REVISITING SUSTAINABLE FOOD AGRICULTURE LAND PROTECTION POLICY: LESSON FROM GUNUNGKIDUL, INDONESIA

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ABSTRACT

Climate change will have a negative impact on farmers due to changes in rainfall, air temperature, and water availability, especially in drought prone areas such as the Gunungkidul regency of Indonesia. This may disrupt food availability, because it forces farmers to switch the function of agricultural land, especially paddy fields, to more commercially productive uses. The Sustainable Food Agriculture Land Protection (SFALP) Policy is a policy designed to suppress the conversion of land functions so that food availability remains stable and even increases in the future. This research aims to understand the overall performance conditions of the SFALP policy implementation, constraints, and supports for the policy. The research is qualitative, with a case study approach. Data are collected qualitatively through literature study, observation, in-depth interview and focus group discussion. In terms of policy input, the availability of financial and human resources is sufficient because currently the main focus is on planning and designation activities, but the availability of land with new rules is insufficient, so there must be new rice fields planted. In terms of output, there is no established Sustainable Food Agriculture Area (SFAA), but there are some indications of one. Barriers include unclear policy incentives, policies that are logically inaccurate in determining SFAA, the limited budget, attracting public interest, weak juridical enforcement due to unclear regulations, and overlapping inter-organizational relations. Support comes from farmers' receipts, the existence of local regulations on SFALP in Gunungkidul Regency, and support from the Gunungkidul Regent and the Provincial Government.

Keywords: sustainable food agriculture land protection policy; agriculture; food security; Indonesia; policy performance; land use conversion

INTRODUCTION

Research related to policies to control land use change from implementation is still rare in the Third World, especially in Indonesia (see Vliet Jv et al, 2014; Sealey et al, 2018; Luh H et al, 2010; Xu L, 2011). A study controlling the conversion of agricultural land showed signs of success in Uganda (see Nakalembe, Dempewolf, & Justice, 2017), but the policy failed to increase its people's prosperity (Huyen, et al., 2024). The research indicates the existence of inappropriate policy choices, suggesting a need for studies starting from the initial process of policy making related to the conversion of agricultural land (Mushtaq, et al., 2024, Boone, et al., 2020). Research from a policy perspective is still rare (see Sealey et al, 2018; Liu, 2018; Esposito, Patriarca, and Salvati, 2007, Sedami,

et al., 2023). The issue of land use change is more often associated with the level of productivity of agricultural products or food security (see Piquer-Rodríguez et al, 2018, Bishop, et al., 2024). Especially amidst uncertain climate change (Puertas & Luisa, 2023, Kassa, et al., 2017), farmers may be negatively impacted due to changes in rainfall, air temperature, and water availability (Ye, et al., 2023), such as in the Gunungkidul regency.

The development of implementation studies can now be divided into three generations, incluede in agricultural policy (Spangler, et al., 2020, Nguyen, et al., 2020). In generation I (1970–1975), researchers used a case study approach to understand implementation with descriptive methods. In Generation II (1975–1980), researchers used a more rigorous method with a positive approach that focused on distinguishing the implementation process in a top-down or bottom-up manner. In Generation III (1980), researchers used research design using theory, concepts, operational definitions, variables or factors, known indicators and even theoretical hypotheses with qualitative analysis and statistics, as well as case studies to test the validity of data (Goggin et al, 1990; deLeon & deLeon, 2002). The implementation study carried out herein refers to generation III, so there needs to be theoretical exposure to factors that influence implementation in detail as the basis for research writing.

The performance of a policy is a representation of the level of success in achieving the goals and objectives that have been set through the policy implementation process. This performance includes two main dimensions, namely policy output and policy outcome, as expressed by Purwanto and Sulistyastuti (2012). Policy output refers to the direct product of policy implementation, such as services, regulations, or programs produced. Meanwhile, policy outcomes reflect the long-term impacts caused by the policy on society or the environment (Ye, et al., 2023, Nguyen, et al., 2020). The process of assessing policy performance requires a structured and comprehensive framework or mindset. This approach allows for in-depth analysis of various implementation components, from input, process, to output and outcome. This framework can help connect the initial objectives of the policy with the results achieved, as well as open up opportunities between strategy implementation and conditions in the field. To more clearly illustrate the mindset used in assessing the performance of policy implementation, you can refer to the illustration presented in Figure 1.
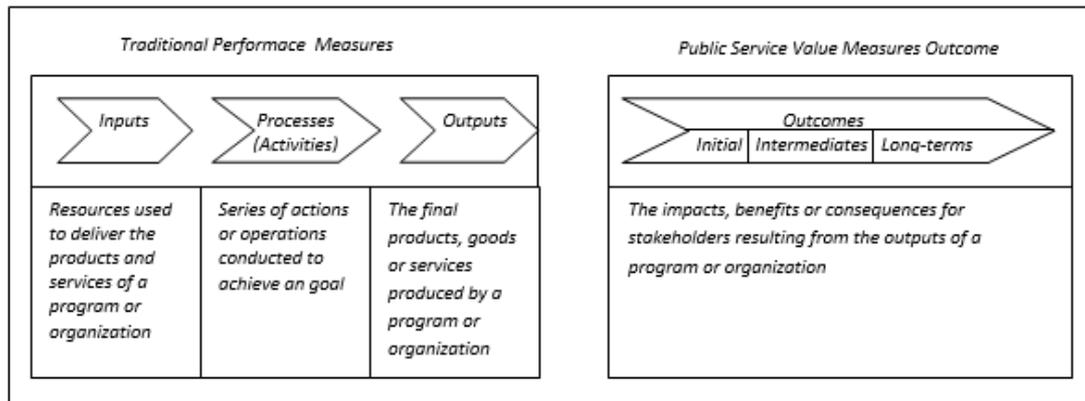
Figure 1 Logical Framework for Measuring Implementation Performance
Source: Cole and Parslon (2006) in (Purwanto and Sulistyastuti, 2012: 100)

Assessing the performance of policy implementation is a very important step in determining the extent to which the policy is effective and efficient in achieving its goals. By conducting a systematic evaluation, related parties can identify aspects that need to be improved or modified in the implementation policy. In addition, performance assessment also provides insight into the factors that support or hinder the success of a policy, so that it can be used as a basis for better decision making in the future (Sedami, et al., 2023). A policy may not always run smoothly, because there are several determinants that can influence it, namely determinants of policy compliance and determinants of policy rejection or delay. The recommendation of a policy by policy makers is not a guarantee that the policy will be successful in its implementation. Weimer and Vining (2014) list the factors that can influence policy implementation aa policy logic, implementation incentives, policy implementers, and environment. Meanwhile, Winoto (1996) states that population, economic factors, socio-cultural factors, myopic (short-term benefits) factors, weak laws, and law enforcement can influence land use change. Cheena and Rondinelli (1996) also state that the relationship between organizations, resources, implementing agents, and the environment can affect the performance of the implementation of a policy.

RESEARCH METHODS

This type of research is qualitative research with a single instrumental case study approach. More precisely, the case study focuses on the performance of SFALP policy implementation in Gunungkidul Regency. This research is aimed at describing findings, whether they occur naturally or because of the intervention of the actors. Data were collected through documentation or literature study, observation, in-depth interviews and focus group discussion (FGD). Literature review had been done by using PRISMA as a protocol in reviewing articles. This protocol was preferred reporting items for systematic reviews and meta-analyses. Findings strengthened using qualitative data can deepen the analysis and the information presented. The flow of this research uses the stages of the interactive model proposed by Miles and Huberman.

REVISITING SUSTAINABLE FOOD AGRICULTURE LAND PROTECTION POLICY BY PREVIOUS RESEARCH

Data collection in this study was conducted through the Scopus database. The selection of Scopus as a data source is based on its superiority as one of the leading databases covering various studies from around the world. Scopus provides access to high-quality scientific publications that are often used as primary references by researchers in various disciplines. In addition, Scopus allows comprehensive and structured data searches so that they are suitable for systematic research needs. The data collection process was carried out using research strings that had been adjusted to answer the research questions. The search strings used were designed with reference to the main keywords that were relevant to the research topic. This string includes a combination of certain keywords, logical operators, and filters that direct search results only to relevant articles. The design of this string was carried out carefully to ensure broad data coverage but remained specific to the intended research area. The following table presents the search strings used as Table 1.

Table 1 The Search Strings

Database	Search Strings
Scopus	TITTLE-ABS-KEY (policy OR regulation) AND (conversion OR change OR transformation AND land OR field) AND (sustainable OR eternal OR everlasting AND paddy OR agriculture)

The initial results of the data search using these strings produced 3,408 relevant articles. These articles cover a variety of topics related to the research being conducted. However, to maintain the quality and relevance of the data, a further filtering process is required. This data reduction process was carried out using the PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses) protocol. The PRISMA protocol helps in selecting articles in a systematic and transparent manner (Abas, 2021), so that only articles that are truly relevant and meet the criteria will be used in the analysis. Some of the screening criteria applied in this study include:

- **Publication Period:** Only articles published between 2017 and 2024 were considered. This was done to ensure that the data used was up-to-date and relevant to the latest research developments.
- **Focus Theme:** The selected articles must be related to the fields of environmental sciences, agricultural and biological sciences, social sciences, and decision sciences. These fields are considered relevant to the research questions asked.
- **Accessibility and Language:** Only open access journal articles available in English were considered. This selection was made to ensure that the data was freely accessible to the public and understandable to international readers.
- **Keywords:** Articles must contain one or more of the following keywords: policy implementation, land-use change, policy, agricultural policy, sustainable agriculture,

environmental protection, agricultural land, land use change, and land use. These keywords were selected because they reflect the core of the research topic.

After going through the screening process with these criteria, the number of eligible articles was reduced to 407 articles. This data reduction is very important to ensure that only relevant and high-quality articles are used in the research. The selected articles were then further analyzed to identify patterns, trends, and findings that are relevant to the research topic. Through this process, it is hoped that the research can make a significant contribution to understanding related issues, such as policy implementation, land use change, and sustainable agriculture policy. The data obtained also becomes an important basis in formulating evidence-based policy recommendations that can be applied to address challenges in this field.

The data obtained were then filtered again by selecting only relevant empirical studies for in-depth review. This sorting process was carried out systematically to ensure that only articles that had a direct relevance to the research focus were used as analysis material. After going through the filtering stage, 18 of the most relevant and significant articles were obtained for further study. The criteria for selecting articles were based on the suitability of the content to the research topic, especially in exploring sustainable agricultural land conversion from a policy perspective in various countries (Bishop, et al., 2024, Huyen, et al., 2024). The selected articles cover a variety of policy approaches, implementations, and outcomes produced by governments in various geographic and socio-economic contexts. This provides a comprehensive picture of how agricultural land conversion is handled at the global level, while identifying factors that encourage or hinder sustainability.

From the articles analyzed, it was revealed that there were various efforts from governments in each country in managing agricultural land conversion. Some governments focus on strict regulations to protect agricultural land (Burchfield, et al., 2024, Parras, et al., 2024), such as establishing conservation zones or implementing incentive policies for farmers who maintain their productive land (Smith, 2020). On the other hand, there are also countries that adopt a collaborative approach by involving the private sector and communities in land use planning. However, not all efforts taken show equal success. Factors such as legal strength, institutional capacity, community support, and economic development pressures often influence the effectiveness of these policies. Through an in-depth analysis of these 18 articles, best practices and lessons can be identified that can be adapted to strengthen land conversion policies in other regions, including Indonesia. These results are expected to make a significant contribution to supporting more effective and equitable sustainable agricultural policies (Puertas & Luisa, 2023).

PERFORMANCE OF SFALP POLICY IMPLEMENTATION IN GUNUNGKIDUL REGENCY

Policy Input

The input of SFALP policy performance is focused on three main points. In terms of financial resources, Gunungkidul Regency still has limited funds. In terms of human resources, many have a good educational background and a long working period and this includes not only those from the internal local government but also from the provincial and central government (Boone, et al., 2020, Noer, et al., 2017). In terms of land resources, land data as a basis for determining SFALP policy is still in the process of socialization and still changing. Each local government organization tries to avoid overlapping land use with other policies, but efforts to make new rice fields are very difficult. The summary of input performance policy implementation can be seen in Table 2.

Table 2 Summary of Input Performance Policy Implementation

No.	*Input of Policy Performance*	Field Conditions
1.	Budget	The current budget is still sufficient because most of it is used for socialization activities only. However, if it is used for incentive financing and others, there will be a very limited budget for SFALP policies in Gunungkidul Regency. Financial assistance from various parties also caused the Department of Agriculture and Food in Gunungkidul Regency to be subject to the rules and interests of the funders.
2.	Human Resources	The background and work experience of the Department of Agriculture and Food in Gunungkidul Regency and agricultural extension officers are fairly good. However, when compared to the area of work, there appears to be a shortage of human resources. In addition, the implementer already has other tasks to do. The options chosen then require assistance from other local government organizations. The negative impact that later emerged from the option was the overlapping interests between actors in the SFALP policy in Gunungkidul Regency.
3.	Land	There are difficulties related to the availability of prospective land for the SFALP Policy in Gunungkidul Regency, because it only has a small amount of wet agricultural land in the form of irrigated and rainfed rice fields. Gunungkidul Regency is dominated by upland rice yields, which means that dry land has the potential to become SFAA, but the criteria prior to 2017 do not include dry land. This also contradicts the Explanation of Law No. 41/2019, where the agricultural land of Sweet Potato and Cassava (the land of which enters the moor) is included beside the land for rice.

Source: Analysis, 2024

Based on the summary above, it can be concluded that there are fundamental problems at the input stage of SFALP policy performance in Gunungkidul Regency. Problems at this early stage are very crucial because input functions as the foundation for the entire policy implementation process. When policy input, such as planning, resource allocation, or initial coordination, does not run optimally, it is certain that the following processes, from implementation to evaluation, will also face obstacles. As a result, the implementation of SFALP policies is very slow, so that the final objectives of the policy are difficult to achieve within the expected time. One of the main factors influencing the slow performance of SFALP policies is the problem of human resources (HR). Every activity related to this policy must involve more than one actor, both from internal and external government organizations, both central, regional, and village (Noer, et al., 2017). This condition often causes obstacles to coordination between the parties involved. Differences in perception, priorities, or working methods between actors can hinder the synchronization of programs and activities, thus affecting the efficiency and effectiveness of policy implementation (Kassa, et al., 2017). On the other hand, the lack of HR capacity, both in terms of quantity and quality, is also a major challenge in implementing this policy.

The involvement of many actors in SFALP activities shows the importance of solid cross-sector coordination to ensure that each party clearly understands its role. However, the data summary shows shortcomings in terms of managing responsibilities and dividing tasks between the regional apparatus organizations involved. This lack of clarity results in overlapping tasks or even negligence in implementing activities. This not only impacts operational efficiency but also worsens the level of policy accountability (Ye, et al., 2023). To understand in more detail the division of tasks and responsibilities in SFALP policies, Table 2 presents a summary of each regional apparatus organization's affairs involved. This table provides an overview of the role and contribution of each organization in SFALP activities, while also showing potential coordination problems that may arise. With an in-depth analysis of the table, critical points that require improvement can be identified, both in terms of human resource management, coordination mechanisms, and a more integrated monitoring system. In the long term (Boone, et al., 2020), problems at this input stage need to be addressed immediately to ensure the sustainability of SFALP policies. Improvement efforts can be made by increasing human resource capacity, strengthening cross-sector coordination mechanisms, and preparing clear technical guidelines to support effective and efficient policy implementation. This is important so that SFALP policies can provide optimal benefits for the people of Gunungkidul Regency.

Table 2 Summary of Each Local Government Organization's Affairs in SFALP Activities in Gunungkidul Regency

Institute	Activity								
	1	2	3	4	5	6	7	8	9
Department of	√	√	√	√	√	√	√	√	√

Agriculture and Food in Gunungkidul Regency										
Department of Land and Spatial Planning in Gunungkidul Regency	√						√	√		
National Land Agency in Gunungkidul Regency	√		√		√	√	√	√		
Public Works Agency for Public Housing and Settlement Areas in Gunungkidul Regency	√			√				√		
Regional Development Planning Agency in Gunungkidul Regency	√						√			
Department of Investment and Integrated Services in Gunungkidul Regency						√				
Agricultural extension center in Wonosari, Gunungkidul Regency	√	√	√	√	√	√	√	√		√

Source: Analysis, 2024

In terms of business, the activities that most involve other actors are the first activities, namely planning and stipulation. These activities are then prone to deadlock or policy deadlock. However, stakeholders not only have this work dependency, but there are also several other main tasks. This situation sometimes means this policy is not a top priority in some regions. Frequently, stakeholders prefer to handle routine business. This analysis is discussed in the next sub-chapter related to the process part of the performance of implementing a policy.

Policy Process

The policy has not run optimally because there is no definite planning and determination regarding SFALP policies. However, planning and stipulation have not been able to work well either because a number of detailed rules such as incentives have also not been explained nor defined. This demonstrates a connection between the activities of each (See Anggalini et al, 2020, Kassa, et al., 2017). The summary of the process performance of SFALP policy activities in gunungkidul regency can be seen ini Table 3.

Table 3 Summary of the Process Performance of SFALP Policy Activities in Gunungkidul Regency

No.	Activities	Implementation

1.	Planning and determination	New planning is limited to the Spatial Plans not the Detailed Spatial Plans. It is not yet contained in the Long-Term Regional Development Plans and Mid-Term Regional Development Plans but already contained in the Strategic Plan of the Department of Agriculture and Food in Gunungkidul Regency (2018) which was amended in 2017. Prior to 2017, it can be said that the achievement was 80 degrade become 50 (the scale range is 40–90). Compared to other activities, this activity was mostly well implemented.
2.	Development	The program cannot be said to be part of SFALP policy because SFAA has not been established.
3.	Research	There are several studies of the initiation of SFALP land assignments involving consultants.
4.	Utilization	The program cannot be said to be part of SFALP policy because SFAA has not been established.
5.	Coaching	There are coaching activities, but these are limited to initial guidance related to basic SFALP information and coordination related to SFAA planning and determination. This activity is best carried out second after planning and stipulation activities.
6.	Control	Control cannot be done because SFAA has not been established, but there are similar activities from other policies that have already been implemented.
7.	Supervision	There was supervision in the form of an Evaluation Meeting from the DIY Agriculture Service, which was attended by representatives of the Ministry of Agriculture.
8.	Information Systems	There are initiations from several local government organizations, especially National Land Agency in Gunungkidul Regency but in the form of simple communication. The Digital Information System has not yet been formed.
9.	Protection and empowerment of farmers	The program cannot be said to be part of SFALP policy because SFAA has not been established.

Source: Analysis, 2024

Based on the description above, it can be concluded that the performance of policy implementation in terms of the process is still not running optimally. This is due to various obstacles that cause each activity in the Sustainable Food and Agricultural Land Policy (SFALP) policy to not run according to plan. One of the main factors is the failure to implement effective planning and budgeting. Inadequate planning results in a lack of synchronization between needs in the field and the allocation of available resources, while untimely or incapable budgeting further allows this condition.nIn addition, there are several other major obstacles that affect the SFALP policy implementation process. Main problem is coordination between agencies that has not been established properly. The SFALP policy involves various actors, ranging from local governments, the private sector, to the community (Noer, et al., 2017). The unclear roles and responsibilities between these

actors often lead to overlapping tasks or even delays in program implementation. As a result, planned activities do not run according to schedule or target.

Other problem is limited human resource (HR) capacity. This factor includes the lack of competent workers and minimal training provided to staff involved in implementing the policy. Without adequate human resource support, the implementation process is not only slow, but also less effective in achieving policy objectives. Next, weak monitoring and evaluation systems. Without systematic supervision, it is difficult to identify problems early on and take the necessary corrective steps. This results in small problems in the implementation process developing into bigger obstacles that are difficult to overcome. By overcoming these obstacles, especially in terms of planning, budgeting, and coordination, it is hoped that the implementation of the SFALP policy can run more optimally and provide significant benefits for sustainable development (Grisales, et al., 2024).

Policy Output

Neither SFAL nor SFAA have been established by the Gunungkidul Regency Government. This is a result of changes in the criteria and minimum area of land by the Ministry of Agriculture, who recommend that the establishment of SFAA in DIY includes existing rice fields, the 2012 rice field audits (71,868.43 Ha) and new paddy fields. The most striking change here is the entry of dry rice fields or paddy fields for field rice (Mushtaq, et al., 2024). The data about Land Area Planted with Rice in Regencies/Cities in 2017 can be seen in Table 4.

Table 4 Land Area Planted with Rice in Regencies/Cities in 2017

No	Name of Regencies/Cities	Rules	Wides Based on BPS 2017 (Ha)		Wides Based on Rules (Ha)		Non-Rice Fields Land Wides (Ha) 2016
			Rice Fields Land	Dry Rice Fields Land	Wet Land	Dry Land	Moor/Gardens /Fields /Land Not Cultivated
1	Bantul	Local Law No. 4/2011	15,150	27	13,324	5,247	13,639
2	Gunungkidul	Local Law No. 6/2011	7,875	42,352.5	7,865	36,065	117,701
3	Kulon Progo	Local Law No. 1/2012	10,366	55	10,622	29,328	35,027
4	Sleman	Local Law No. 12/2012	21,841	447	21,113	16,580	20,905
5	Yogyakarta	Local Law No. 2/2010	60	0	0	0	17
Total			55,292	42,881.5	52,924	87,220	187,289
			98,173.5		140,144		

Source: Department of Agricultural in Special Region of Yogyakarta, 2018

There have been efforts from the Gunungkidul Regency Government, especially the Department of Agriculture and Food in Gunungkidul Regency after the implementation of Gunungkidul Local Law No. 23/2012. Government efforts are carried out in stages each year. The first step was stipulate the local law in 2012. The next step,

in 2014, Gunungkidul Regency government conducted a Rice Field Study. In 2015, the Village Treasury Land Study was conducted to produce 5,300 Ha which became SFAL. In the following year, 2016, Private Land Studies was carried out with an additional policy output of 1,930 hectares (SFAL). In 2017, unfortunately there was Private Land Studies and Change of Area Rule which forced the Gunungkidul Regency government to change the strategy that had been carried out from the start. In 2018, a New Deal Socialization was carried out. Map changes related to SFAA and SFAL land designation took place quickly and repeatedly as seen in Figures 2 and 3. Until now, land designation still changing due to various stakeholders interests (Noer, et al., 2017).
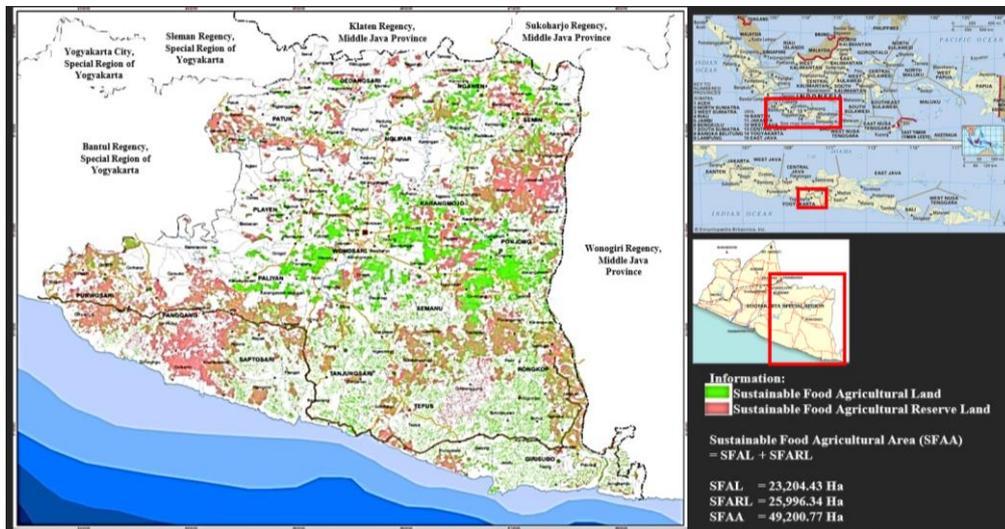

Figure 2 First Revision for SFAL, SFARL, and SFAA in Gunungkidul Regency

Source: Department of Agricultural and Food in Gunungkidul Regency, 2018; https://www.joglosemar.co.id/yogya_map.html , 2020; https://www.britannica.com/place/Indonesia ; 2020

The achievement of the SFALP policy targets is influenced by various factors, including the ongoing confusion in the definition, criteria, and parameters of prospective land (Doll, 2021). This confusion arises because each party uses a different approach and evidence in defining and determining the criteria for prospective land. As a result, there are differences in interpretation that can affect the implementation of the policy as a whole. This indicates the need for harmonization of the concepts and criteria used by policy makers to ensure that policies can be implemented consistently and effectively (Doll, 2021, Dozier, et al., 2017). One of the main causes of this problem is the absence of a specific and detailed technical guidebook (Spangler, et al., 2020). The currently available guide, namely the guidelines contained in the explanation of Law No. 41 of 2009 and its derivative regulations, is still considered inadequate. Some of the rules in it are still general and sometimes ambiguous, resulting in different interpretations at the implementation level (Parras, et al., 2024). A comprehensive and specific guidebook is

needed to provide clear direction to local governments and related parties in identifying and managing prospective land optimally.

Figure 3 Second Revision for SFAL, SFARL, and SFAA in Gunungkidul Regency
Source: Department of Agricultural and Food in Gunungkidul Regency, 2018;
https://www.joglosemar.co.id/yogya_map.html , 2020;
https://www.britannica.com/place/Indonesia ; 2020

However, despite these obstacles, Gunungkidul Regency has shown significant progress in implementing this policy. In terms of policy output, the establishment of SFAL has almost reached the target that has been set as seen in Figure 3. This achievement shows that, despite shortcomings in technical aspects, local governments and other stakeholders have made great efforts to encourage the implementation of this policy. This success needs to be supported by improvements in technical guidelines and capacity building at the implementing level so that policy implementation can run more effectively. With clearer and more detailed guidelines, it is hoped that the SFALP policy can provide greater benefits for sustainable agricultural land management.

FACTORS INHIBITING SFALP POLICY IMPLEMENTATION IN GUNUNGKIDUL REGENCY

In terms of policy logic, there are several major obstacles that hinder the implementation of the SFALP policy in Gunungkidul Regency. One of them is the unclear rules regarding incentives, so that this program is less attractive to the community. The unclear incentives make many farmers hesitate to participate because they do not see the real benefits of being involved in the policy (Smith, 2020). In addition, the available technical instructions are often open to interpretation and require energy, time, and the capacity to understand that can be implemented correctly. This obstacle is further

exacerbated by the limited funds allocated to support the policy, so that its implementation is not optimal. However, there is quite positive support from some small farmers who have a strong desire to participate. These farmers (Smith, 2020), who depend on the agricultural sector for their livelihoods, tend to be reluctant to convert their agricultural land because they realize the importance of maintaining their main source of livelihood. This support is a potential that can be utilized by the government to strengthen the implementation of the SFALP policy or regulation through a participatory approach. Regarding the aspect of law enforcement, there are a number of quite significant inhibiting factors.

One of them is the existence of regulations that conflict with the SFALP policy, such as Law No. 2/2012 concerning land for public interest. This regulation allows the conversion of agricultural land for general development purposes, which indirectly includes protection of agricultural land. In addition, although there are several policies that support SFALP, legal loopholes that allow land conversion remain a major challenge in implementing this policy. However, there is also significant legal support, one of which is the existence of Gunungkidul Regional Regulation No. 23/2012, which is the only regulation in the Special Region of Yogyakarta Province that explicitly supports the SFALP policy. This regulation provides a strong legal basis for local governments to protect agricultural land in their areas (Burchfield, et al., 2024, Chowhan, et al., 2024). With the implementation of regulations and harmonization of rules, it is hoped that the SFALP policy can be implemented more effectively to support sustainable agriculture in Gunungkidul Regency.

In terms of relations between organizations, the main obstacle is the lack of synergy among local government organizations. Each local government organization displays its own ego regarding its own sector, prioritizing its own internal activities. Between the regencies, provinces and the central government, they continue to all pull simultaneously regarding the land area (Chowhan, et al., 2024). The Regent of Gunungkidul Regency recently aimed to increase coordination, giving instructions to accelerate land assignments and monitor developments through reporting (Grisales, et al., 2024). The Provincial Government also helped to facilitate the Regency to create synergies not only among local government organizations, but also with parties from the Province and the Ministry.

The interests of each sector's actors in implementing this SFALP policy are based on the results of observations, documentation, interviews, and FGDs conducted related to the SFALP policy in Gunungkidul Regency. Mapping the interests of each actor is then done on a graph of strength or actor or power compared to support. The interests of each different actor arise from the existence of sectoral egos among local government organizations. Each local government organization has a large goal, target, or program that must be respectively fulfilled. In addition to these three key points, there are several other obstacles, such as the complexity of the bureaucracy regarding this policy.

CONCLUSION

In terms of input, there are many shortcomings, including the limited budget for the SFALP policy in Gunungkidul Regency, human resources who have a suitable background and good experience but are limited in number compared to the area size, overlapping interests between actors in SFALP policies, and difficulties related to the availability of prospective land for the SFALP Policy. In terms of the process, the policy implementation performance has not been optimal for all activities. Stagnation in planning and implementation activities also influences the implementation performance in other activities. In terms of output prior to 2017, Gunungkidul Regency almost reached the land target and was set. However, new rules after 2017 have caused the policy to be repeated from the beginning and the area has changed significantly. In terms of outcomes, these cannot be established because most are only routine activities.

Obstacles in controlling land use change in Gunungkidul Regency stem from the following: (a) in terms of the logic of the policy, there are rules regarding unclear incentives, technical guidelines that still contain multiple meanings, and limited funds; (b) in terms of juridical enforcement, there are several rules that contradict the SFALP policy in Gunungkidul Regency and other regulations; although they are pro-SFALP policies, there is the possibility of allowing land to be converted; and (c) in terms of relations between organizations, there is a lack of synergy between regency, provincial, and central local government organizations triggered by the existence of sectoral egos; furthermore, the implementation of SFALP policies is mostly not a priority policy for each actor. Further obstacles are the complexity of the bureaucracy, the existence of differences in basic data, communication between actors who are not perfect, and the existence of sectoral egos displayed by each actor. Support in controlling land use change in Gunungkidul Regency comes from: (a) in terms of the logic of the policy, the fact some small farmers are reluctant to convert agricultural land where agriculture is their main source of livelihood; (b) in terms of juridical enforcement, the existence of the only SFALP regulation owned by the Regency in DIY Province, namely Gunungkidul Local Law No. 23/2012; (c) in terms of relations between organizations, the encouragement of the Regent of Gunungkidul Regency and the Provincial Government, who have recently participated in coordination, provided instruction letters to accelerate land assignments, and monitored developments through reporting.

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