Can Stakeholder Collaboration Model Being Used for Controlling the Land Use Change of Rice Fields in Bone Regency, South Sulawesi Province?

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Abstract. There is increasing land use change of paddy fields as population growth and development growth increased in Bone Regency, South Sulawesi Province. As the stakeholder is diverse, there is a need to use collaborative model of governance to minimize the land use change. This study examines the collaborative model of stakeholders controlling the conversion of paddy fields in Bone Regency, South Sulawesi Province. This study use descriptive qualitative method. Using the collaborative governance of Anshell and Gash, the study showed that the rapid paddy land use change can be minimized using the collaborative perspective. However, the collaboration must be performed in 3 aspect include paddy land map making, paddy preservation incentives and community empowerment. The paddy preservation land use policy can be enhanced using collaborative governance. If the government is able to lead the paddy land map making, paddy preservation incentives and community empowerment, the success of preservation policy can be better guarantee. The results of the study indicate that the collaboration of stakeholders in controlling the conversion of paddy fields can be carried out based on 3 (three) collaboration models, namely collaboration of maps making of protected paddy fields, collaboration in providing incentives and collaboration for community protection and empowerment. These three models are expected to be able to answer the challenges of controlling the conversion of paddy fields and be able to maintain national food security.

Keywords: Paddy Land Preservation · Collaborative Governance · Map Making · Incentive of Preservation

1 Introduction

Indonesia faces huge challenges in paddy land preservation. Paddy is the wet form of rice, the main staple of Indonesian people. The country has tried to impose an independent rice policy as one policy to achieve food security. However, some obstacles have obstructed the policy implementation. The country has over 250 million people to be feed and over 17.000 islands among those only five big islands and two islands that are highly inhabited. As the country has entered G20 in 2021 after 76 years independence from

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colonization, the rice self-sufficiency policy is not yet achieved. This can be assumed that there is massive economic growth cannot secure rice self-sufficiency policy.

In fact, there is rapid agricultural land conversion due to competition in land use between the agricultural sector and the non-agricultural sector. Competition in land use arises due to limited land resources, population growth, and economic growth. In each area, the available land area is relatively fixed or limited so that population growth will increase the scarcity of land that can be allocated for agricultural and non-agricultural activities. Meanwhile, economic growth tends to push the demand for land for non-agricultural activities at a higher rate than the demand for land for agricultural activities because the demand for non-agricultural products is more elastic to income. The increasing scarcity of land (due to population growth), coupled with the relatively high demand for land for non-agricultural activities (due to economic growth) eventually led to the conversion of agricultural land [1].

As the rice producing area in west part of Indonesia, South Sulawesi province urgently needs a proper policy to match with the competition of land use. Bone Regency is one of the main rice-contributing districts in South Sulawesi province. Data from the Bone Regency government as of July 2020, the contribution of Bone rice reached 225,632 tons, followed by Pinrang as much as 172,630 tons, then Sidrap 144,765 tons, Wajo 137,214 tons and Gowa Regency as much as 135,941 tons. In addition to the provincial level, based on the results of the BPS calculation using the KSA method in 2019, Bone Regency is included in 10 districts in Indonesia as a rice producer, precisely in 7th position with a rice harvest area of 169,471.29 hectares. Its rice production is 772,874 tons of Milled Dry Grain or its rice production is 443,398 tons.

As rice producer region, Bone Regency has no choice but to ascertain it position. As one of the rice producer, most of the job comes from the related sector. However, the paddy land conversion is massive and almost uncontrollable. The increasing trend of legal land conversion can be seen from the paddy land conversion application in Land Technical Considerations Land Office at Bone Regency. There is 90 applications in 2015, but in 2016 and 2017 there is increase from 141 to 126 applications. Even though in 2018, there is decreased to 73 application, in 2019 the number increased to 100 application. This data shown that farmer is not willing to join the paddy land preservation policy.

The paddy land preservation is therefore needed to assure the Bone Regency role as the largest rice producer. There is a need to involve stakeholders in the policy. The concept of stakeholders was first introduced by the Stanford Research Institute in 1963 which defined stakeholders as groups that would not exist without organizational support [2]. The beginning of the emergence of this concept is to classify and evaluate the concept of company performance [3]. Furthermore, Freeman argues that understanding the relationship between groups and individuals who influence or be affected by organizations is a means of analyzing organizational effectiveness in achieving goals [4]. This concept has been debated in the literature on strategic management functions, such as corporate planning, performance, systems theory and corporate social responsibility.

As the complexity of preserving paddy fields is increase all time and therefore, it required the government and various parties to preserve paddy land in a collaborative framework. Collaboration is needed in terms of combining expertise, human resources and financial resources. As Collaborative governance according to Ansell

and Gash is a series of arrangements in which one or more public institutions directly involve non-governmental stakeholders in a formal, consensus-oriented and deliberative policy-making process that aims to make or implement public policies or manage public programs or assets [5].

On governance, some scholars have provided definition. Leach and Smith in Sumarto provide an overview of the differences between the concepts of government and governance as follow: government implies politicians and the government that regulates, does something, provides services and while the rest of the elements of a country are passive. Meanwhile, governance blends these meanings, by loosening the rigidity between the government and the governed (the passive part of the state), so that the passive part has a role and share from the government part. From that definition it can be learned that government is more as the government or the bureaucracy itself in carrying out its duties and functions whereas governance prioritize openness to the public and non-government/private sectors in the administration of government.

Other scholar prescribed governance characteristic. According to Rhodes the meaning of governance is broader when compared to government because governance involves parties outside non-states in running the wheels of government which makes there an interdependence relationship [6]. Additionally, Rhodes characterized governance as Interaction between members is based on the need for exchanging resources and negotiating to share together which allows for a sustainable relationship, negotiations and agreements are regulated by rules and has a significant degree of independence or autonomy from government [6].

On collaboration, some scholar has provided definition. "Collaboration is the mutual engagement of participants in a coordinated effort to solve a problem together. Collaborative interactions are characterized by shared goals, symmetry of structure, and a high degree of negotiation, interactivity, and interdependence" [7]. Raharjo defined collaboration as the concept of relationships between organizations, relationships between governments, strategic alliances and multi-organizational networks [8]. From these scholars can be understood that collaboration is the collaboration of two or more stakeholders in order to achieve common goals through the management of shared resources. The cooperation that is built must be clear, mutual trust and committed, complemented by an institutional structure.

In order to implement collaboration, some principle must be adhered. Djumara prescribed principle of collaboration includes [9]: Respect for people, Honor and integrity, Ownership and alignment, Consensus, Full responsibility and Accountability, Trust-based Relationship, and Recognition and Growth. Only by implementing these principles, collaboration can achieve it success.

Therefore, collaborative governance can be defined in a certain way. "Collaborative governance is therefore a type of governance in which public and private actor work collectively in distinctive way, using particular processes, to establish laws and rules for the provision of public goods" [5]. While, Agranoff and McGuire in Chang defines collaborative governance as places much emphasis on voluntary horizontal collaboration and horizontal relationships between multi-sector participants [10], as the demands of clients often go beyond the capacities and roles of a single public organization, and require interaction among the various organizations involved and involved in

public activities collaboration is needed to enable governance to be structured so as to effectively meet the increasing demands arising from management across government, organizational, and boundaries [11].

As collaborative governance is already defined, hence, a model must be researched to locate the appropriate collaborative governance. Ansell and Gash [5] provide a model of collaborative governance. The model includes variables that determine the collaborative process: starting conditions, institutional design, leadership, and collaborative process. Under starting points variable there are Power-Resource Knowledge, Incentives for and Constraints on Participation Asymmetries and Prehistory of Cooperation or Conflict (initial trust level). Under the Institutional Design there is Participatory Inclusiveness, Forum Exclusiveness, Clear Ground Rules, and Process Transparency. Under Collaborative Process, there are Trust-Building, Face-to-Face Dialogue and Intermediate Outcomes. Under Facilitative Leadership there is empowerment.

In order to assure the paddy land preservation policy in Bone Regency, the collaborative governance model proposed by Ansell and Gash [5] is researched on three different collaboration aspects mentioned in government regulation no 59/2019: paddy land map making, paddy preservation incentives and community empowerment. The adjustment is made to make sure there are no aspects left in the study. This study is aimed to elaborate Anshell and Gash model to be easier implemented in small district as rice producer region [5].

2 Methods

The research approach used in this study is descriptive qualitative. In this research, the researcher analyzes the data using descriptive qualitative approach. Mack (2005:1) states that qualitative research is especially effective in obtaining culturally specific information about the values, opinions, behaviors, and social contexts in particular populations. She also explained that analytical objectives of qualitative research are to describe variation, to describe and explain relationships, to describe individual experiences, and to describe group norms. Moreover, according to Lodico (2010:143) qualitative research has few characteristics [12].

This research is focused on finding a collaborative model for controlling the conversion of paddy fields in Bone Regency, South Sulawesi Province. The data used in this study were in-depth interviews with stakeholders controlling the conversion of paddy fields including the Head of the Land Office of Bone Regency, Head of the Section for Arrangement and Empowerment of the Land Office of Bone Regency, Staff of the Section for Arrangement and Empowerment of the Land Office of Bone Regency, Head of the Land and Irrigation Section of the Land Office Food Crops, Horticulture and Plantation of Bone Regency and rice farming community.

In addition to interviews, data was obtained from supporting documents including the Report on the Control of Rice Land Transfer from the Land Office of Bone Regency, Procedures for Preparation of LP2B Data from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency 2019, Technical Instructions for Controlling Rice Land Transfer 2021, Ministry of Agrarian and Spatial Planning /National Land Agency.

The data is then analyzed using an interactive model from Miles, Huberman and Saldana consisting of data condensation (data condensation), data display (data presentation) and conclusions: drawing/verifying (drawing conclusions or verification) [13].

3 Findings

Managing the preservation of paddy fields is a long and complex process that has been carried out by the government. Through policies that do not support the rate of conversion of paddy fields. Controlling the conversion of paddy fields is a national issue so that its handling involves various stakeholders from the central level to the regional level. At the central level, the conversion of paddy fields is carried out through the establishment of national regulations and the implementation of national control. Meanwhile, at the regional level, control can be carried out by referring to national policies. This study has categorized the finding based on two research questions.

3.1 Stakeholder Collaboration Model

Stakeholder Collaboration Model for Controlling the Rice Field Land Preservation through Protected Rice Fields Map Making in Bone Regency. Several stakeholders are involved in controlling the conversion of paddy fields through the creation of protected paddy fields. The stakeholders involved are dominated or even less involved in the involvement of the private sector and the community which, according to the author, requires the involvement of the private sector in this case as actors who need land. For example, investors in making a map of paddy fields are deemed necessary as parties who need land. This is considered very important when the conversion of paddy fields is caused by the desire of investors for paddy fields to be converted into non-rice fields.

Based on research conducted in collaboration with stakeholders controlling the conversion of paddy fields through the creation of a map of protected paddy fields, it can be described as follows in the following Table 1.

From the Table 1 above it can understood that in Institutional Design Variables, the involvement of the private sector and the community has not become a priority in the implementation of collaborative control over the conversion of paddy fields through the creation of protected paddy fields maps. The involvement of the private sector as a stakeholder who needs land needs to be a concern, because whether we realize it or not, the private sector is one of the actors in the transition from paddy fields to non-rice fields.

Beside the private sector involvement, the involvement of the farmer who owned the land and the community are required. By knowing the protective paddy fields maps, the owner and community can increase the success of the protective land preservation. The protected paddy fields maps making is led directly by the Coordinating Minister for Economic Affairs. The Minister of ATR/Head of BPN with assistance from the relevant ministries/institutions prepares related data with land and spatial land data. The data is coordinated directly vertically with the regional office at the provincial level and the land office at the district level through synchronization and verification. Cooperation is

Table 1. Collaboration of stakeholders in controlling the transfer of rice fields through the making of protected rice fields map.

No	Variables	Component	Explanation
1	Starting conditions	Past collaboration	Cooperation between stakeholders has often been carried out so that there is a strong emotional bond in collaborating
		Dependency	Protected Rice Fields Map Making cannot be carried out by certain institutions. It requires the involvement of various stakeholders with their respective duties and functions
		Incentives	Incentives do not affect collaboration, but collaboration is based on a sense of responsibility from stakeholders
2	Institutional design	Ground rules of collaboration, and stakeholders involved	The institution is based on Presidential Regulation Number 59 of 2019 concerning the Control of the Transfer of Rice Fields. Stakeholders involved include the Coordinating Minister for Economic Affairs, Minister of ATR/Head of BPN, Minister of Public Works and Public Relations, Minister of Agriculture; Minister of Home Affairs; Minister of LHK; Minister of Finance; the Minister of PPN/Head of Bappenas.
3	Facilitative leadership	Facilitative leadership in protective paddy land use	Leadership is directed at facilitating all stakeholder interests by building coordination between stakeholders in verifying and synchronizing data related to protect paddy fields.

(*continued*)

Table 1. (*continued*)

No	Variables	Component	Explanation
4	Collaborative process	Face to face meeting	Face to face meeting is conducted in form of formal meeting, and focus group discussion and usually performed in paddy fields
		Trust creation	Trust created use intensive formal and informal meetings
		Commitment	The commitment can be seen by stakeholders responsibilities implementation in the preparation of data mapping in accordance with the main tasks, and respective functions
		Shared understanding	Every meeting in the meeting a joint decision is obtained so that the work is carried out with full responsibility
		Outcome	Even though the paddy field protective map is not yet implemented at national level, the conversion of paddy fields has been protected through a map of raw rice field land (which is the basis for making LSD) and taking into account the RTRW and RDTL of Bone Regency

also carried out with the ministry of agriculture by preparing data related to rice field printing. Rice field data is needed in order to get the area of non-rice fields converted into rice fields. Irrigation data is also very important in the implementation of protected paddy fields maps making to ensure the availability of irrigation for agriculture.

Stakeholder Collaboration Model in Paddy Preservation Incentives in Bone Regency. Controlling the conversion of paddy fields through the provision of incentives is a collective work that cannot be confined to a single institution/institution but requires the involvement of various stakeholders. The involvement of various stakeholders is not only a result of the many incentives given to farmers but is understood as a common problem so that it requires joint work.

Various forms of incentives to farmers are: (1) Agricultural infrastructure development, (2) Financing research and development of superior seeds and varieties (3) Ease of accessing information and technology, (4) Provision of agricultural production facilities

and infrastructure, (5) Guarantee issuance of certificates of land rights on rice fields, (6) awards for high achieving farmers, (7) land and building tax relief assistance.

Collaboration in providing incentives to farmers is carried out by various stakeholders from business, academia, community and government. The Department of Food Crops, Horticulture and Plantation of Bone Regency as the leading sector facilitates all activities to provide incentives to farmers. Collaboration with the Department of Highways, Cipta Karya and Spatial Planning of Bone Regency in realizing the construction and improvement of irrigation networks as well as the construction, development and rehabilitation of farm roads. The role of the Bone Regency Environmental Service is to carry out soil and water conservation as agricultural infrastructure development. The involvement of the Land Office of Bone Regency in the certification of paddy fields is considered as an effort to legalize the assets of farmers/land owners. Cooperation with the Regional Revenue Agency of Bone Regency to provide land and building tax relief guarantees to rice farmers. To produce seeds with superior varieties, the collaboration is carried out by collaborating with the Research Center for Agricultural Technology (BPTP) Balitbangtan. The involvement of the Agricultural Extension Center (BPP) assists agricultural extension and collaboration with the Bone Regency Irrigation Operation and Maintenance Organization in an effort to maintain, manage and improve irrigation networks.

Collaboration with the business sector in this case bank institution is performed. The collaboration is aimed to distribute cash intensives to farmers, Cooperation with fertilizer producers for work areas in South Sulawesi, including PT Pupuk Sriwidjaja Palembang, PT Petrokimia Gresik, PT Pupuk Kalimantan Timur, to maintain the availability of subsidized fertilizer for farmers. In addition, the existence of distributors and retailers in the context of smooth distribution of fertilizers is also one of the determinants of the sustainability of rice cultivation in Bone Regency. Another business sector that is assisting in the provision of incentives is contractor companies in the context of implementing incentives for the construction of irrigation and agricultural roads (Table 2).

The involvement of academics in this case is Hasanuddin University, Alauddin State Islamic University, Indonesian Muslim University, Muhammadiyah Bone University through LP2M (Institute for Research and Community Service) carrying out research to support the success of agricultural production and community service to farmers through counseling, courses on quality agriculture, Through the field study program, students participate in providing understanding to farmers, helping farmers innovate to increase agricultural production and developing quality rice seeds.

Stakeholder Collaboration Model in Community Empowerment in Bone Regency. Collaboration of community protection and empowerment needs to be done in an effort to increase community productivity. In addition, collaboration is formed as a manifestation of government programs and policies in order to strengthen agricultural production. Collaboration is pursued in the context of protecting and empowering farming communities as an effort to explore the enormous potential of farmers but lack of stakeholders who contribute to agriculture.

Farmer Protection Strategy is carried out through: agricultural production infrastructure and facilities; business certainty; Prices of Agricultural Commodities; elimination of high cost economic practices; compensation for crop failure due to extraordinary

Table 2. Collaboration model in paddy preservation incentives in Bone Regency.

No	Variables	Component	Explanation
1	Starting conditions	Past collaboration	Cooperation between stakeholders has often been carried out so that there is a strong emotional bond in collaborating
		Dependency	Incentive for paddy fields preservation cannot be carried out by certain institutions. It requires the involvement of various stakeholders with their respective duties and functions
		Incentives	Incentives to farmers are based on government regulation No. 12/2021, the provision of incentives is carried out with the involvement of various actors includes government, business, academic and community stakeholders
2	Institutional design	Ground rules of collaboration, and stakeholders involved	The Department of Food Crops, Horticulture and Plantation of Bone Regency facilitates all forms of incentives given to rice farmers, provides farmer data, and individual who entitled to incentives
3.	Facilitative leadership	Facilitative leadership in protective paddy land use	Leadership is directed at facilitating all stakeholder interests by building coordination between stakeholders in verifying and synchronizing data related to protect paddy fields.
4	Collaborative process	Face to face meeting	Face to face meeting is conducted in form of formal meeting, and focus group discussion and usually performed in paddy fields
		Trust creation	Trust created use intensive formal and informal meetings

(*continued*)

Table 2. (*continued*)

No	Variables	Component	Explanation
		Commitment	The commitment can be seen by stakeholders responsibilities implementation in the preparation of data mapping in accordance with the main tasks, and respective functions
		Shared understanding	Every meeting in the meeting a joint decision is obtained so that the work is carried out with full responsibility
		Outcome	The existence of incentives for rice farmers encourages improvement and provides encouragement to rice farmers in order to increase agricultural productivity which affects the control over the function of rice fields.

events; early warning system and response to climate change impacts; and Agricultural Insurance, while the farmer empowerment strategy is as follows: education and training; counseling and assistance; development of systems and means of marketing agricultural products; consolidation and guarantee of agricultural land area; provision of financing and capital facilities; easy access to science, technology, and information; and strengthening Farmer Institutions.

As the agency responsible for agriculture, the Department of Food Crops, Horticulture and Plantation of Bone Regency cooperate with various stakeholders in efforts to control the conversion of paddy fields through the protection and empowerment of farmers. Cooperation with the Department of Highways, Cipta Karya and Spatial Planning for the Development of agricultural infrastructure such as irrigation canals and farm roads. Developing cooperatives institution is done by collaboration with the Office of Small and Medium Enterprises Cooperatives to build and develop the potential and economic capacity of rice farmers. It is necessary to ensure food quality and security, collaboration with the Bone Regency Food Security Service is needed. Licensing agriculture and food crops businesses is also a priority in collaboration with the One Stop Integrated Licensing and Investment Service. Increasing agricultural production through distribution, promotion, and registration of agricultural products is done by collaboration with the Trade Office. In addition, it is necessary to increase the agricultural product industry as a support in improving the quality of agriculture which can be collaborated with the Department of Industry. Health insurance for food production can be better performed by collaboration the issuance of health permits for production with the Health Office (Table 3).

Table 3. Collaboration model in community empowerment in Bone Regency.

No	Variables	Component	Explanation
1	Starting Conditions	Past collaboration	Cooperation between stakeholders has often been carried out so that there is a strong emotional bond in collaborating
		Dependency	Protection and empowerment of farming communities, especially rice farmers, is a shared responsibility and requires the involvement of various stakeholders.
		Incentives	Incentives do not affect collaboration, but collaboration is based on a sense of responsibility from stakeholders
2	Institutional design	Ground rules of collaboration, and stakeholders involved	Based on Law Number 19/ 2013 concerning the protection and empowerment of farmers. Various state helpers are involved in protecting and empowering farmers from the government, business, academics and the community
3.	Facilitative leadership	Facilitative leadership in protective paddy land use	Leadership is directed at facilitating all stakeholder interests by building coordination between stakeholders in the protection and empowerment of rice farmers
4	Collaborative process	Face to face meeting	Face to face meeting is conducted in form of formal meeting, and focus group discussion and usually performed in paddy fields
		Trust creation	Trust created use intensive formal and informal meetings

(*continued*)

Table 3. (*continued*)

No	Variables	Component	Explanation
		Commitment	The commitment can be seen by stakeholders responsibilities implementation in the preparation of data mapping in accordance with the main tasks, and respective functions
		Shared understanding	Every meeting in the meeting a joint decision is obtained so that the work is carried out with full responsibility
		Outcome	Protection and empowerment of rice farming communities can improve the rice farmers income have an impact on avoiding the conversion of paddy fields

4 Discussion

Control of land use change is directed at suppressing the control over the conversion of paddy fields through the establishment of a map of protected paddy fields and an emphasis on the desire of paddy land owners not to divert paddy fields because paddy fields can provide a decent life and livelihood. Therefore, the analysis must be performed to locate gap between finding and theory.

The study supported Ansell and Gash proposed model [5]. According to them, collaboration starts from the initial conditions where collaboration is absolutely necessary because of the dependence of the resources owned. In addition to the initial conditions, there is a need for leadership so that a collaboration process can take place smoothly. In this study, the initial conditions in collaboration are crucially needed to equalize the vision, mission and goals of the collaboration. Collaboration cannot be formed without an understanding of direction and without dependence from various stakeholders. It is very important to control the conversion of paddy fields through the establishment of a map of protected paddy fields. This is considered necessary because there is a need for a combination of resources in determining protected rice fields. It is true that protected paddy fields maps accommodate various kinds of data, including raw rice field data, regional spatial plan data and detailed spatial plans as well as new paddy field print data, and therefore, equate the data is crucial to have better protected paddy fields maps.

The initial conditions of collaboration are also influenced by the incentives received by each actor. However, this incentive does not apply in controlling the conversion of protected paddy fields. This can be understood from the results of several interviews which emphasized that the incentive to collaborate is not the goal. Incentives are obtained according to the rules that have been set, besides that collaboration is built by stakeholders

from the public who already have salaries and benefits so that collaboration does not expect incentives but collaboration is expected to be able to meet the goals.

The study confirmed Ansell and Gash argument on the leadership [5], where facilitative leadership determines the quality of collaboration. Leadership is needed in order to control a program/activity. The presence of a leader can also provide comfort in collaboration. An ideal leadership is able to have an impact on the completion of every task and responsibility. Leadership in making maps of protected paddy fields is centralized so that coordination and synergy with local governments are needed. Synergy and coordination takes place between central institutions and regional representatives.

Institutional design according to Ansell and Gash refers to the basic rules of collaboration [5]. The basic rules determine which stakeholders can participate in collaboration. In addition to determining who can be involved, it also determines the procedures in collaboration. The control over the conversion of paddy fields through the creation of a map of paddy fields is based on the rules of Sustainable Food Agricultural Land as stipulated in Law No. 41 of 2009 concerning Sustainable Food Agricultural Land. In this regulation, in addition to containing efforts to increase food crop productivity, it also emphasizes the need to control the conversion of agricultural land, especially rice fields.

An institutional linkage in the implementation of collaborative control over the conversion of paddy fields is performed in 3 stages. The first stage is the verification process. The second stage is synchronization. The last stage is determination of protected paddy fields.

The collaboration process is a series of activities in order to achieve the goals of collaboration. Starting from the face-to-face dialogue until the achievement of results, in this study is controlling the conversion of paddy fields. The collaboration process is the core in a collaboration because at this stage stakeholders work together to achieve a goal.

Face to face meeting is carried out in the context of developing mutual communication, giving opinions, agreeing on joint decisions and carrying out with full responsibility. Young eyes are carried out by related parties in order to maintain the harmony of the stakeholders. Besides being able to meet fellow stakeholders, face-to-face meetings can also build the trust of each stakeholder. Build self-confidence so that in carrying out duties and responsibilities it can be carried out properly. Protected paddy fields maps' making is carried out face-to-face in order to synchronize data, elaborate data and analyze data and verify data with existing conditions in the field.

Collaboration is built in order to help each other in the framework of cooperation. In this case, there is a need for interdependence between stakeholders. Trust is needed in order to trust each other in the tasks carried out by each stakeholder. In making a map of protected paddy fields, the trust of stakeholders is very high because every work carried out by each stakeholder has become their respective responsibility.

Mutual understanding in collaboration is needed so that there is no mistake in the direction of collaboration. A shared understanding of each collaboration action can give a good picture of collaboration. Understanding each appropriate action to take is critical to healthy collaboration. Protected paddy fields map making is a process in order to combine data related to the map of paddy fields. This process certainly

requires understanding from various stakeholders. Shared understanding can improve the outcome of collaboration.

All collaborative processes need results. The results are indicators of collaboration that has been implemented well. The existence of results can also provide enthusiasm in collaboration. Controlling the conversion of paddy fields through the provision of maps of protected paddy fields has an impact on maintaining the conversion of paddy fields through prudence in granting permits related to the conversion of paddy fields. Control by carefully analyzing land use change permit activities, technical considerations for a location permit. If they enter protected rice fields, they will immediately be refused.

5 Conclusion

The study supported the Anshell and Gash model of collaborative governance [5]. On the Starting Conditions, all components include Past collaboration, dependency and incentives are confirmed to influence the collaboration governance of paddy field preservation policy. On Institutional Design, element of Ground Rules of Collaboration, and Stakeholders involved is legitimated in the study. The Facilitative Leadership is also valid in describing the collaborative governance. On Collaborative Process, all elements of Face to face meeting, Trust creation, commitment, Shared understanding and outcomes are confirmed to influence the collaborative governance.

Declaration of Conflict of Interests. I hereby declare that there is no conflict of interest caused by publishing this article. We design the study, collect and analyze the data by ourself.

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