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Good Governance in Environmentally Friendly Energy Management: Case Study of the Gas Network Program (Jargas) in Bojonegoro, Indonesia

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Abstract. Based on oil and gas reserve data, the Bojonegoro Regency government has the potential to build a gas distribution network for households (JARGAS) which is useful for reducing the use of petroleum. The Regent of Bojoengoro and 17 and the mayor, signed a memorandum of understanding with the Director General of Oil and Gas, Ministry of Mineral Resources (ESDM) for the provision and distribution of natural gas through the gas network. This study examines the role of Good Governance in environmentally friendly energy governance through a case study of the Jargas Program in Bojonegoro, which aims to replace LPG with clean energy. With a descriptive qualitative method, data will be collected through observation and interviews with stakeholders such as the regional government of the Economy and Natural Resources Section of the Bojonegoro Regional Secretariat, PT PGN Area Bojonegoro, and the community in Bojonegoro and secondary sources such as publications. This study examines the application of Good Governance principles, such as transparency, accountability, openness, and the rule of law. The study results indicate that strategic steps are needed to improve information transparency, transparency of use, and accountability from the regional government to expand access to gas networks to be more effective, transparent, and meet community needs. In conclusion, implementing Good Governance supports the sustainability of clean energy, but it is necessary to strengthen community participation and active socialization.
Keywords: Good Governance; Environmentally; Energy; Jargas; Transparency

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INTRODUCTION

The transition to environmentally friendly energy is one of the important efforts in achieving sustainable development. A sustainable energy transition is defined as a change that occurs towards a higher system with good management to provide a balance of risks, costs, and environmental and social benefits in a sustainable manner. (Chen et al., 2019). The need for environmentally friendly energy is increasingly urgent along with the increasing global awareness of the negative raising global awareness of the negative environmental effects of fossil fuel use. (Dobravec et al., 2021). One approach to meeting environmentally friendly household energy needs is through the use of natural gas energy, which has lower emissions compared to *Liquefied Petroleum Gas* (LPG). When compared to oil and coal, natural gas is considered a more environmentally friendly fossil fuel. The combustion of natural gas produces carbon dioxide (CO2) emissions about 40% lower than coal, about 20% lower than oil, and produces almost no sulfur dioxide (SO2) and fine particulate matter (PM2.5) emissions (McGlade, 2017).

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In Indonesia, through Government Regulation Number 79 of 2024 which regulates the direction of national energy processing to achieve energy independence and resilience by increasing the use of renewable energy (NRE) and minimizing the use of fossil energy. One of the steps taken to provide environmentally friendly energy for households is through natural gas utilization, which has lower emissions than *Liquefied Petroleum Gas* (LPG). The efforts made by the government in supporting national energy security are by building a natural gas distribution network (JARGAS) that is distributed to each household. This Jargas is a distribution pipe system designed and operated to supply and distribute natural gas to meet the needs of small customers and households (Andriawan et al., 2020)



Picture 1: Natural gas distribution for households in Sumbang Village, Bojonegoro

Source: Researcher Gallery 2024

Currently, 2.5 billion people worldwide use *Liquefied Petroleum Gas* (LPG) as a portable fuel for cooking (IAE, 2017). Based on (Kementrian ESDM, 2023) *Liquefied Petroleum Gas* (LPG) in 2023 reached 8.7 million tons, the largest use of which is in the household sector. With decreasing oil reserves and increasing dependence on fuel oil, Indonesia needs to be more serious in exploring the potential of other energy sources to reduce the consumption of *Liquefied Petroleum Gas* (LPG), especially in the household sector, or provide alternative energy as a substitute. One alternative to replace *Liquefied Petroleum Gas* (LPG) is natural gas for household needs. Currently, the use of natural gas in the household sector is still limited and only covers certain areas such as parts of Java, Sumatra, Sulawesi, and Kalimantan (Triyatno, 2018). Bojonegoro Regency an area located in Java is one of the areas implementing the Gas Network Program (jargas) as an alternative to replace *Liquefied Petroleum Gas* (LPG). Bojonegoro Regency is the largest producer of oil and natural gas in East Java.

Currently, 30 percent of national oil and gas production comes from Bojonegoro Regency (Suara Banyuurip, 2024). There are four blocks and several oil and gas fields, including: 1) Cepu Block includes the Banyu Urip Field and Kedung Keris Field managed by ExxonMobil with a production of around ± 229,000 BOPD. 2) Cepu Block includes the Jambaran-Tiung Biru Field, which is still under construction with an estimated gas production in 2021 of ± 192 MMSCFD MMSCFD. 3) Tuban Block includes the Sukowati Field managed by Pertamina Asset IV with a production of ± 9,842 BOPD. 4) The Blora Block covers the working area in the Ngraho and Margomulyo sub-districts of Bojonegoro Regency, as well as the Nona Block which covers the Southeastern (East-South) Bojonegoro area, where both blocks are still in the exploration stage (Pemkab Bojonegoro, 2020).

Based on oil and gas reserve data, the Bojonegoro Regency government has the potential to develop a gas distribution network for households (JARGAS) by utilizing the wealth of natural gas in Bojonegoro Regency which is useful for reducing the use of petroleum, The statement is based on Government Regulation Number 6 of 2019 which contains the Distribution and Supply of Natural Gas Through the Transmission Network to Small Customers and Households. The formation of the program is by Government Regulation Number 5 of 2006 concerning the National Energy Policy, which aims to accelerate energy diversification by replacing fuel with gas in the household sector. Through (Info Publik, 2019) The Regent of Bojonegoro together with 17 regents and mayors, signed a memorandum of understanding with the Director General of Oil and Gas of the Ministry of Energy and Mineral Resources (ESDM) regarding the provision and distribution of natural gas through the Gas Network (JARGAS) for households.

The development of household gas networks is a national program to diversify energy, reduce subsidies, and provide clean energy. The program was held as a complement to the implementation of kerosene conversion to *Liquefied Petroleum Gas* (LPG). It is expected to provide safer, cleaner, and more affordable fuel for the community (ESDM, 2020), but research has found that there has been no initiative from the government to add gas distribution networks even though the needs and potential of users in the community are increasing. In addition, there are shortcomings in the aspects of transparency and clarity of services, one of which is the absence of initial and final meters on user payment receipts, which results in a lack of transparency in use. Transparency in installation procedures as well as rights, obligations, and users is also still minimal, so public trust in the services provided tends to be low. One example of the failure to fulfill this openness is the absence of clear information regarding late payment sanctions, which has the potential to confuse customers regarding the consequences of non-

compliance in providing payment obligations. This condition indicates the need for strategic steps to increase information transparency, transparency of usage costs, and accountability from the Regional Government to expand access to gas networks to be more effective, transparent, and by community needs.

Research on the topic of the Jargas program has been conducted previously, including research conducted by (Andi Nurul Jiihan Firsana Aulya & Muhammad Djamal Amin, 2024) this study analyzed the effectiveness of the program's success in increasing access to natural gas with a positive impact on low-income communities. The results of this study show the program's effectiveness, although several villages still have not felt the program. Meanwhile, research (Pratiwi & Handayani, 2024) focuses on identifying factors that support and inhibit the implementation of the natural gas network development program for households. The results of the study show that The program is not yet appropriate and running optimally. Meanwhile, the current research has significant differences compared to the two previous studies. First, the research object and research location are different. The first study focused on the effectiveness of the program and the impacts experienced by the community. In Badak Baru Village, Badak District, Kutai Kartanegara Regency. The second study focused on the implementation of the gas network program for households in Bandar Lampung City. The current research focuses more on good government governance in environmentally friendly energy through the gas network program for households in Bojonegoro Regency. Second, the theoretical aspects of the research are also different. The first study used the effectiveness aspect by Rian Nugroho (2012), namely, policy accuracy, implementation accuracy, target accuracy, process accuracy, and supporting and inhibiting factors. The second study used the Van Meter and Van Horn theory aspects (Suharno, 2016) which involved dimensions such as policy standards, resources, communication between organizations, characteristics of implementing agents, dispositions, and social, economic, and political environmental conditions.

Meanwhile, this study explores more deeply the aspects emphasized by the concept according to the UNDP (United Nations Development Program) in (Sedarmayanti, 2004) Which contains 4 main principles of good governance, namely: (a) Accountability, the obligation to be responsible for the results of actions taken by the government to the community. Which demands transparency and clarity of the process, so that each action can be assessed and evaluated objectively by other parties. (b) Transparency means openness in providing relevant information related to public policy, planning, budget use, to the results of program implementation must be available and easily accessible to the public. (c) Transparency to what extent information related

to the program is available and easily accessible to the public and has the opportunity to participate in conveying criticism and suggestions. (d) The Rule of Law is good governance characterized by the existence of a guarantee of justice and legal certainty that can be accepted by all people regarding all public policy-making. In addition, this study contributes theoretically and conceptually by developing an energy governance framework based on Good Governance. This framework includes the application of technical transparency, such as recording the initial and final meters, as well as an emphasis on community participation through more intensive socialization mechanisms. This aims to address the shortcomings that have so far received less attention in the context of environmentally friendly energy governance of the gas network program.

The concept of "Governance" is not new, the terms "Government" and "Governance" are often considered similar in the context of the application of authority in organizations, institutions, or countries. Government refers to the entity that exercises government power, while Governance refers more to the process of making and implementing decisions (World Bank, 1989). Good Governance is a collective concept that involves various actions to direct, control, or influence public affairs to implement positive values in everyday life (Nurhidayat, 2023). *Good Governance according to* (World Bank, 1992) His concept emphasizes the management of solid, responsible development, by democracy and market efficiency, avoiding misallocation of investment, preventing corruption, and implementing budget discipline and a legal framework that supports entrepreneurship. The principle of Good Governance is very important to ensure that the Jargas program runs effectively and sustainably as it is known, development has a significant impact on the environment, both positive and negative (Permatasari, 2018) This is where the role of good governance needs to be carried out. The results of the research conducted are expected to be the basis for improving the role of good governance and become positive input as evaluation material in the governance of environmentally friendly energy in the gas network program in Bojonegoro.

METHODS

This study uses a qualitative descriptive approach research model with the research location in Bojonegoro Regency, the decision to use a qualitative descriptive approach in the study was based on the researcher wanting to describe the conditions in the field more specifically, transparently, and in depth by focusing on the gas network program in Bojonegoro, using aspects emphasized by the concept according to UNDP (United Nation Development Programme) in (Sedarmayanti, 2004) which contains 4 main principles of good governance, namely,

accountability, transparency, openness, and the rule of law. Data will be collected through direct observation and interviews with stakeholders such as the Regional Secretariat for Economic Affairs and Natural Resources, Sales Staff of PT PGN Bojonegoro Area, and residents of Sumbang, Sukorejo, and Kadipaten Sub-districts. In addition, secondary data from publications and previous study results will also be used to provide a comprehensive picture of program governance. Through primary and secondary data sources in analyzing using interactive data analysis techniques Miles and Huberman Model, starting from data reduction, data presentation, then drawing conclusions (Septiana et al., 2021). Researchers hope to provide a clear and comprehensive picture of good governance of environmentally friendly energy in the gas network program in Bojonegoro.

RESULTS AND DISCUSSION

In good governance, the word "good" refers to effectiveness and efficiency which describes the government's ability to perform its duties functionally to achieve previously set goals (Taslimah & Wulandari, 2024). Based on the State Administration Institute (Sedarmayanti, 2004), good governance is defined as the implementation of strong, responsible, efficient, and effective governance and maintaining synergistic and constructive interactions between the state, the private sector, and society. Indonesia is included as a country that seeks to realize good governance (Rosika & Frinaldi, 2023) However, the current reality still does not show that this is far from expectations.

A country that acts as a service provider to the community to achieve fair welfare can only function well if its government system adheres to the three pillars of sustainable development: the environment, economy, and human resources (Handayani & Nur, 2019). The concept of good governance is related to three main actors, namely first, the government as the state implementer has an important role in the implementation of ideal governance based on the implementation of public policies. To maintain a fair market mechanism and prevent violations, government involvement is needed. The Economic and Natural Resources Section of the Bojonegoro Regional Secretariat is responsible for the distribution of the gas network program. Second, the corporation as the economic driver of PT PGN Area Bojonegoro is the one that acts as the implementing agency for public programs in terms of gas network distribution. PT PGN Area Bojonegoro supports government policies on the provision of cheap and environmentally friendly energy. Civil society as a balancing party refers to a group of people who are in the middle between individuals and the government. They are involved in social, political, and economic interactions both individually and collectively. This civil society group consists of households and

micro-businesses in terms of gas network distribution. These third parties influence each other and each has an important role in realizing good governance.

Various challenges such as political interests, KKN practices (Corruption, Collusion, Nepotism), unfair trials, actions beyond authority, and low integrity are obstacles to realizing good governance in governance. Therefore, each government institution should ideally implement the principles of governance by the provisions of the. The topics that are the focus of this study include the principles of good governance covering four things according to UNDP (United Nations Development Program) in (Sedarmayanti, 2004) Which can reflect public administration with the characteristics of good governance, consists of: Accountability, Transparency, Openness, and Rule of Law.

Implementation of Good Governance in Environmentally Friendly Energy Management of the Gas Network Program (Jargas) in Bojonegoro

1. Accountability

Accountability is a primary and very important principle in building governance. Accountability is a concept used in the world of government bureaucracy to explain and show how an organization achieves its goals. Because government bureaucracy is built to fulfill the public interest existentially, the issue of accountability for government policies and actions is the focus of the subject of public accountability (Sawir, 2022). His indicator includes the efforts or obligations of government officials to be accountable for problems related to a program for the community. Among them is how the Bojonegoro regional government is responsible, through the Economic and Natural Resources Section of the Bojonegoro Regional Secretariat.

Based on direct interviews with the Economic and Natural Resources Section of the Bojonegoro Regional Secretariat, the gas network (jargas) development program was first planned in 2018. This development is fully funded by the State Budget (APBN) so that the community does not need to spend money on installing the network. Initially, 4,000 Household Connections (SRT) were planned in 2018, and the number increased to 6,000 SRT in 2019. However, its implementation was delayed due to the state's financial condition. In 2020, this plan was again delayed due to the COVID-19 pandemic and could only be realized in 2021. The main benefit felt by the community with this gas network is the availability of gas for 24 hours without worrying about running out like *Liquefied Petroleum Gas* (LPG). In addition, the use of gas networks also provides financial benefits for household customers, because the costs incurred are cheaper than using *Liquefied Petroleum Gas* (LPG). Regarding the gas network program, the Regional Government provides convenience and support in the licensing process, such as

environmental permits, excavation permits, survey permits, and others. In addition, the Regional Government also provides the necessary data, such as the number of residents per sub-district, location maps, and land conditions.

The author also conducted direct interviews with three users of the gas network program, namely residents from Sumbang Village, Sukorejo Village, and Kadipaten Village. They stated that they were very satisfied and felt helped by the existence of the gas network, especially when there was a shortage of *Liquefied Petroleum Gas* (LPG). Based on the interview results obtained, It can be concluded that the development of gas networks (jargas) that focus on households in Bojonegoro Regency has high potential in providing support for the application of environmentally friendly energy and minimizing the use of LPG. However, until now, the growth of the gas network in Bojonegoro has not been optimal. One of the main obstacles is the lack of initiative from the local government to expand this gas distribution network. This condition shows the sustainability of the gas network The program requires policies and commitments from the government in preparing the programs that encourage the development of clean energy through the gas network. With the initiative from the local government, It is hoped that the distribution of the gas network that has been carried out will be able to meet the community's increasing demand for gas, as well as support the achievement of clean energy targets and energy security in Bojonegoro.

2. Transparency

Transparency, according to Sujarweni (2015), transparency is a guarantee of access or freedom for every individual to obtain information regarding the implementation of government, including information related to policies, the process of making and implementing them and the achievement of results (Garung & Ga, 2020). Good governance requires openness, participation, and easy access for the public in the implementation process. The ease of access and transparency regarding government has a crucial role in achieving other indicators. Policy information about government and financial information must be open, and transparency ensures that everyone can access it (Umami Risya, 2017).

Referring to the regulation issued by the Minister of Energy and Mineral Resources (ESDM) Number 4 of 2018 concerning Natural Gas Business in Downstream Oil and Gas Business Activities, business entities are required to provide clear and transparent information to consumers regarding the quality and quantity of gas received, and ensure that consumers can understand the details of the bill or payment receipt, which ideally includes usage data, such as the initial and final meter readings. In this case, how can agencies or parties from the Regional

Government through the Economic and Natural Resources Section of the Bojonegoro Regional Secretariat and PT PGN Area Bojonegoro as assigned carried out by the government to distribute gas pipelines and trade to households in a transparent manner to households using the gas network program (jargas) Matters related to the transparency of service information. When users do not get complete information about the initial and final meters, they do not have a clear picture of their gas usage which can affect trust in the service.

To find out how transparent the service information is by the Bojonegoro government regarding the gas network program. The author interviewed one of the residents who uses Jargas in the Sumbang sub-district, Bojonegoro. He said that for approximately two years of using Jargas, the payment receipts received did not include the initial and final meter usage, but only the nominal amount of gas to be paid, this condition affects the trust in the service of gas network program users regarding the transparency of service information.

Through direct interviews with the Economic and Natural Resources Section of the Bojonegoro Regional Secretariat, they said that the absence of initial and final meters was due to the limited number of gas customer usage recorders, so officers only conducted surveys once every 3 months and for monthly calculations using minimum costs, only in the 3rd month was real usage adjusted. The author also interviewed PT PGN Arae Bojonegoro the executor of gas network distribution, they said that the public can use the PGN Mobile application to find out the amount of gas network usage, however, it seems that not all people know this. Based on this case study, the author concluded that the lack of meter recorders caused a lack of trust in the transparency of service information. As well as the need for active socialization with the public about applications that can be used to find out the amount or meter of gas network usage.

3. Openness

Transparency is a principle that emphasizes the importance of easy access to transparent information for the public regarding government processes and policies. This principle requires the government to provide accurate, comprehensive, as well as information disclosure that can be easily understood by the general public so that the public can know how the government makes decisions, resource allocation, and policy implementation. In other words, Transparency means providing an opportunity for the public to provide responses and criticisms of the government if it is considered less transparent. This indicator explains how the government's responsibility is for the Economy and Natural Resources Section of the Bojonegoro Regional Secretariat or in this case PT PGN Area Bojonegoro which received a mandate from the central government to distribute gas pipelines and sell them to households.

To find out the opinions or openness of users of the gas network program in Bojonegoro, the author interviewed one of the residents in Kadipaten Village who said that the socialization of the gas network program was only carried out at the beginning of the installation program after which there was no more socialization related to this gas network. The author also interviewed one of the residents of Sukorejo Village who said that there had been no socialization, PGN immediately installed it without any socialization, only that residents could ask officers during the installation of the gas network. Meanwhile, one of the residents in the Sumbang sub-district said that the socialization was carried out by PGN and the RT head where residents were gathered in one of the residents' houses and given an understanding of the installation of gas networks and their benefits. Afterward, residents received necessities in the form of cooking oil. To strengthen the data, the author also conducted interviews with the government and PT PGN Area Bojonegoro. From the government, the Economic and Natural Resources Section of the Bojonegoro Regional Secretariat said that the socialization had been carried out but not all sub-districts in Bojonegoro due to time constraints and the busyness of the related parties. Efforts to complete the socialization will continue to be carried out according to the possible schedule. This was also expressed by PT PGN Area Bojonegoro itself, saying that it had carried out socialization but it had not been maximized, but the public could complain, suggest, and criticize through:

1. Through the Website, WA, or IG PGN Area Bojonegoro
2. Through the PGN Mobile application which can be downloaded on smartphones
3. Through the call center 135

From the information above, the author concludes that there is still a lack of openness indicators, especially socialization carried out by the government. The level of public openness will have an impact on how well the government carries out good governance. As an effort to control relationships and arrangements carried out by management and stakeholders regarding obligations and rights by the organization's vision and mission, the existence of data transparency is very important. In addition, public transparency can cause checks and balances and help the public understand logical actions as social control by comparing existing value systems. One of the greatest advantages of information transparency is strong law enforcement and the eradication of illegal practices (Fusi et al., 2023).

4. Rule Of Law

Legal rules in good governance have characteristics that guarantee legal certainty and fulfill the public's sense of justice for every public policy taken. The gas network program (Jargas) is contained in Regulation Number 6 of 2019 which regulates the provision and distribution of

natural gas through a transmission or distribution network specifically to meet the needs of households and small customers. by referring to the technical safety standards in the installation of gas networks, the decree of the Minister of Mining and Energy Number 300. K / M.PE / 1997 concerning the safety of oil and gas distribution pipes.

Based on a direct interview with one of the residents in the Kadipaten sub-district, it was found that the legal regulations related to late payments for natural gas are one of the problems in using natural gas network services (jargas). The interview results showed that the service provider had never conducted socialization regarding the consequences of late payments, including the mechanism for implementing fines and sanctions. In addition, several users said that they had complained about payment problems to the PGN office. However, they felt dissatisfied because the response given was considered inadequate, and the officers at the office were difficult to meet.

In seeking the truth in this legal regulation problem, the author interviewed PT PGN Area Bojonegoro as the distributor of gas network services (jargas) and sales in households. They said that for late payments in the first month or if past the 20th, a fine would be imposed along with a payment guarantee. If payment has not been made by the end of the month, the gas flow will be temporarily closed. Of course, in this case, the community will first receive a warning of revocation via SMS from the service provider. They said that they had just conducted socialization regarding late payments and the use of the PGN Mobile application in the Kepatihan sub-district, Bojonegoro.

Based on these results, the author can conclude that legal regulations regarding late payments for gas networks (jargas) already exist, but the lack of participation and socialization in the community has resulted in ignorance among users of gas network services (jargas). In addition, some users complained about the difficulty of meeting officers to file complaints regarding payment problems, resulting in dissatisfaction with the services provided. Legal regulations regarding late payments for gas must include clear, fair, and transparent provisions, such as payment deadlines, the amount of late fines, notification mechanisms for customers, and additional sanctions if delays continue. Gas network service providers (jargas) in the Bojonegoro area have implemented these provisions, but the lack of active involvement and socialization in the community has resulted in ignorance among users of gas network services (jargas). The importance of legal regulations in government or public services has an important role in ensuring that every citizen is protected from the threat of arbitrary action. Enforcement of legal norms and rules provides a sense of security through clear protection and guidelines for the community and

organizations. However, the law also has consequences, namely sanctions that can cause suffering for those who violate the rules. Thus, the law functions not only as a regulatory tool but also as a means of justice that maintains which balances the obligations and rights obtained by all parties involved.

CONCLUSION

The conclusion that can be drawn from the results of research and discussion that has been carried out are that the principles of good governance in the gas network program (jargas) have been implemented, but there are still several challenges that need to be overcome. One of the main challenges is the need for strategic steps to improve information transparency, transparency of use, and accountability of local governments in expanding access to jargas. This step is important so that the jargas program can run more effectively, transparently, and by the needs of the community. As a recommendation, there needs to be strengthened collaboration between the government, community, and private sector to ensure the jargas program is a more effective and sustainable environmentally friendly energy solution.

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