ACTION-COLLABORATIVE NETWORKS OF THE REGIONAL GOVERNMENT ON LAND AND FOREST FIRE RESTRAINT IN PELALAWAN DISTRICT, RIAU PROVINCE

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ABSTRACT

The problems of forest and land fires continue to overshadow in Riau Province and Pelalawan District including the contributors of fire spots of forest and land fires. The handling and control of forest and land fires run during this time tend to be incidental and focus on the aspect of fire suppression only. The extinguishing and controlling of forest and land fires fire has been undertaken by several agencies in the local government organization of Pelalawan District. While the relationship between the agencies is more information share and informational relationship and the deployment of resource assistance is limited to the capacity of each organization during the occurrence of forest and land fires only, not led to a collaborative multi-disciplinary working approach (inter-organizational collaborative network) in the area of local government. This research aims to Described the management situation of forest and land fires that took place in Pelalawan District, conducting analysis and academic studies on the practice of Network Inter-Organization by controlling forest and land fires *(Karhutla)* in Pelalawan District, and formulating model Inter-organizational network-based organizations that can be applied to regional government of Pelalawan District in every bureaucracy organizations. The study used a qualitative descriptive approach with reference to literature studies and interview reluct collection by (Agranoff & McGuire, 2003).

Keywords: Land and Forest Fires, Action Collaborative Networks, Inter Organization Networks, Local Government, Pelalawan District.

INTRODUCTION

Forest and land fires continue to overshadow the areas of Riau Province. Forest and land fire insecurity in Riau

Province. Pelalawan District is also one of the areas in Riau Province that is vulnerable to forest and land fires. The distribution of fire in Riau Province from 2017 to 2019 can be seen in figure 1 (Sipongi, Forest and land fire system of State Minister for the Environment in 2017 – 2019).

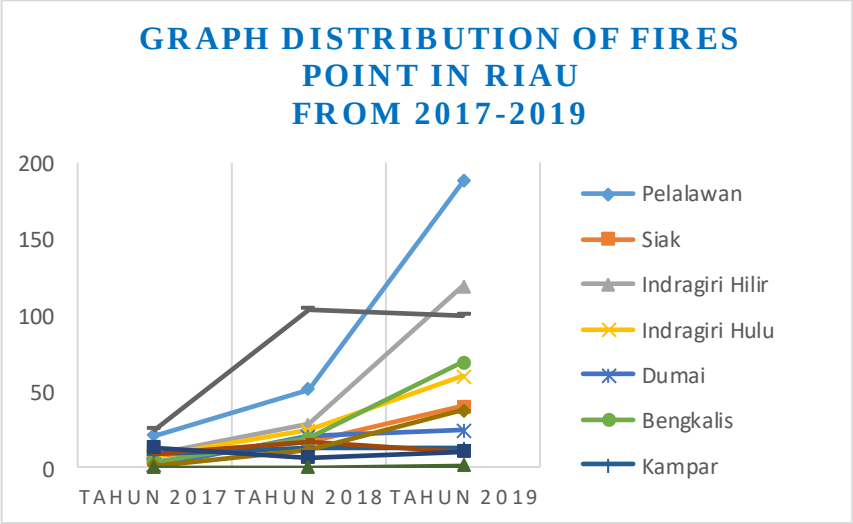

Figure 1. Graph Distribution of Fires Point in Riau

Forest and land fires in Pelalawan District, taking into consideration the characteristics of the land and its peat-containing forests, are viewed as potential and long-term risks. Therefore, the handling cannot be incidental and partial. If not, then the events of forest and land fires for the fire of forest and land will continue to be repeated.

The issue of forest and land fires in Pelalawan District is not merely a local issue, but has become a national, even international matter. This is because the issue of forest fires and land has a wide impact, both in local, regional and cross-country areas. The catastrophic haze incident caused by forest fires and land in Riau Province has affected the country to Malaysia and Singapore.

The negative impacts caused by forest and land fires are very complex. The negative impacts of forest and land fires are very tangible in the health aspects. The Hazard can cause allergic reactions, inflammation, up to Acute Respiratory Tract Infections (ISPA).

Bases on the data of Health Agency of Pelalawan District in October 2019 showed that it had reach 21.381 inhabitants. From January to June showed that decreasing condition of Acute Respiratory Tract Infections (ISPA) Health Affection. Contrary the advantage condition starts from July to October 2019. This advantaging also occurs in coincide time with the amount of fires affecting in Riau Province. The data can be shown in the table 1 and figure 2 (Department of Health of Pelalawan District, 2019).

Table 5. The Data of ISPA Disease Total Patient in Pelalawan District 2019

Month	ISPA Infants	ISPA Non- Infants
January	1011	1360
February	739	1213
March	744	930
April	605	1075
Mei	755	974
June	528	922
July	742	1038
Augustus	840	1796
September	1197	2885
October	853	1174
Total	8014	13367

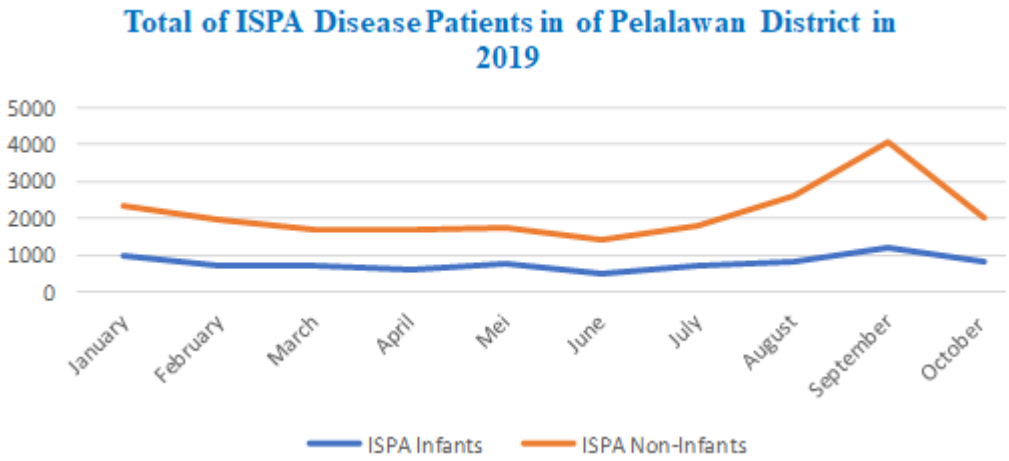

Figure 2. Total of ISPA Disease Patients in of Pelalawan District in 2019

From the data above it can be seen that for toddlers and non-toddlers, people with ISPAS in September 2019 reached its peak. For children with toddlers' of 1197 patients, while non-toddlers reach 2885 sufferers. The pattern of increasing the number of visitors both toddlers and non-toddlers is also similar, starting from June to September. Moreover, back down in October 2019, because the fires are diminishing.

It is not only on the disease problem that is immediately felt when inhaling smoke pollution due to forest and land fires as illustrated in the table above, there is a study that connects the impact of exposure to smoke pollution by calculating ex-ante deaths, with the mortality unit of the World Health Organization (WHO), the term *Quality-Adjusted Life-Year* (QALY). That when the pollution index reaches 2.314 (660 percent) of the pollution Index tolerance limit (PSI 350) with a daily exposure of up to yearly, the average life of a person can be reduced to 5 percent-15 percent (Lassa, in Compass 09/10/2015).

In addition to health problems that are not less important is the disruption of ecosystems for protected wildlife, eliminating biodiversity, and the most feared is the increasing poverty rate and the disruption of the economy in the country.

Indonesian National Board for Disaster Management abbreviated as BNPB (2016) stated that the impact of forest and land fires on the economic sector such as the loss of haze in two years ago – which was calculated for three months from

February to April 2016 – in Riau Province reached 20 trillion rupiah. The calculation of the economy is based on Provincial Monthly Gross Regional Product (PDRB) number, and compares the number of regulars to the provincial entry in the months of haze, depending on the months in which the number of *hotspots* (point the fire) was detected the most, so do the smoke. Gross regional domestic product, will record the turnover of money; the number of flights that failed to fly, hotels, and food industry, canceled business contracts, or reduced tourists will be reflected in the data of Gross Regional Domestic Product (PDRB).

The involvement of several parties in the handling of land and forest fires has not been seen as a network pattern integrated between organizations. Pasco team, which has been formed based on decree of Regent only, works during dry season/forest and land fires only, and even at fire suppression level only. From initial observation, researchers have not seen any unity of planning, program target consistency, and budget independence in the Pasco team.

It should be a Forest and Land Fires *(Karhutla)* issue involving many actors and interests, requiring the cooperation of various stakeholders or stakeholder organizations as well as networks *(inter-organizational network)*. Network theory is based on relationships between actors that are interdependent with each other *(interdependence*). It is understandable that the actors will not be able to achieve their goals without using resources owned by other actors. Based on theory from (Pratikno, 2015; Rhodes, 2007) stated that this interdependent mechanism runs through the exchange of resources between actors. The Inter-organizational network asserts that the interdependent nature of one organization and the other organization is unavoidable.

According to (Cohen, 2006) stated that the network working Model, tends to be more agile and flexible than a hierarchical model. The integration of the network between organizations is important in preventing forest and land fires that often occur in Riau Province, as well as in Pelalawan District in particular. Therefore, network work between organizations involved in the control and handling of Forest and Land Fires *(Karhutla)* need to have a joint framework agreement, such as concerning the perception and policy aspect to risk, technical operational aspects of handling and funding aspects. At this time, at the very least, is useful for avoiding *overlapping* authorities, tasks, roles, and responsibilities and avoiding *gaps* between working networks.

The formation of an inter-organizational network is assessed as having a natural cycle like an automatic evolution of organizational development. To recognize the evolution of the inter-organizational network, various studies were conducted by tracing the development of the network over time such as (Hansen, 1999) on the network's role in increasing the research impact; (Berry et al., 2004) The agenda of the Learning of public management research by learning from other research communities, (Scott & Hofmeyer, 2007) about network use for increased delivery of healthcare services; (Isett, Mergel, Leroux, Mischen, & Rethemeyer, 2011) about Understanding the purpose of public Administration scholarship network; (Raab, Lemaire, & Provan, 2013) about network between organizations at the network level; (Diefenbach, 2009) about Network of public sector organizations in informing scholarships and practices.

At the stage of development and network development, is balancing the needs of organizations and networks. The network Manager is required to be aware of the role to facilitate as an essential management task and encourage leadership distribution. Other views according to (Harmon, 2014) stated that A number of public administrator roles could be analytically visualized to the easiest as a merger in three general arenas: *inter-organizational, intra-organizational, and Organizations with individuals.*

In the context of *inter-organizational*, public administrators acted as

representatives and agents for an organization when they met, spoke, argued, and dealt with similar agents from other organizations. Furthermore, the second is *intra-organizational*. Here the language is often the language of the organizational chart, about who reports to whom. The third Arena is an *organization among individuals,* in which public Administrators act again as agents; to confront, direct, persuade, and interact with individuals.

Cohen had also intensively developed this Network Model in their book entitled *"Governing by Network: The New Shape of The Public Sector"* (Cohen, 2006). They see that with the current bureaucracy barriers, with the growing private and non-governmental sectors, rapid technological developments, and increasingly complex demands of society, the provision of public services and utilizing existing networks can do problem solving, both horizontally and vertically. It will certainly drive flexibility, decentralization and innovation through the involvement of many parties, while the government can concentrate on the development of its main mission.

Based on a study of several theoretical references regarding *network* and *Inter-Organizational Network*, such as (Agranoff, 2007; Baker, 2015; Goldsmith & Eggers, 2004; Ulrich, 1997). Based on some theories it is known that experts have given a broad picture of what is meant by the "scope/condition" of the *network*, but (presumably), have a distinct practical operational conception of the networking concept. Therefore, there is often a difference "meaning" to the term *network* and *Inter-Organizational Network*. Some are interpreting the term *network* as a network and some are the ones that interpret it as a *networking*. Meanwhile, the term of *Inter-Organizational* Network is a network that defines the *inter-organization*, some of which interpret as an *inter-organization network.*

The difference in paradigm/conception eventually separated the "usage" of the operations and management/form of the working-network-based Practice (*network*). Presumably, it is necessary to set and or be defined operatively as the *network* and *Inter-Organizational Network* in its operational concrete practices. Does network mean "*working with networked systems"* or *"working in networks"* or *"working on a network"*? Thus, in the context of the *Inter-Organizational Network* It is necessary to affirm whether the organizations engaged in the working relationship *"working in* (a) model/network system," or *"working together as a network*," or does *"work together in a network* (in connection)," or does "*work in a network alignment*," or does *"work in* and ALA (*a model/system) networked"*?

RESEARCH METHOD

This research is a qualitative descriptive study based on consideration; because researchers intend to get a deep picture of the Government's efforts in the control of forest and land fires in Riau Province. This research is also holistic (thorough, not split up), because this research sees the overall activity that has been done by the organization of fire control of forest and land in Pelalawan District, which is Relies heavily on the overall synergistically interconnected social situation.

To obtain the data, researchers go directly to the field to see the efforts undertaken by the Government to conduct forest and land fires in the context of the network between organizations in response to Forest and land fires. The Data collected using methods of observation, documentation and interviews to the informant taken from; Regional Disaster Management Agency (BPBD)in Pelalawan District, Department of Plantation and Livestock of Pelalawan District, and Environmental Agency of Pelalawan District.

The process of data analysis in this study adopted based on theory from (Miles, Huberman, & Saldana, 2014) which classified includes 3 (three) components of analysis, namely: data reduction, data feeds and conclusion withdrawal. Further analysis is done by synergistically integrating of the

three components. Data reduction, used as a form of analysis that sharpen, classifies, directs, and organizes the data in such a way, so that it can be concluded. Data presentation, intended to display various data that has been obtained as information related to land and forests fires. Research restricts a presentation as a collection of structured information that allows the withdrawal of conclusions or taking action. Withdrawal of conclusions, researchers attempted to analyses and search for the meaning of the data collected through the process of continuous verification, then the newly drawn conclusions.

RESULT AND DISCUSSION

Governance Networks in Handling Forest and Land Fires (Karhutla)

The term *Governance network* or *network Governance* used to describe the creation of public policy, implementation, and *delivery service* through the inter-relation network among actors in both autonomy capacity and Interdependence among government organizations, and or companies, and the community (Klijn & Koppenjan, 2015). Although the definition of *governance network* is revealed in various ways, but when examined by almost all definitions it covers five (5) characteristics as expressed by (Klijn & Koppenjan, 2015). which was stated that:

Governance network definitions have certain common characteristics; (1) Networks are characterized by complex policy problems that cannot be solved by one actor alone, but require the collective actions of several actors (Agranoff & McGuire, 2003; Keast, Mandell, & Brown, 2006; Koppenjan, Koppenjan & Klijn, 2004). (2)Networks have relatively high interdependencies between actors because different actors (Klijn, 2007) had their own resources necessary to solve problems. (3)These interdependencies cause a high degree of strategic complexity and an unpredictable course of (inter)actions (Klijn, 2007; Mandell, 1999; Sørensen & Torfing, 2007) as actions of one actor affect the interests and strategies of other actors. (4)Networks have complex interactions because each of the actors is autonomous and has its own perception of problems, solutions, and strategies (Agranoff & McGuire, 2003; Klijn, 2007; Mcguire & Agranoff, 2011).This leads to substantial differences in perceptions, value conflicts, and disagreement about policies to be implemented and services to be delivered. (5)Network interactions show some durability over time (Agranoff & McGuire, 2003; Burstein, 1990).”

The practice handling of Forest and Land Fires *(Karhutla)*, which is fulfills the five characteristics namely as follows. (1) Karhutla handling cannot be handled by one party or actors only, but requires complex collective action (collaboration and Synergy/*network*) of many Parties that actually have the specification of their own capabilities. (2) The Working Network (*network*) in Karhutla is involving a number of *interdependence* actors/parties, both from the Expertise or resources as well as *resources* owned, (3) the interdependency or any interdependence requires complex strategic governance in the interaction between the Organization and its operations. (4) The fact that each organization involved in the control of Karhutla (in this case government and private and public agencies) is actually an organization that has a level of autonomy according to their respective field of work (sectorial) with Perception and strategy based on the perspective of their respective fields. (5) Collaborative cooperation of the actors was tied by the same problem challenges (Karhutla in one area) for a span of time (in this case during Karhutla control period: Standby status/Emergency response status).

Network between Inter-Organization for Organization in Handling Forest and Land Fires (*Karhutla*)

In order to build the inter-organization network and the determination of the role are the function of each member of the network, mapping about position, role, function, and tasks between organizations in the *network*. This will further influence

the sustainability and governance of the inter-organizational network established. Among the ways that have been carried out in this process, both in the public and private sectors is by mapping the capacity specifications and capabilities of each actors based on *stakeholder's theory*.

The successful brings together perceptions and understandings between organizations to bring up an inter-organizational networking that is well defined by the stakeholder's communication strategy.

Promoters:

Stakeholders on the category of Promoters Group have a great interest and influence on the program to make success or even vice versa. Therefore, it is necessary that the right strategy is to always consult and coordinate to equate understanding, perception, and commitment to get support in the form of active participation in accordance with the basic tasks and functions of each promoter.

Stakeholders Lateens:

Lateens Category Stakeholder Group is stakeholders who have strong influence, but do not have special interest directly to the success of this network initiative so it is encouraged by as follows:

- Being always provide an importance understanding of working innovation of the Inter-organization network model in the control of forest and land fires.
- To provide understanding that by implementing a good work of network model between organizations will provide assurance of regional stability, better public services and ongoing programs.

Stakeholders Defenders:

The effect is small or low, but it has a big or high interest to the success of this network so that it needs an effort strategy, namely as follows:

- To give confidence to the stakeholders that the implementation of the network working model of inter-organization in the handling of forest and land fires will have a wide impact to the good of society, and especially to improve the economic community.
- Inter-organization network working Model will give the program certainty and implement operational in the field, so that the performance of forest fire control and land can be handled better and continuously.

Stakeholders Apathetic:

These stakeholders have less influence and importance so that the communication strategy to be built by:

- Involving stakeholders Group ' apathetic actively know more deeply the urgency of inter-organization cooperation in the overthrow of forest and land fires in Pelalawan District.
- To provide understanding of inter-organization cooperation in the transfer of forest and land fires in Pelalawan District will positively affect the acceleration of regional development and have positive implications for all stakeholders.

The Restricting Factors in Solving Problems of Forest and Land Fires in Pelalawan District

In this study, researchers identified a number of restricting factors in the handling of forest and land fires in Pelalawan District. The inhibiting factors can be broadly divided into two categories, namely first, the geographic and technical inhibitory factors, and second is inhibiting factors relating to the working network conditions of organizations (work/inter-organizational policies) involved in the handling of forest and land fires problems.

In the first category of geographical and technical, based on the observation and field studies, the restricting problems to handle of forest and land fires in Pelalawan District are as follows:

1) The existence of peat-land areas, in certain times and conditions such as in the dry season of peat lands are

prone to forest and land fires. The presence of dry organic matter on surfaces causes a rapid spread of fire fires with the support of wind blowing. Surface fire suppression challenging may be overcome, but peat land characteristics trigger a fire beneath the surface. In addition, the subsurface fire is harder to detect and extinguished. Often only high rainfall can ensure that the bottom flame is completely extinguished. Pelalawan District has potential of forest fires and fixed land due to the existence of peat areas in its region.

2) Entrances to the location of forest and land fires are difficult to be accessed in addition to carrying large and heavy extinguishing equipment.
3) Shortage of supporting personnel resources and qualified that trained personnel.
4) Often the water source for blackout is far from the fire location.
5) Funding and quality of equipment, and infrastructure for forest and land fires suppression, bases on the results of interviews and the recognition of personnel involved in handling work of forest and land fires is known that the condition of equipment owned by the company HPH plantation is better than those owned by local government agencies. Procurement of new firefighter of facility and infrastructures requires a process that cannot be fast.

In relation to the problem of financing disaster, Local Government has not addressed prevention seriously. In fact, there is not a single region in Indonesia that is assured of disaster free. Based on the records of the National Disaster Management Agency (BNPB), the magnitude of financing in the region averages only 0.02% of the Regional Budget Income and Expenditure (APBD). In fact, the ideal figures should be good budget for the prevention, socialization, and development of community resilience at least 1% of local APBD.

6) Maintenance and repair of fire extinguisher infrastructure, It is still related to funding. Routine maintenance is required such as to maintain and repair the fire extinguisher equipment and maintenance infrastructure supporting fire suppression that are in the location-prone locations of forest and land fires, such as the bubbly, trench-trenches/fire separator (*canal blocking*), pump wells, and watch posts.

Meanwhile, the second category of organizational barriers (networking and policies) includes as follows:

1) There is not system of inter-organizational governance that unites or binds actors. The pattern/model of inter-agency relations involved in the control of forest and land fires are still limited to inter-agency relations that are coordinating relationship and service assistance. Results of this research show that strengthening the results of the study of (Sukrismanto, Alikodra, Saharjo, & Kardono, 2011) which concluded that the work of organizations involved in the control of forest and land fires at the level of Riau province and Regency/City. It showed in practice new coordination and service assistance between institutions, although the exchange of ideas about the handling of forest and land fires better in the leadership level.
2) Functions, roles, duties, and authorities in the coordination of government agencies involved in the handling of forest and land fires have not been clearly defined.
3) Policy handling of forest and land fires oriented concept of integration (*integrative*) is not yet a central discourse. As a result, overcoming forest and land fires is still reactive-

incidental-partial by emphasizing focus on the work of forest and land fire of suppression operations, and has not touched other aspects seriously. Such as early prevention, impact repatriation, risk reduction, land recovery, area preservation, protection and utilization of forest areas potential.

4) Barriers to administrative innovations and bureaucracy, Government agencies have a tendency to inert response of situations and less daring to take the initiative of change. This is given the strict government agencies in adhering to bureaucratize and administrative rules as well as "hesitate" to act if there is no umbrella law/rule that obviously – expressly allow it to take action/policy. The existence of Disaster Control and Operation Center of forest and land fired as well as Disaster Management and Evacuation Unit of forest and land fires for example, both organizations are strategic, but constrained and restricted in motion because it is not included (categorized) on Regional Device Work Unit (SKPD). As a result, from the funding side, refers to (Undang-Undang No. 33 Tahun 2004, 2004) Both, units of this task are not allocated and cannot manage the budget, and cannot take employees. As a result, both organizations "to be safe" are simply *ex-officio* only.
5) Barriers to administration of disaster financing rules, the allocation of funding is also calculated based on the amount of budget given to the Regional Disaster Management Agency (BPBD), not a ready-made fund allocated specifically.
6) Not in all agencies have a section structure or sub-section that specifically oversees/has a fire-handling program of forests and land fires. Another impact show that there is no permanent personnel (permanent and special officers) who are administratively bureaucratize responsible for handling areas of forest and land fires. From interviews and observation, it is known that the procurement of new parts/subsections and personnel who will fill positions in the new section requires a lengthy bureaucracy process and will overhaul the organizational/personnel structure. Consequently, in some of the appointed officers who participated in the field work handling of forest and land fires are the honorary officers who are equipped with Decree appointment (from the Regent) per three (3) months of tasks that can be updated/extended according to the conditions and consideration of the head of the service of each institution. These honorable personnel are generally not personnel who have been specifically trained for the task of handling forest and land fires, usually deployed as field surveyors.
7) Spatial arrangement of Riau Province should be in the control of licensing and governance of natural resources. The impact, environmental-based control that has been programmatic by Environmental Agency *(BLH)* of Riau Province has not been applied in its District/City. Government Regulation (PP) No. 57 in 2016 on amendment of PP No. 71 in 2014 on protection and management of peat ecosystem prohibits clearing of new land or land clearing in peat areas.

Therefore, through this research researchers offer a model of inter-Organization network for local government with the expectation of this initial review into input and get the attention of stakeholders as an initiative that allows *policy window (entrance/possibility; entrance)*. For the discourse of the network working model is inter-organization in

management of forest area and directly linked Forest and land fires.

In this research, the inter-organizational network model manifested in a systematic-structural alliance between the agencies in areas of forest and land fires can improve the operational performance of problem handling of Forest and land fires. By improving public services in the field of environment and disaster, ensuring the position of forest and land fires control organizations. In bureaucratize-Administrative, function, role, and the duties of each agencies involved, programs and more integrated environmental governance planning, ensure the effectiveness and efficiency of funding, and ensure protection for personnel involved in the handling operations of forest and land fires.

Taking Consideration Into The Types And Models For Inter-Network Of Forest And Land Fires In Pelalawan District

From the results study of theoretical sources that researchers illustrate, can be known type *(typology)* and model of *network* that the primarily is valid in cooperation between the organizations in the field of public management governance *(public service/governance)*. The types of networks (types of networks) based on (Agranoff, 2007) stated as follows:

"(1) ***Informational***: *where partners come together exclusively to exchange agency policies and programs, technologies, and potential solution. Taking any action is entirely up to agencies on a voluntary basis, (2)****Developmental***: *where partners information and technical exchange are combined with education and member service that increase member capacity in order to implement solution within home agencies or organization.* (3) ***Outreach****: where partners come together to exchange information and technologies, sequence programming, exchange resource opportunities that lead to new programming avenues. Implementation of designed programs takes place within an array of public and private agencies, (4)* ***Action****: where partners come together to make interagency adjustment, formally adopt collaborative courses of action, and/or deliver service along with exchanges of information and technologies."*

The type of *action networks* referred is a type of network cooperation inter-organization/agency that moves practically in the handling of concrete problems, namely the problem of environmental conservation and the handling of forest and land fires peat in the region. Furthermore, the coordinating and coordination cooperation that has been run among government agencies dealing with forest and land fires is enhanced to the level of collaboration in the Network *(collaborative networks)*.

The collaboration within the network allows for a more coordinated, effective-efficient form of cooperation, integration of interagency programs, resource exchanges, open solutions that cover multiple and ongoing aspects, shifting from program orientation and partial work to integrated team work patterns. In the future, the form of *Action-Collaborative Networks* could be a joint organization structured in the administrative entity of local government; Whether it is a coordinating body or a Special Committee/Commission in the field of environmental issues management.

In the form of diagrams, the conceptual framework of network organization/institution bureaucracy in controlling Forest and Land Fires known as *karhutla* based on the analysis of Karhutla problems in Pelalawan District can be described as on figure 3.

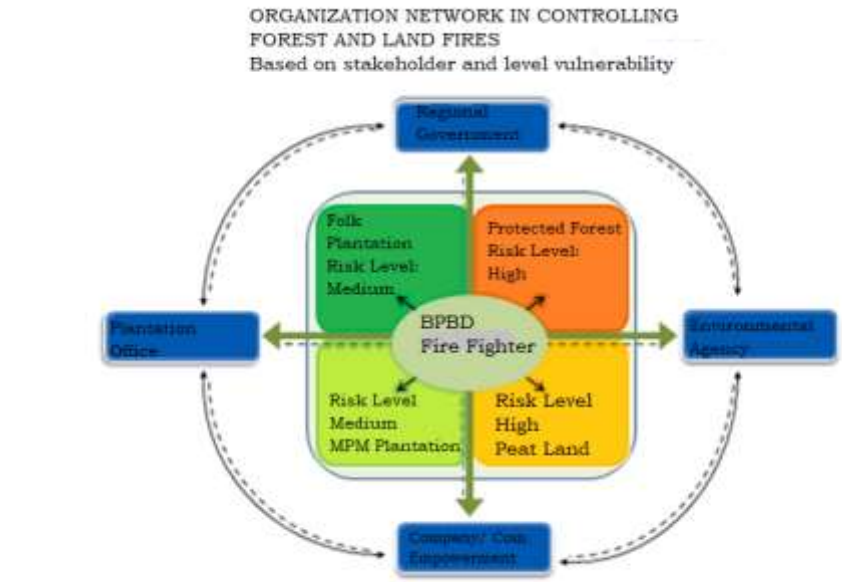

Figure 3. Conceptual Framework of Network Organization Bureaucracy in Controlling Forest and Land Fires

Meanwhile, the network of stakeholder's analysis-based cooperation/ key actors that take place in the work against Forest and Land Fires *(Karhutla)* in Pelalawan District has a pattern of cooperation in information exchange and resource assistance and firefighting equipment with a management pattern and or triadic that can be described in the diagram as on figure 4.

In fact, based on observations and interviews, the responsibility of the area-over the handling of Forest and Land Fires *(Karhutla)*, and the authority of the local government's hand-extending coordinator, which in this case is the implementing unit of forest and land fires control has not run optimally. This is due to some things, such as (1) the agency's entity is weak legal-formal. Status of the Implementing unit of forest and land fires control and regional tends to be *ex officio* in accordance with Regent DECREE, which is renewed per six months. The implementing unit of forest and land fires control tends to position itself as a "shadow secretariat" that facilitates annual coordination meetings or coordinating meetings in order to follow up special events concerning of Forest and Land Fires *(Karhutla)*.

(2) The Status of the offsetting, which is none (permanent/permanently, or not a DECREE-based regent per six months, causes it to "dare not" to make a strategic, political, or policy-set decision. Technically, the implementation of fire suppression technical and operatives based on the mandate of the disaster law is in the BPBD-command emergency response. (3) because not the legal entity in the structure of the local government bureaucracy, the implementation unit of forest and land fires control is not able to manage the budget, either for the operation of its agency, or to implement Forest and Land Fires *(KARHUTLA)* control programs. Their companions although there is a regulation of the governor (struggle) of Riau Province No. 91/2009 which became a reference of cooperation between institutions at the provincial and district level in the handling of Forest and Land Fires *(KARHUTLA)*.

This struggle to be "floating" and never implemented, because there is no setting (breakthrough) about funding for the inter-Agency network that is hosted by the implementation of forest and land fires control.

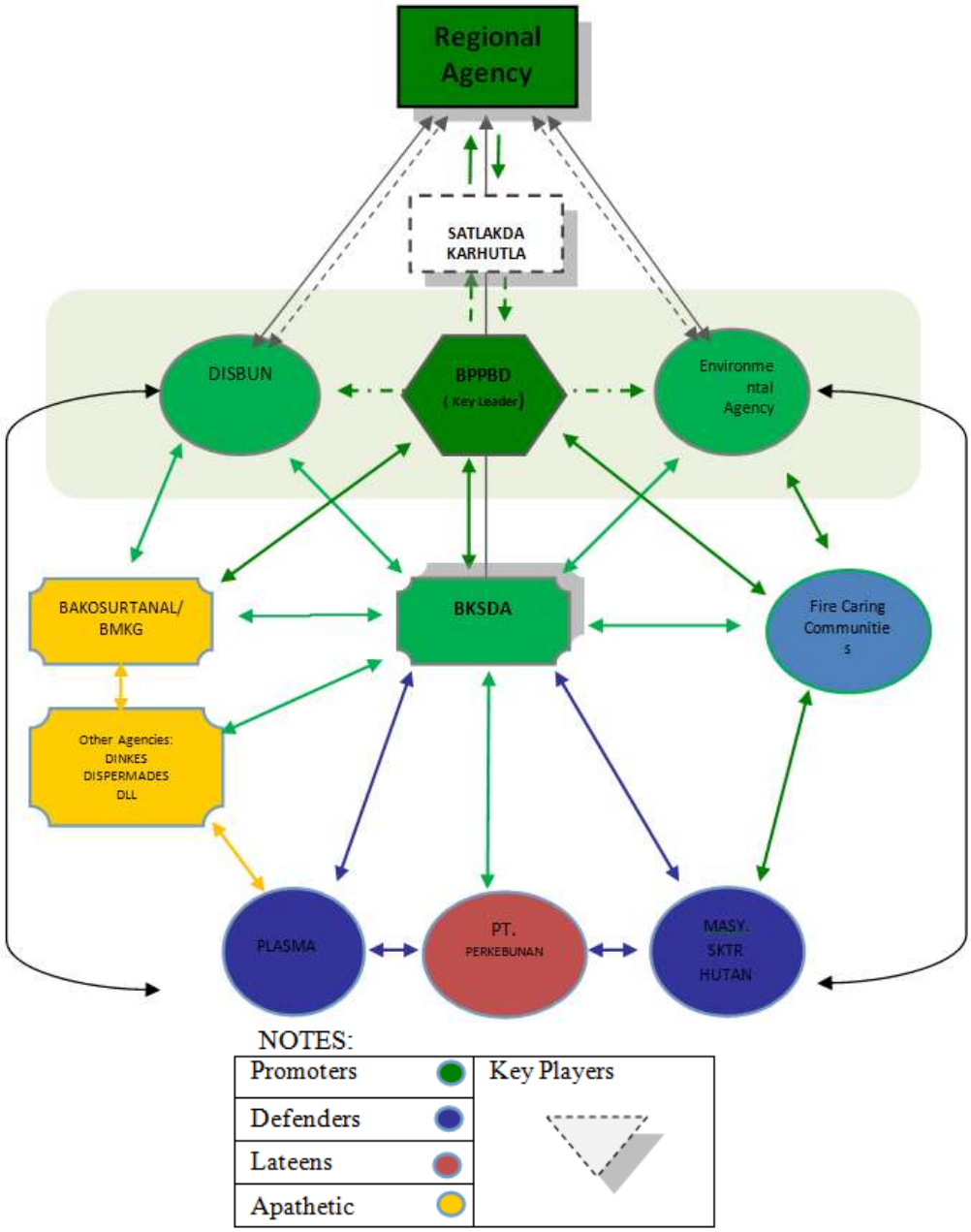

Figure 7. Network Cooperation Basically on Stakeholder's/ Key Actors Analysis against Forest and Land Fires (Karhutla) in Pelalawan District

***Action-Collaborative Networks* Model for Local Governments in The Control of Forest and Land Fires in Pelalawan District**

The *Action-Collaborative Networks* model of inter-organizational model for the local bureaucracy of researchers proposed to improve the quality of forest and land fire handling, is a prototype/model review inspired and modified by the idea of PMNs from (Agranoff & McGuire, 2004) (*Collaboration/Collaborative structure).*

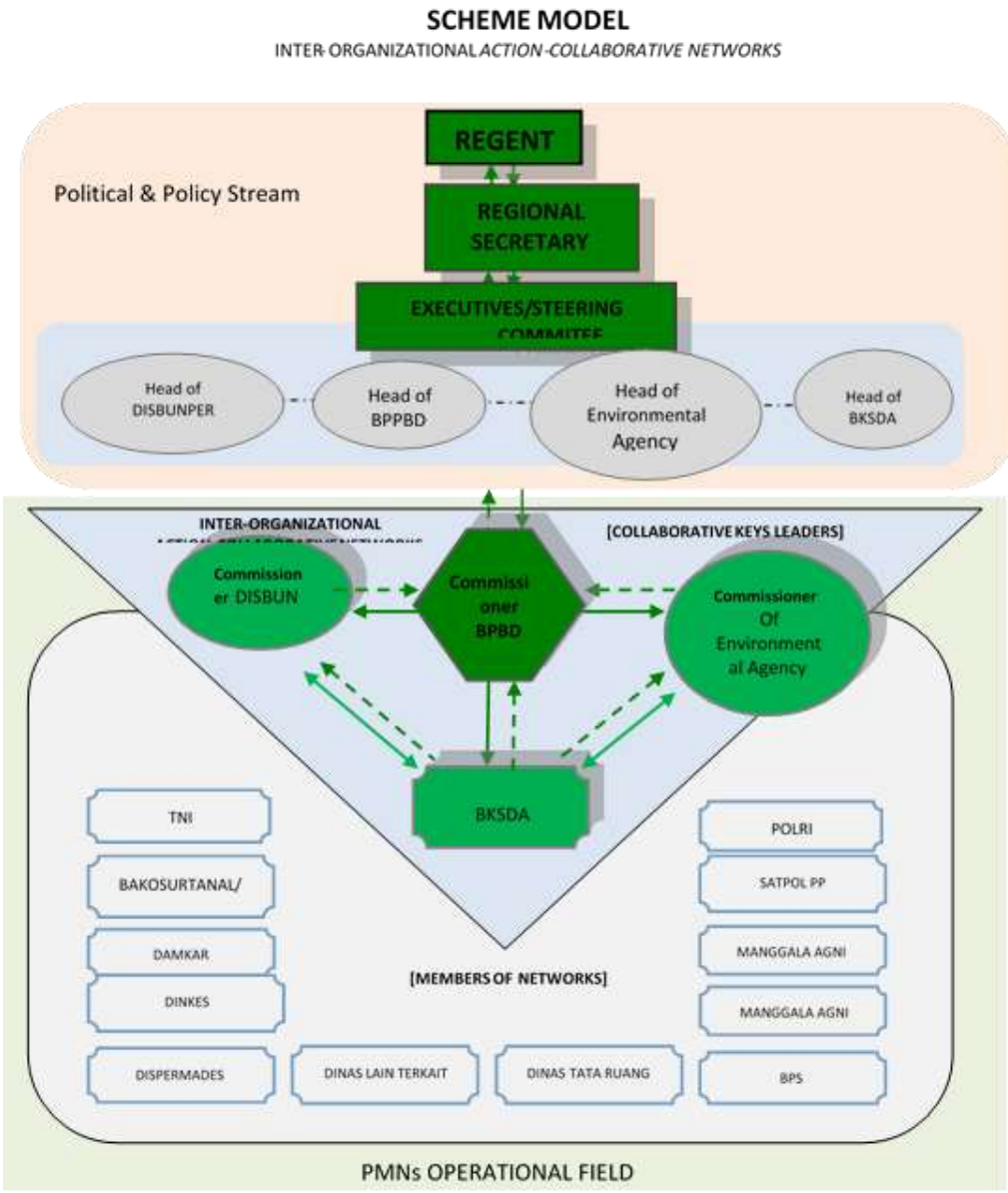

Figure 5. Scheme Model of Inter-Organizational Action- Collaborative Networks

In *Action-Collaborative Networks* (ACNs) models Apply network governance (*networks*) of mixed-type. This means that all three types of network governance are enforced, but with adjustments. Here is the explanation:

Table 2: Governance, Status and Position of Actors/Agencies in The Network Inter-Organization Model ACNs

Management Types	Descriptions	Sources
Shared governance, consensual	All participants collectively-collaboratively contribute to the management of environmental issues based on consensus and agreement. Shared governance includes *crossing-program adjustment, sharing resources and information, developing networks values*. The development of networks and *rules of the games* are inductive.	(Agranoff, 2007; Kenis & Provan, 2009; Milward & Provan, 2003)
Lead agency	Leadership in the network is collective--soft-leadership, with flexible exchanges. Network managers and administrative entities are one of the primary network members based on focusing programs and events as well as the realm of their respective fields and authorities. Decision-making is collective-collegial.	(Goldsmith & Eggers, 2004; Kenis & Provan, 2009; Milward & Provan, 2003)
Network Administrative Organization (NAO)	Each lead-agency puts a representative/Commissioner. Shared administrative entities can (probably) be formed towards new structural institutions in the local governance structure. It Will be named boards/commissions/agency, according to the agreement and inductive processes in the dynamics networks. A commissioner of each of the main agency representatives are appointed as a field manager.	(Agranoff, 2007; Kenis & Provan, 2009; Milward & Provan, 2003)

The Regent, Regional Secretary, and Chiefs of the Offices in the scheme of Action-Collaborative Networks (ACNs) model in addition to the role of the Steering Committee directing policies and strategic decisions, as well as executives' officers and political resources (network's defender) that will serve to ensure the continuity of the inter-Organization network. They are among the important actors in the agenda setting and the windowing policy relating to the innovation of policy issues of forest and land fires. In the initiation phase of the inter-Organization network, this boards/Steering Committee is a strategic stakeholder of model initiative and consensus builder of other stakeholders.

Keys Agencies consisting of **BPBD**, **Department of Plantation and Livestoc**k, **Environmental Agency**, and **BKSDA** domiciled as network's central actors, which carry out managerial and operative functions of forest fire handling and control Land, and environmental issues. While the members of the Inter-organization network are strategic partners who commit and contribute are actively in the collaborative cooperation of the handling and control of forest and land fires as well as environmental issues.

The Division of Authority, field, authority, and task area of keys agencies are schematic as follows:

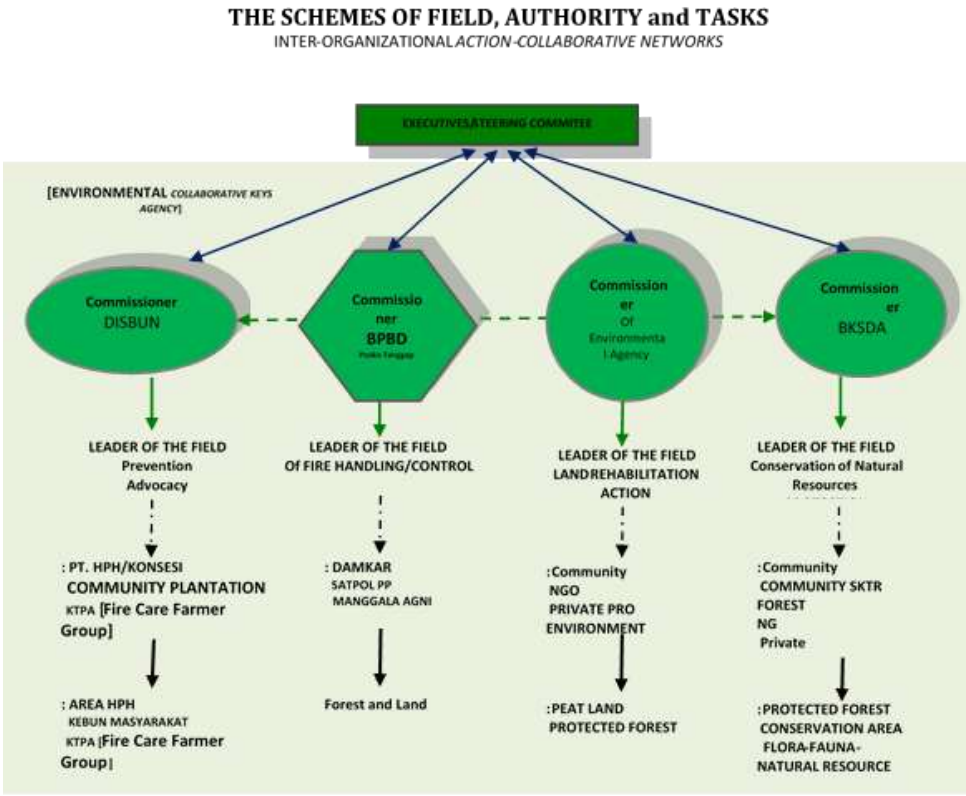

Figure 6. The Division of Authority, Field, Authority, and Task Area of Keys Agencies Are

Agenda Setting of the Inter-organization of forest and land fires control organizations in Pelalawan District can consider an agenda process of model multiple streams as proposed by (Kingdon, 1993). At the very least, (Kingdon, 1993) model can give important inputs to the initiative of Network model inter-organization of forest and land fires control on points considering and determine the parties who have a strategic role, i.e. the actors policy Entrepreneur in Agenda setting network Inter-organization of forest and land fire controllers in Pelalawan District.

CONCLUSION AND SUGGESTION

Based on the study of inter-Organization relations involved in the control of forest/land fires, in general concluded: The low level of networking and resources (human, facilities and infrastructure, as well as budgets) in each organization involved in the control of forest /land fire has a major implications on the handling of forest /land fires is less optimal. In effect, work in the field of environmental protection is still too focused on the sphere of handling and controlling (fire suppression) of forest and land fires, not to mention the wider aspects and far from the concept of sustainable environmental governance.

The Action-Collaborative Networks Model for the Inter-organization of local bureaucracy is more likely to have the support of stakeholders. The modality of problem recognition, consensus, and trust as in the concept of PMNs, already exists in the practice between local government agencies in the field of forest and land fires that are characterized by the existence of information exchanges, coordination, resource assistance, and joint operative

activities. The main actors in networks (such as: BPBD, plantation and Livestock office, and Environmental Agency) have been acquainted with each other in a long period and have cooperated in a sister/Triadic. Thus, this model is small structural gap and its culture.

Thus, the next step towards implementing the Action-Collaborative Networks model for the inter-organization of local bureaucracy is becoming easier. That is, through an inductive consensus pattern of unstructured cooperation form to the Action-Collaborative Networks (: governing boards/committee) alliance into a form of public service implemented collectively-collaboratively. The Division of Tasks, authority, adjustment of the program between the institutions (cross-programs adjustments) so that the integrated (complementary and complementary) becomes possible. Important modalities, namely consensus, trust, and synergy become of key to Action-Collaborative Networks successful**.**

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