

Climate Action Tracker

1.5°C-compatible climate action and targets: Indonesia

July 2025

Indonesia is one of the world's largest greenhouse gas (GHG) emitters, yet its progress towards a low-carbon economy remains limited. Despite the government's gradual efforts to promote renewables, Indonesia continues to rely heavily on coal, which accounted for 59% of power generation in 2024. Under current policies, emissions are projected to continue rising beyond 2030 when they should instead be on a downward trajectory to align with a 1.5°C-compatible pathway.

Indonesia's draft targets

In 2024, Indonesia released a draft of its Second Nationally Determined Contribution (SNDC) for public consultation but has not yet formally submitted it to the UNFCCC. It was passed by the Parliament in early 2025 but is still pending presidential approval. The process was paused due to concerns that the draft was not aligned with Indonesia's 8% economic growth target, which holds energy and food security at its core.

The draft SNDC includes unconditional targets based on domestic efforts and conditional targets reliant on the provision of international support. It includes some positive developments: it strengthens Indonesia's 2030 target, shifts from a business-as-usual baseline to absolute emissions reductions from 2019 levels, and expands coverage to additional sectors and GHGs.

The limitation of the draft NDC

The draft SNDC remains unambitious: both unconditional and conditional targets are far from our 1.5°C global least cost and equitable pathways for Indonesia. Key gaps remain:

- ▶ The unconditional target is still far below our 1.5°C equity pathway for Indonesia. From an equity perspective, Indonesia would have to put forward a much more ambitious NDC target to be 1.5°C aligned.
- ▶ Both the proposed 2030 and 2035 targets are unambitious because they are set above the emission levels already expected Indonesia's under policies. This means that they can already be achieved with existing policies alone, without the need for additional, more ambitious policies: they don't drive stronger climate action.
- ▶ The unconditional target allows emissions to peak only in 2050, nearly double 2019 levels. While the conditional target is more ambitious, aiming for net-zero by 2060 or earlier, it relies on steep emission reductions after 2035 that are unlikely to occur without credible policies, proper implementation and international support.
- ▶ The draft targets rely heavily on land use and forestry (LULUCF) to achieve emission reductions, although the sector has made up nearly half of the country's total emissions over the past two decades. The lack of separate targets for LULUCF and other removals also raises transparency issues and is diverting attention and efforts away from emissions reductions in critical sectors like energy and industry.
- ▶ The draft does not include an explicit commitment to fully phase out coal. It uses vague language about "reduced coal consumption," ignores rising off-grid coal use, and does not reflect Indonesia's G20 pledge to phase out coal by 2040.

Indonesia's Just Energy Transition Partnership

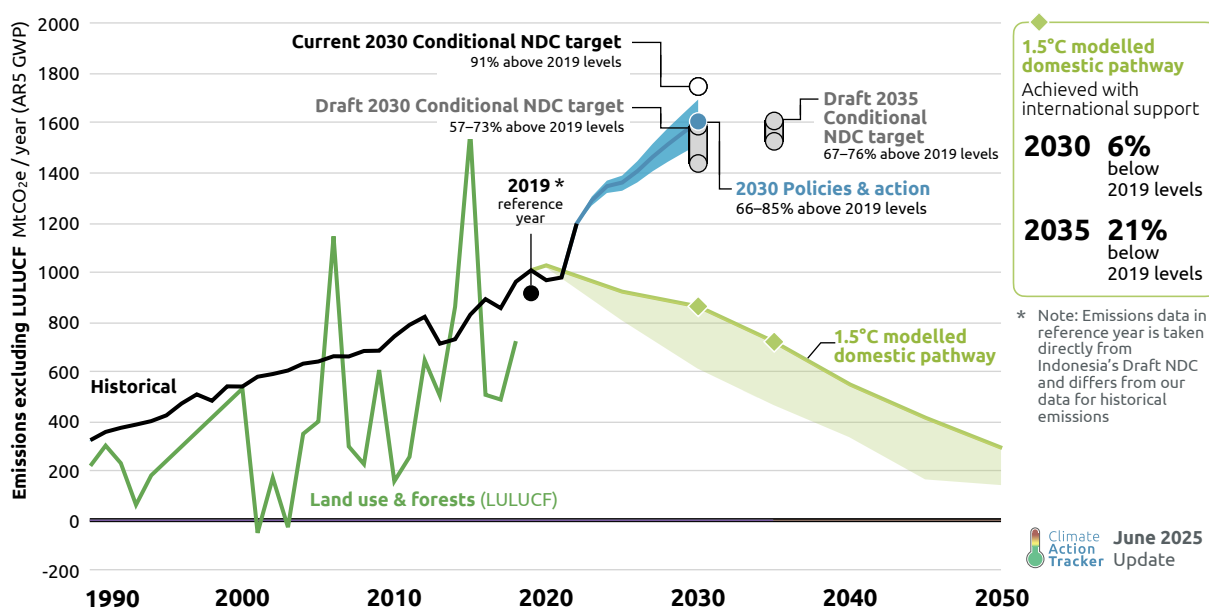
Alongside the draft SNDC, another key framework that guides Indonesia's climate policy is the Just Energy Transition Partnership (JETP), signed in 2022. Through this agreement, Indonesia was meant to secure USD 21.6 billion to support its critical climate goals: peaking and capping on-grid power emissions at 250 MtCO₂ by 2030, increasing the share of on-grid renewable power to 44% in 2030, and reaching net zero by 2050. However, implementation of the JETP has faced significant challenges: funding commitments from partner countries have experienced delays and uncertainties, exacerbated by the withdrawal of the US.

The way forward

As it stands, the draft 2035 NDC misses an opportunity to increase climate action beyond what is already expected under current policies. While the draft is still under review, there remains a crucial window for the government to increase its climate ambition, and for the international community to provide the financial and technical support needed to make a just and ambitious transition possible. International climate finance will be essential for Indonesia to adopt more ambitious targets, implement stronger policies and align its emissions with a 1.5°C-aligned pathway.

1.5°C-compatible NDC targets for 2030 and 2035

INDONESIA 1.5°C compatible conditional NDC targets (excl. LULUCF)



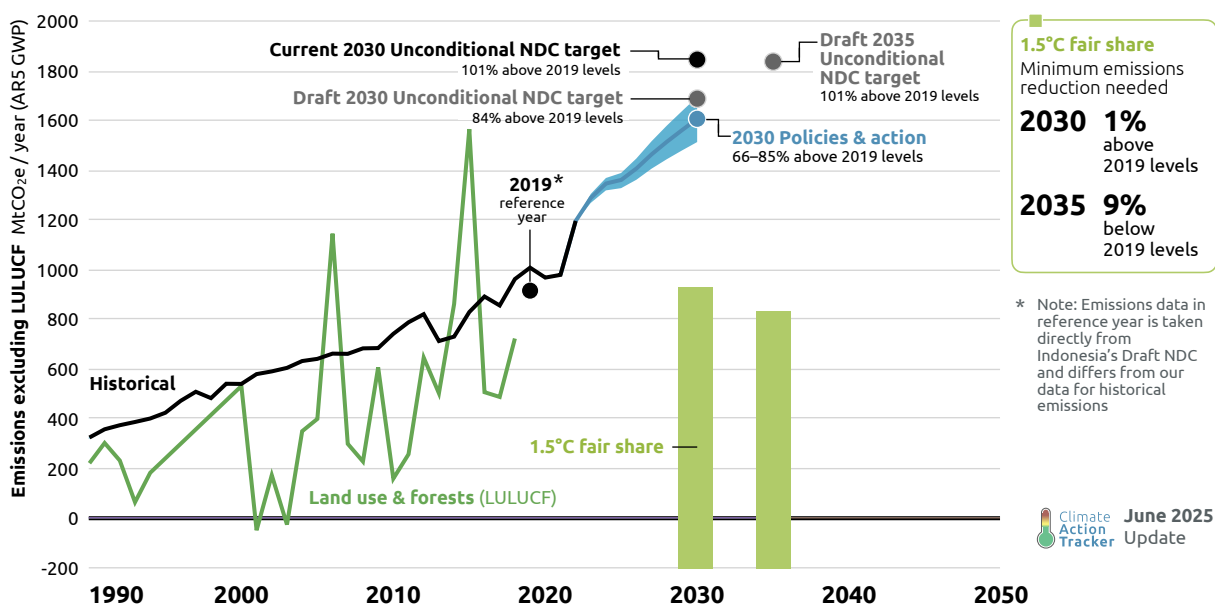
INDONESIA	2030	2035
INCLUDING land use & forests	Emissions reductions from 2019 levels	
1.5°C modelled domestic pathway	26%	49%
EXCLUDING land use & forests		
1.5°C modelled domestic pathway	6%	21%

As global GHG emissions need to be cut roughly in half by 2030 to be in line with the 1.5°C limit, large emitters like Indonesia need to get their emissions onto a downward trajectory - not continue rising. Indonesia's emissions would need to fall to approximately 720 MtCO₂e (excl. LULUCF) and 580 MtCO₂e (incl. LULUCF) by 2035 to align with our 1.5°C modelled domestic pathway. Achieving this level of ambition will not be possible without receiving substantial international financial and technical support.

Our modelled domestic pathways indeed call for a shift towards sustained emission reductions: Indonesia's emissions would need to decline by 6% below 2019 levels by 2030, then drop further to 21% below 2019 levels by 2035 (excluding LULUCF).

In contrast, the country's current NDC targets for 2030 allow its emissions to continue rising unchecked. Under current policies, Indonesia's emissions are projected to increase to around 1,500-1,700 (excl. LULUCF) in 2030 or 51%-68% above 2019 levels.

INDONESIA 1.5°C compatible unconditional NDC targets (excl. LULUCF)



Indonesia's draft unconditional target for 2030 is higher than the current policy scenario ranges and allows emissions to only peak in 2050, at approximately double the 2019 levels. This means that the government would not need to implement additional policies to meet this target.

With an equity lens, our fair share pathways require Indonesia's emissions to peak by 2030, i.e. 1% above 2019 levels and to then slowly decrease to 9% below 2019 levels by 2035 (excl. LULUCF). This reflects the level of emissions reduction Indonesia would need to deliver through its own domestic actions, without relying international financial and technical support. However, emissions are projected to continue rising beyond 2030, underscoring the significant gap between Indonesia's current pathway and its fair share of global efforts.

Entry points to increasing climate action

To align with a 1.5°C pathway and raise the ambition of its climate commitments, Indonesia could do the following:

Strengthen its 2030 and 2035 targets and include a separate target for LULUCF: a separate target for LULUCF would improve transparency, allow clearer tracking of progress, and help ensure emission reductions in energy and industry are not overshadowed by reliance on land-sector sinks.

Address the transparency issues around the LULUCF emissions data: Indonesia should provide clear, verifiable explanations for its significant downward revision of 2019 LULUCF baseline emissions, which went from 925 MtCO₂e in its Third Biennial Update Report to 221 MtCO₂e in the draft SNDC. These changes directly affect the credibility and ambition of the 2030 and 2035 targets. Improving transparency in emissions reporting is essential to build trust and ensure the integrity of Indonesia's climate commitments.

Commit to a binding, Paris-aligned coal phase-out target: Indonesia should commit to phasing out coal power by 2040, in line with 1.5°C pathways, with clear interim milestones aligned with the MEMR Regulation No. 10/2025. The SNDC must move beyond vague language on "reduced coal consumption", with a full moratorium on new coal plants, including captive or off-grid industrial plants. It should also include a legally binding early retirement schedule prioritising older and higher-emitting plants and make early retirement a binding obligation.

Strengthen forest protection and governance to promote sustainable land use management: despite relying heavily on forestry sinks to meet its climate targets, Indonesia has yet to commit to halting deforestation and lacks strong policies for reducing emissions in the LULUCF sector. Instead, the government is promoting the development of biomass co-firing, biodiesel and bioethanol which could drive further deforestation and jeopardise its goal of making the land and use sector a net sink by 2030. Achieving this target will require stronger anti-deforestation measures, such as strengthening the 2019 moratorium, and expanding protections for secondary forests and existing concessions.

Ensure meaningful public participation and procedural transparency: Indonesia's Parliament passed the SNDC in early 2025, but presidential approval remains pending due to concerns over its alignment with the administration's 8% economic growth target. As the Ministry of Environment revises the modelling, it must also commit to a renewed public consultation process. Transparent and participatory decision-making, including access to full documents and robust avenues for stakeholder input, is essential to ensuring the legitimacy and quality of updated climate commitments.

Align energy transition with environmental and social safeguards: Indonesia must strengthen and enforce mandatory environmental and social impact assessments for all large-scale development programmes, including the food estate initiative and industrial down streaming. The government should also reevaluate ongoing projects that are demonstrably exacerbating environmental degradation, deforestation, biodiversity loss, and the displacement of indigenous communities. The pursuit of food security, energy security, and the energy transition agenda must not come at the expense of the environment and local communities.

Anchor its methane pledge in its 2035 NDC with a clear mandate on policy support and a concrete roadmap: In 2023, methane accounted for 32% of Indonesia's total GHGs emissions. At COP26, the government signed the Global Methane Pledge, in which signatories agreed to cut global methane emissions by 30% over the next decade. However, it has yet to develop a clear roadmap to reduce methane emissions across all sectors. Indonesia should seize the opportunity to translate this methane pledge into action in its 2035 NDC.

For further details on Indonesia's climate targets and actions, please see our [Indonesia assessment](#).



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CAT

The Consortium



The Climate Action Tracker (CAT) is an independent scientific analysis produced by two research organisations tracking climate action since 2009. We track progress towards the globally agreed aim of holding warming well below 2°C, and pursuing efforts to limit warming to 1.5°C.

climateactiontracker.org



Climate Analytics is a non-profit institute leading research on climate science and policy in relation to the 1.5°C limit in the Paris Agreement. It has offices in Germany, the United States, Togo, Australia, Nepal and Trinidad and Tobago.

climateanalytics.org



NewClimate Institute is an independent non-profit organisation that develops solutions to tackle climate change and drives their implementation worldwide. Through research, policy advice and knowledge sharing, we aim to raise the ambition for climate action and support sustainable development.

newclimate.org



Institute for Essential Services Reform (IESR) is an energy and environment focused think-tank that aims to accelerate the energy transition by supporting sustainable mobility, green economy, and well designed climate change policy. IESR has experience mainly in Indonesia, but is expanding its focus to work in other regions and countries.

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