

NETWORK GOVERNANCE IN PROTECTING PEATLAND IN THE DISTRICT OF KEPULAUAN MERANTI RIAU PROVINCE

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Abstract

This study aims to analyze network governance in protecting peatlands in the Meranti Islands Regency, Riau Province in 2014–2017. This research was carried out using survey research methods, the level of explanation was descriptive and used qualitative data analysis. The unit of analysis in this study consisted of informants from the Dinas Lingkungan Hidup dan Kehutanan Provinsi Riau (DLHK), Tim Restorasi Gambut Daerah Riau (TRGD), Badan Penanggulangan Bencana (BPBD), and Non-Governmental Organizations. By interviewing directly and in depth to key informants and informants who are considered the most knowledgeable, and using data collection techniques of observation, interviews and documentation. The results of this study indicate that network governance in protecting peatlands in Meranti Islands Regency, Riau Province in 2014-2017 has not been implemented optimally, this can be seen from the extent of peatland fires, besides that it can be seen from the low commitment of actors to implement regulations. Issued by the government in protecting peatlands. For example, there are still actors who violate regulations in protecting peatlands and the government is considered to be less strict with actors who violate regulations in protecting peatlands.

Keyword : Network Governance, Protection, Peatlands.

1) Background

Peatlands have many benefits in the structure of the ecosystem. Currently, peatlands are threatened with land degradation which goes hand in hand with the development of plantations, agriculture and industry. Peat contains nutrients as a fertile planting medium with water content and a distinctive root system which is a positive side of the special features of peatlands. This attractiveness is one of the indicators that peatlands are one of the prima Donnas of plantation and forestry business actors.

According to Noor (2016:25) Peatlands have a very important role for life and one of the functions of peatlands is to reduce the impact of floods and droughts, their high absorption capacity makes peatlands able to hold water. In addition, peat also has hydrophysical properties, namely high absorption capacity so that it can accommodate as much water as. Despite its high absorption capacity, peat provides less water for plant growth than mineral soils. This is due to its very strong water holding capacity and is influenced by its decomposition rate. Peat that has undergone decomposition (decomposition) is able to hold water two to six times its dry weight. Thus, the peat ecosystem plays an important role as a freshwater anchor that is large enough to withstand flooding during the rainy

season and release water during the dry season. Peatlands have multifunctional functions, namely hydrological, production, and ecological functions that are very vital for human survival (Masganti 2013).

However, according to Indartik & Deden (2009:83) the development of the world of plantations and industry has made peatlands in Riau Province threatened with land degradation. This is a serious problem mostly related to agricultural activities. The main causes include land clearing, such as clear-cutting and deforestation. Land degradation is a process in which the biophysical environmental conditions change due to human activities on a land. Changes in environmental conditions tend to be destructive and undesirable.

This condition has caused the exploitation of peatlands to be in the spotlight in recent years. The rate of deforestation and land use without paying attention to environmental aspects is a time bomb that threatens ecosystems and natural sustainability. In addition, the exploitation of peatlands that are not friendly to the environment can cause negative impacts such as increasing flood intensity during the rainy season, and disrupting the balance of the ecosystem, because peatlands are habitat for living creatures that are quite complex and the condition of peatlands in Riau Province is now more than 3 million hectares. Peatlands are already degraded and protected peatlands are three meters and above.

Besides that, if there is damage to peatlands, there are several impacts, including: floods, forest fires, land damage and disruption of community activities and damage to peat lands are not only a concern at the national level but also at the international level.

Therefore, so that peat land damage does not occur continuously, peatlands need to be protected, this is marked by the issuance of several regulations such as Government Regulation Number 72 of 2014 concerning Protection and Management of Peat Ecosystems, Law Number 32 of 2009 concerning Protection and Management Environment and the 1945 Constitution. All of the above regulations emphasize that peat areas must be protected.

Meanwhile, in protecting peatlands, the government must involve many parties, both from various sectors such as the civil society sector, so that peat land protection can be realized. Protection and management of peatlands is a systematic and integrated effort carried out to preserve the function of the peat ecosystem and prevent damage to the peat ecosystem which includes planning, utilization, control, maintenance, supervision and law enforcement.

The protection of peatlands in Riau Province, especially in the Meranti Islands Regency, involves many parties. The government is expected to synergize with actors who have an interest in protecting peatlands and success in protecting peatlands is largely determined by the participation and interaction between network governance actors because participation in peat land protection is not enough, but the interaction between network governance is also a determining factor. Based on the results of the researcher's

observations and also confirmed by information from several online media, it was found that the protection of peatlands still encountered many obstacles, such as the low concern and responsibility of the company in protecting the land because the interests of the company felt disadvantaged by the regulations made by the government, resulting in fires and forest fires. Other natural disasters always come and go, this is also due to the lack of communication and cooperation between network governance actors, even though in protecting peatlands, good cooperation is needed. Solid inter-network governance is very much needed in protecting peatlands.

In addition, in protecting peatlands requires an active role from the government in order to make plans and regulations that can be used as a reference in implementing peatland protection and also commitments from all actors so that peatland protection runs properly and there are still weaknesses in planning and commitment between networks. governance in enforcing the rules, besides that the government also tends to be negligent and less firm in enforcing the rules in protecting peatlands even though it has issued several regulations related to peatland protection.

However, the enforcement of these regulations is still weak, the impact of peatland damage is still happening, so the government must not be negligent and must play an absolute active role by making network governance effective, such as agencies, agencies, units, stakeholders and communities that are involved in protecting peatlands. Political will from the government is very much needed in order to be able to implement existing regulations and provide sanctions against companies that violate the peatland protection regulations and the government in making regulations needs to involve stakeholders so that when the regulations are issued, interested actors can implement the protection. peatlands in Riau Province, especially Meranti Islands Regency.

Starting from the problem above, the authors are interested in looking at the study of network governance in the protection of peatlands in Riau Province, a study in the Meranti Islands Regency. Meranti Islands Regency was chosen as the research location because Meranti Islands Regency has the deepest peatland in Riau Province and there are still protected peatland conversions, furthermore, even though Meranti Islands Regency is used as a pilot area in peatland protection, peatland damage still .To analyze the problems in this study, the researcher uses the theory of network governance developed by Provan and Kennis (2007) which assumes that the success of the above forms of network governance is influenced by four factors, namely: trust or trust, size (number of participants) or number of members. , the goal of consensus and the need for competence or capability at the network level.

2) Method

This type of research is qualitative research. Qualitative research puts more emphasis on the process of getting closer to the data to be analyzed, especially those related to network governance in protecting peatlands in the Meranti Islands Regency, Riau Province, by developing abstractions, concepts and theories which are then used as

analytical materials in this study. This research requires in-depth identification and understanding to see the research context. The units of analysis in this research are the Dinas Lingkungan Hidup dan Kehutanan Riau Province, Tim Restorasi Gambut Daerah (TRGD), Non-Governmental Organizations (NGOs), in protecting peatlands in the District Kepulauan Meranti, Riau Province. Data collection techniques in this study use data collection procedures in qualitative research involving several strategies, Creswell (2014) which consists of observation, interviews and documentation. Data analysis activities are carried out simultaneously in the data collection process, namely data reduction, data presentation and drawing conclusions and verification.

3) Research Results and Discussion

This study focuses on the analysis unit of peatland protection in Meranti Regency, Riau Province in 2014-2017. Seen from the perspective of network governance theory. The problem in the research, which the researcher raised was used as a design aspect to find problem solving from the theory of network governance. Network governance has a concrete form in the context of cooperation between the government and the private sector as well as the community on a network basis for the administration of government affairs. As for the understanding of network governance in a theoretical review, it has been explained by Keith G. Provan and Patrick Kenis that network governance is a network consisting of various interactions between participants, focusing on government affairs involving the functions of institutions and authorized structures and collaboration to allocate resources and to coordinate and control the joint actions of the entire network as a whole.

Furthermore, Keast explained that network governance is understood as a comprehensive form of a more collaborative government style and this type of network can be distinguished as a horizontal model that is interdependent, but operationally the actors in it are autonomous then in the form of interaction carried out through negotiations and thus will contribute to making public affairs in certain areas of its operation.

While Loi C. Sauvee (2002) explains that network governance is a network that can be seen as a combination of government structures, and with stratified relationships between horizontal or vertical entities. Government networks can be interpreted as a form of cooperation between institutions. In addition, Williamson in Loi (2002) says that the network is a complex organizational form that cannot be reduced.

This is also confirmed by Christopher Koliba, Jack W. Meek, dan Asim Zia network governance is governance networks sebagai Governance networks are defined as relatively stable patterns of coordinated action and resource exchange; involving policy actors crossing different social scales, drawn from the public, private, or nonprofit sectors and across geographic levels, who interact through a variety of competitive, command and control, cooperative, and negotiated arrangements; for purposes anchored in one or more facets of the policy stream.

In this study, researchers used the theory of network governance developed by Provan and Kenis (2007). Provan and Kenis (2007) assess that the success of the above forms of network governance is influenced by four factors, namely: trust or trust, size (number of participants) or the number of members, the goal of consensus and the need for competence or ability at the network level.

a. Trust

Basically, trust can be explained as an aspect of a relationship that reflects a willingness to accept vulnerability based on expectations about the intentions or behavior of the other person.

Furthermore (Moorman, 1993) states that trust is a person's willingness to rely on others where we have faith in him. Trust is a mental condition based on a person's situation and social context. When a person makes a decision, he will prefer a decision based on the choices of people he can trust more than those he trusts less. Mayer, et al. (Colquitt, Scott & LePine, 2007) explains it with three characters, namely first, ability, virtue and integrity.

The existence of a belief is very important. This has been explained by several experts such as Tanis and Postmes (2005) who focus on strengthening interpersonal relationships to be able to lead to goals that are constructive with each other, Igarashi, et al. (2008), this is also confirmed by Blind (2006) who emphasizes efforts to build the legitimacy of the political system that will be built for the future.

The trust of actors in protecting peatlands can be seen from the commitment of the actors in implementing the rules. With regulations, the government has the authority to implement these regulations as expected. However, the government must also have the ability and integrity in implementing these regulations, besides that the government must also be consistent with the implementation of regulations for the realization of peatland protection. According to Tiopan B. Sitorus and Rini Maryam (2018), they found that there were inconsistencies between the PP of peat and UUPPLH. covers aspects of: 1) Planning; 2) Control; 3) Maintenance; and (4) Administrative Sanctions.

With the government's inconsistency in protecting peatlands, the political will of the government is questioned by many parties, resulting in low commitment and integrity of the actors involved in protecting peatlands, including the private sector. In protecting peatlands. The corporation also has a very important role, namely by being committed to complying with all regulations issued by the government.

The trust of actors in the government in protecting peatlands is very much needed, trust is an important thing in network governance to carry out effective peatland protection, because trust can provide a sense of security for actors involved in protecting peatlands. When actors feel safe with each other, they feel comfortable being open, taking appropriate risks, and exposing vulnerabilities.

In order to build trust between actors, the government has done many things, one of which is by issuing various rules for protecting peatlands. However, protecting peatlands has a high complexity. So that the trust between actors is considered by many to be still low. This is evidenced by the low integrity of the actors in protecting peatlands, because they are closely related to the economy and the environment. The realization of maximum peatland protection takes a long time and also requires firmness from the government so that peatland protection can be carried out optimally. This is done in order to create trust between actors in protecting peatlands.

Without trust in protecting peatlands, innovation, collaboration, creative thinking, and productivity will be lacking. Without trust too, people will spend their time protecting themselves, which means time that would otherwise be spent helping the team achieve its goals will be wasted. Not only that, trust is also important to share knowledge. Simply put, when each actor trusts each other, then they are much more likely to share their knowledge with each other. Trust between actors in protecting peatlands greatly affects the performance of network governance. Without the trust of actors, peatland protection is difficult to realize. This is in line with the results of research showing that the level of trust affects network performance (Provan et al, 2009).

b. Number of Participants

In network governance, the participation of actors is very much needed, including in protecting peatlands, the participation of various actors in network governance is absolute and must accommodate the interests of each of these actors. However, if the interests of each actor are ignored, apathy will emerge. The large number of participants will certainly affect the success in protecting peatlands.

Provan and Kenis (2007) said that the more participating organizations or actors the better, but the large number of participants would certainly cause problems such as difficulty in reaching an agreement and could also cause other problems. On the other hand, the fewer actors involved, the easier it will be to reach an agreement, but in protecting peatlands, the role of many parties is certainly needed. Thus, an active role from the government is needed to be able to make network governance effective because the government has the authority to manage this country, including realizing the protection of peatlands.

To realize network governance in protecting peatlands, it requires the active role of all actors, including the government, the private sector and civil society. There are many actors involved in protecting peatlands. So it takes a commitment from the government such as seriousness and firmness from the government when there are actors who violate the policies that have been issued by the government. Without firmness and courage from the government against actors who violate it, the protection of peatlands in the Meranti Islands Regency is difficult to realize.

c. Goal Consensus

According to (G. Ritzer: 1999) Consensus is a phrase to produce or make an agreement that is mutually agreed between groups or individuals after a collective debate to achieve the goals of the government network that have been mutually agreed upon. The goal of consensus has important implications for network governance. There may be major differences across networks and network members regarding agreement on network level or level goals and the extent to which organizational goals can be achieved through network engagement. While consensus with high goals is clearly an advantage in building commitment at the network level, networks can still be quite effective with only a moderate or moderate level of consensus goals. An important issue is how network relationships are organized. Consensus is an agreement that has been jointly agreed by the actors in network governance. In protecting peatlands, it is very dependent on agreements that have been agreed upon by the actors and agreements can only be reached if each actor has the same goals. If the actors do not have a common goal, then peatland protection is difficult to achieve. So the government in making a policy must be able to accommodate the interests of corporations and the community because corporations and the community also have a very important role in realizing peatland protection.

In protecting peatlands, the consensus of all actors becomes a very important instrument in protecting peatlands. The actors involved in protecting peatlands have different interests, therefore the government must sit down together to discuss the protection of peatlands in order to accommodate the interests of all these actors. When the issuance of Government Regulation No. 71 of 2014 concerning the Protection and Management of Peat Ecosystems, it caused a polemic because the regulation was deemed not to accommodate corporate interests, but because many refused, the regulation was revised to Government Regulation number 57 of 2016 concerning amendments to PP number 71 of 2014 on the protection and management of peat ecosystems. Minister of Environment and Forestry Regulation P.17 of 2017 is one of the operational regulations.

This new regulation has drawn a lot of criticism because it is considered detrimental to the business and investment world because entrepreneurs of industrial forest plantations and oil palm have the potential to lose their cultivated area. One of the impacts is the disruption of the economy and the reduction of the workforce, so we really have to meet, between the governments, universities, NGOs, companies, including community leaders who are affected by the regulation.

d. Need For Network-Level Competencies

Organizations join or form networks for a number of reasons, including the need to gain legitimacy or power, more effectively serve clients, attract more resources, and solve complex problems. But regardless of the specific reasons, in a general sense, all organizations strive to achieve an end goal that is impossible for them to achieve on their own. An important question in this regard is how the competencies needed to achieve the goals of the network level are. This is an important issue regarding network governance because different forms of governance place different burdens on network members to

provide these competencies. Internally, if the task of the network is one that requires significant interdependence among members, then the need for network-level coordination skills for task-specific competencies will be good, meaning that governance needs to facilitate interdependence of actions. So the government must be able to make network governance effective so that every actor has a dependency in protecting peatlands because the government has a very central role in realizing peatland protection, but if the government is inconsistent in realizing peatland protection. Then the actors involved will ignore the regulations and commitments they have agreed on, as a result, peatland damage will continue to occur and peatland fires will also continue to occur, which will result in ecosystem damage and global warming.

4) Conclusion

The existence of peatlands is very important, peat is able to accommodate up to 30 percent of the world's carbon so it is not released into the atmosphere. In addition, peatlands also have a function to prevent climate change, natural disasters, to support the economy of the surrounding community. Thus, peatlands really need to be protected so that peatland damage does not continue and the peat that has been damaged can be restored. The government has issued many regulations, one of which is Government Regulation no. 57 of 2016 concerning Amendments to Government Regulation No. 71 of 2014 concerning Protection and Management of Peat Ecosystems. The success of peatland protection is largely determined by the commitment of the actors and the firmness of the government when there are actors who violate the rules in protecting peatlands. So based on the results of the study that the protection of peatlands in the district Meranti Islands, Riau Province in 2014-2017 was considered not to have been implemented optimally, this can be seen from the extent of peatland fires, besides that it can be seen from the low commitment of the actors to implement the regulations issued by the government. Government in protecting peatlands. For example, there are still actors who violate regulations in protecting peatlands and the government is considered to be less strict with actors who violate regulations in protecting peatlands.

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