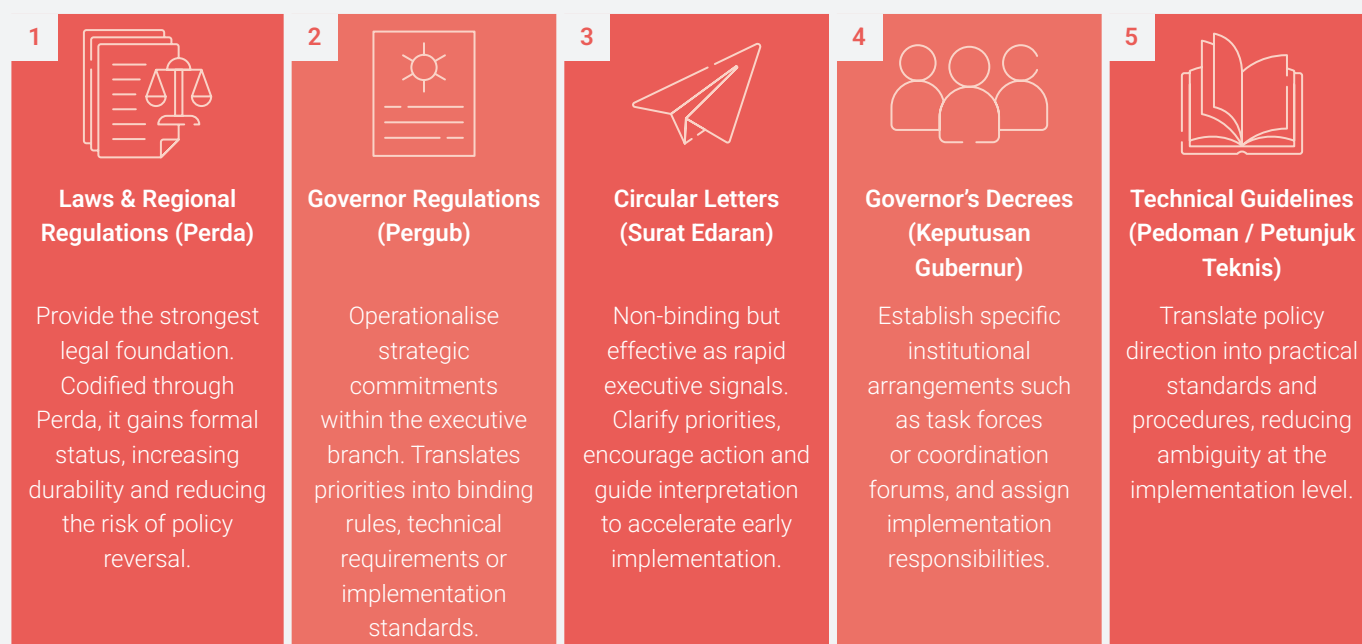
5.2 Policy and Regulatory Codification: Translating Framing into Instruments

Following rhetorical positioning, provinces **translated renewable energy commitments into formal governance instruments**. At this stage, rhetorical support for renewable energy is no longer expressed only through speeches or public positioning. Instead, it is embedded into legally recognized or administratively binding instruments that shape decision-making, coordination, and implementation (Marquardt et al., 2025). In the provincial context, this embedding can take several forms as shown below:



Figure 5.1

Legal Framework for RE at the Regional Level



In the provincial cases analyzed, codification did not occur through a single instrument. Instead, provinces used combinations of regulatory and administrative tools to operationalize renewable energy priorities. In several provinces, Governor's Decrees have also been

used to establish coordination platforms that facilitate cross-sector collaboration in renewable energy development. The institutional design and operationalization of such coordination forums will be discussed further in Module 7.

Table 5.2

Cases of Regional Government Commitment and Codification Pattern for Renewable Energy Integration

Instruments Issued	Codification Pattern
Bali	
› Governor Regulation No. 45/2019 (Bali Clean Energy) › Introduced mandatory rooftop solar PV installation on government buildings, hotels, restaurants, and luxury residences › Governor Regulation No. 48/2019 › Promoted battery-based electric vehicles and development of domestic EV ecosystem › Governor's Circular Letter to OPDs No. 17254/2021 › Instructed installation of rooftop solar PV on public buildings and state-owned enterprises › Minimum threshold: 20% of installed capacity or roof area › Governor's Decree No. 879/2022 › Provided technical guidance for implementation of green buildings (Bangunan Gedung Hijau)	› Executive regulations (Pergub) establishing mandatory provisions › Follow-up circulars reinforcing implementation within government apparatus › Technical guidance translating regulatory provisions into applicable standards › Linkage of these instruments to RPJMD and RKPD processes

◀ Table 5.2 Continuation

Instruments Issued	Codification Pattern
Central Java	
› RUED formalised as Local Regulation (Perda) No. 12/2018 › Governor's Circular Letter No. 671.25/0004468 (2019) › Appeal to government units, commercial entities, and industries to install rooftop solar PV › Provincial Secretary's Letter No. 671/4649 (2019) › Mandated rooftop solar PV installation on government buildings for 2020 › Provincial Secretary's Letter No. 671/0015817 (2021) › Accelerated rooftop solar PV installation in government buildings and commercial & industrial sectors › Governor's Decree No. 100.3.3.1/398/2025 › Established Central Java Provincial Energy Forum with structured governance (Steering Committee, executive body, working groups)	› Formalisation of RUED through Perda › Use of circular and secretary letters to encourage and later mandate rooftop solar adoption › Establishment of a structured coordination platform through Governor's Decree › Recognition of budget constraints and shift toward facilitation and collaboration
West Java	
› RUED adopted through Perda No. 2/2019 › Established the province's long-term energy framework prioritising renewable energy and energy efficiency. › Governor's Decree No. 31/Kep-9/DESDM/2023 › Established the Regional Energy Forum (Forum Energi Daerah) as a formal coordination platform across government and stakeholders. › Integration into RPJMD 2025–2029 and operationalisation through RKPD › Embedded RUED priorities into provincial development planning and annual implementation processes.	› Formal legal adoption of RUED › Creation of institutional coordination mechanism via decree › Embedding of renewable energy priorities within development planning instruments › Use of annual West Java Energy Forum (WJEF) as platform linked to formal structure
Special Region of Yogyakarta	
› Regional Regulation (Perda) No. 6/2020 on RUED › Established RUED as a legally binding long-term energy roadmap (2020–2050) and embedded energy planning within provincial governance. › Governor's Decree No. 174/2025 › Established Regional Energy Task Force › Funding Provision in the Decree › Specified that RUED implementation would be financed through APBD and other legitimate funding sources, clarifying financial authority. › MoU for capacity-building programs › Strengthened provincial capacity for renewable energy planning and governance implementation.	› RUED formalised as legally binding regulation › Institutionalisation of a multi-stakeholder coordinating body › Explicit clarification of funding authority › Embedding implementation review through regular coordination meetings

Box 5.1

Practical Guidance

1

STAGE 1: POLITICAL FRAMING

Before drafting new regulations or programmes, ask:



Development issue

What strategic development issue does renewable energy help address in your province?



RPJMD alignment

Is renewable energy clearly linked to RPJMD strategic issues?



Leadership ownership

Has provincial leadership publicly associated itself with the agenda?



Cross-sector relevance

Can other OPDs see how renewable energy supports their sector outcomes?

Institutionalisation begins with political positioning, not technical planning.

If renewable energy remains framed only as an ESDM responsibility, cross-sector integration will be limited.



Translate political commitment into formal instruments



2

STAGE 2: POLICY AND REGULATORY CODIFICATION

When moving from political framing to action, clarify your objective:

IF YOU WANT TO:		USE:
Send a quick executive signal	→	Circular Letter
Establish binding implementation rules	→	Governor Regulation (Pergub)
Provide long-term legal foundation	→	Provincial Regulation (Perda)
Create coordination structure	→	Governor's Decree (Kepgub)
Clarify implementation standards	→	Technical Guidelines (Pedoman Teknis)

Do not rely on a single instrument. Provincial experience shows that layering instruments strengthen durability.



REFLECTION QUESTIONS

Before moving to planning synchronisation:

- ☐ Has renewable energy been codified in at least one formal instrument?
- ☐ Is there clarity on which agency leads coordination?
- ☐ Are implementation roles formally assigned?
- ☐ Is renewable energy referenced in development planning documents (RPJMD/RKPD)?



If the answer is no, focus first on strengthening codification.

5.3 Planning Synchronization Roadmap

Synchronizing RUED with regional development planning is not automatic. Although RUED establishes energy transition

commitments at the provincial level, these commitments do not automatically translate into sectoral mandates, annual priorities, or budget allocations. Effective synchronization requires deliberate translation of RUED targets into cross-sector development objectives embedded within RPJMD, Renstra PD, RKPD, Renja PD, and ultimately APBD.

Figure 5.2
Step-by-step Guide to Operationalize RUED



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