

Legal Protection of the Land Rights of the Mukomuko Community in Land Use Conversion for the National Strategic Project (PSN) Food Estate

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Abstract

Land use conversion for Indonesia's Food Estate National Strategic Project (PSN) raises concerns about potential agrarian conflict and the protection of community land rights. This study examined the legal protection afforded to the Mukomuko community, the conformity of land conversion policy with applicable agrarian legislation, and the legal remedies available to affected rights holders. A normative juridical method was employed, combining statutory and conceptual approaches through an examination of regulations concerning agrarian affairs, human rights, land acquisition for public purposes, and National Strategic Projects. The analysis identifies essential safeguards for community land rights: legal certainty regarding land status and boundaries, recognition of lawful ownership and tenure rights, transparency in land conversion procedures, meaningful community participation, and fair compensation where land acquisition is undertaken pursuant to applicable law. It further emphasizes that dispute resolution must provide community members with access to objection mechanisms and available legal remedies. The study concludes that implementing the Food Estate programme requires balancing national food security objectives with the protection of community land rights. It clarifies the legal safeguards that should guide land conversion and dispute resolution, emphasizing justice, legal certainty, and respect for community rights as integral requirements of development.

Keywords: Legal Protection; Community Land Rights; Land Use Conversion; Food Estate; Mukomuko

INTRODUCTION

As one of the world's agrarian countries, Indonesia possesses abundant natural resources, particularly in the agricultural sector, making land a crucial resource (Muhammad Hasibuan et al., 2024). As a primary means of production in agriculture, land plays a significant role in promoting public welfare and ensuring the nation's continued existence. Furthermore, land holds substantial cultural, social, and economic value (Nugroho & Sapto, 2024). Indonesia's predominantly land-based territory and strategic geographical position have contributed to its fertile conditions, making the country suitable for cultivating various food crops, plantation commodities, and horticultural products. Consequently, approximately one-third of Indonesia's population, particularly those living in rural areas, continues to rely on agriculture as its primary source of income, making effective land management a key factor in improving community welfare (Ardi, 2025). In this regard, the availability of productive agricultural land is vital because it directly affects employment opportunities for local communities and the fulfillment of national food requirements. In line with these considerations, the Indonesian government has formulated the Golden Indonesia 2045 Vision, which places food security and farmers' welfare among the principal priorities of national development (Zamil et al., 2025; Prasetyo et al., 2025).

The Golden Indonesia 2045 Vision represents the Indonesian nation's aspiration to transform the country into a developed, prosperous, and sovereign state by the centenary of its independence. This vision is built upon several principal pillars that serve as the foundation for sustainable development, including the pillar of sustainable economic development. This pillar is intended to support Indonesia's transition into a developed country and its emergence as one of the world's largest economies, driven by trade and investment, tourism, maritime activities, services, and industry, and supported by adequate infrastructure and strong food, water, and energy security (Bappenas, 2019). Within this framework, food security constitutes a critical issue that cannot be overlooked because it is directly related to national self-reliance. This concern is further supported by data from the Center for Indonesian Policy Studies (CIPS), which indicates that approximately 21 million Indonesians experienced undernutrition in 2023 (CNN, 2023). In the same year, Indonesia ranked 77th out of 125 countries in the Global Hunger Index (GHI, 2023). Furthermore, reports indicated that approximately 22.9 million Indonesians experienced food insecurity, while the prevalence of malnutrition reached 7% of the total population (WFP, 2022). These figures underscore the urgency of achieving food self-sufficiency. Indonesia's commitment

to the Sustainable Development Goals (SDGs) further reinforces the need for concrete measures to achieve national food self-reliance.

Indonesia has demonstrated a strong commitment to achieving the SDGs, particularly in relation to food security. SDG 2 and SDG 13 establish objectives concerning the eradication of hunger, improved nutrition, the achievement of food security, the promotion of sustainable agriculture, and the implementation of measures to address climate change (United Nations, 2023). These objectives are consistent with the Indonesian government's development agenda under the Golden Indonesia 2045 Vision. Indonesia's commitment to food security is also reflected in Law No. 18 of 2012 concerning Food. Article 12(5) of the law essentially stipulates that food availability through domestic food production should be achieved by developing food production systems based on local institutions, culture, and resources; improving the efficiency of food business systems; developing food-related infrastructure; constructing, rehabilitating, and developing food production facilities; safeguarding productive agricultural land; and establishing food production centers (Syofiarti et al., 2024). In addition, the COVID-19 pandemic contributed to the emergence of initiatives aimed at strengthening food security. In response to the challenges and threats of a potential food crisis resulting from the pandemic, Indonesia adopted various measures, including the implementation of National Strategic Projects (*Proyek Strategis Nasional* or PSN), as regulated under Presidential Regulation No. 109 of 2020 concerning the Third Amendment to Presidential Regulation No. 3 of 2016 on the Acceleration of National Strategic Project Implementation. This regulation encompasses several programs, including the development of integrated large-scale agricultural systems such as Food Estate.

Food Estate refers to an integrated food production development model encompassing livestock farming, plantations, and crop cultivation within a large-scale designated area (Handayani, 2023). The Food Estate policy aims to reduce Indonesia's dependence on food imports and strengthen national food security (Qodriyatun & Sawalman, 2024). This policy is generally implemented through land clearing or the utilization of agricultural land owned or cultivated by local communities, potentially involving changes in agricultural land use. In Indonesia, Food Estate initiatives have been implemented in several regions, including Humbang Hasundutan, Temanggung, Wonosobo, Gunung Mas, and Sumba (Damayanti, 2023). The program has also been proposed for

implementation in other regions of Indonesia, including a plan to establish a 5,000-hectare Food Estate in Mukomuko Regency, Bengkulu Province (Selviahaynet., 2021).

The Food Estate policy, implemented in various regions of Indonesia, is intended to strengthen food security and advance the country's efforts toward food self-sufficiency. Food Estate development has the potential to supply the domestic market and increase food export opportunities when production generates a surplus. Several potential benefits have been associated with this policy, including greater efficiency in land clearing, increased national food production, the attraction of investment to stimulate economic activity outside Java, higher incomes for farmers operating within Food Estate areas, and improvements in national food security (Nurindra, 2021). In addition, communities are expected to benefit from developments in the food sector through poverty reduction, improved welfare, the development of agricultural infrastructure, and diversification of food production. In line with these expectations, data from the Ministry of Agriculture indicate that some Food Estate areas in Indonesia have demonstrated positive harvest outcomes (Damayanti, 2024). Nevertheless, despite its considerable potential, the Food Estate policy remains subject to debate. Alongside its anticipated benefits, environmental concerns arising from land clearing and issues concerning the legal protection of community land rights affected by the conversion of land into Food Estate areas warrant serious attention. The project has generated considerable controversy because the expansion of agricultural land has been associated with environmental impacts, including soil degradation and deforestation, thereby creating problems that extend beyond the agricultural sector. Furthermore, agrarian conflicts involving local farmers and Indigenous communities have become a significant concern, as some landholders consider themselves disadvantaged by losing access to land that has served as their source of livelihood for many years (Risdianto et al., 2024). Such agrarian conflicts have occurred in various regions across Indonesia, including Sumatra, Merauke, and Papua.

Agrarian conflicts arising from the conversion of community land into Food Estate areas have been reported in various locations where land clearing has taken place. In Merauke and Papua, for example, the Food Estate project has been reported to have resulted in the appropriation of Indigenous Papuan land in the name of national food security (Konsorsium Pembaruan Agraria, 2024). On the island of Sumatra, land disputes have also emerged in several areas, including a dispute between the PSN Food Estate project and the Indigenous community of Ria-Ria Village in Humbang Hasundutan. Similar concerns have arisen regarding the potential for agrarian conflict in Mukomuko Regency, Bengkulu Province. In

light of these problems and the aforementioned legal and empirical circumstances, an in-depth examination of the legal protection of community land rights in connection with land use conversion for the PSN Food Estate project in Mukomuko Regency is therefore necessary. This study aims to analyze the forms of legal protection afforded to the land rights of the Mukomuko community in the context of land use conversion for the PSN Food Estate, examine the conformity of the policy with applicable agrarian laws and regulations, and identify the legal remedies available to community members whose land rights are affected.

METHODS

This study employs normative legal research, which focuses on examining legal norms, legal principles, legal doctrines, and statutory regulations relating to the legal protection of the land rights of the Mukomuko community in the context of land-use conversion for the National Strategic Project (PSN) Food Estate. Normative legal research is used to identify and analyze the conformity of land-use conversion policies with applicable legal provisions, while also examining the guarantees of legal certainty and the protection of community land rights. This study adopts the statutory approach and the conceptual approach. The statutory approach is conducted by examining relevant legal provisions, including the 1945 Constitution of the Republic of Indonesia, Law Number 5 of 1960 concerning Basic Agrarian Principles, Law Number 39 of 1999 concerning Human Rights, as well as regulations governing land acquisition, spatial planning, and the implementation of National Strategic Projects relevant to the subject of this study. Meanwhile, the conceptual approach is used to analyze the concepts of legal protection, land rights, agrarian justice, legal certainty, and community rights in the development process. The use of these two approaches enables this study to examine the relationship between the state's authority to implement strategic development projects and its obligation to respect and protect community land rights (Soekanto & Mamudji, 2019).

The legal materials used in this study consist of primary, secondary, and tertiary legal materials. Primary legal materials include statutory regulations, relevant court decisions, and official legal documents relating to the PSN Food Estate policy and the protection of land rights. Secondary legal materials comprise legal textbooks, scholarly journal articles, research findings, and expert opinions addressing agrarian law, legal protection, land acquisition, and

agrarian conflicts. Tertiary legal materials include legal dictionaries, encyclopedias, and other reference sources that assist in explaining legal terms and concepts. Legal materials are collected through a literature review by identifying, inventorying, classifying, and examining legal sources according to their relevance to the research questions. All legal materials are subsequently analyzed using a qualitative descriptive method, which involves describing and interpreting legal provisions and relating them to relevant legal concepts and principles. Deductive reasoning is employed by starting from legal norms and general principles concerning the protection of land rights to assess legal issues associated with land-use conversion for the PSN Food Estate in Mukomuko. Through these stages, this study aims to formulate legal arguments concerning the forms of protection available, potential issues of legal certainty, and dispute resolution mechanisms that community members may pursue if their land rights are affected. The analysis is conducted normatively on the basis of the legal materials examined; therefore, the resulting conclusions constitute legal arguments rather than empirical generalizations about the experiences of the entire Mukomuko community.

RESULTS

1. The Legal Status of Community Land Rights under the Basic Agrarian Law in the Context of Land-Use Conversion for the Food Estate Program

Land ownership rights constitute one of the strongest forms of land rights within Indonesia's agrarian legal system. The 1945 Constitution of the Republic of Indonesia provides a constitutional foundation for the protection of citizens' property rights, as reflected in Article 28H paragraph (4), which stipulates that everyone has the right to own private property and that such property may not be arbitrarily expropriated by any party. This provision is reinforced by Law Number 5 of 1960 concerning Basic Agrarian Principles (*Undang-Undang Pokok Agraria*, hereinafter referred to as the UUPA), particularly Article 20 paragraph (1), which establishes ownership rights as rights that may be inherited across generations and constitute the strongest and most complete rights that individuals may hold over land, while remaining subject to the social function of land as stipulated in Article 6 of the UUPA. Furthermore, Article 20 paragraph (2) of the UUPA provides that ownership rights may be transferred or conveyed to other parties in accordance with applicable legal provisions. Accordingly, land ownership evidenced by a Certificate of Ownership (*Sertifikat*

Hak Milik, or SHM) provides the rights holder with a strong legal position, although the exercise of such rights remains subject to the restrictions and obligations established by statutory regulations. In the context of land-use conversion for development purposes, the existence of an SHM constitutes an important basis for ensuring that any action affecting community rights is carried out through lawful procedures without disregarding the interests of the rights holder.

The Food Estate program is a strategic government policy aimed at increasing food production and strengthening national food security through the integrated and large-scale development of agricultural areas. This policy has a legal foundation associated with Article 33 paragraph (3) of the 1945 Constitution, Law Number 18 of 2012 concerning Food, and Law Number 19 of 2013 concerning the Protection and Empowerment of Farmers. Within the framework of National Strategic Projects (*Proyek Strategis Nasional*, or PSN), the development of Food Estate areas is also associated with policies designed to accelerate the implementation of national strategic projects and provisions facilitating their implementation. Nevertheless, the designation of a program as a PSN does not automatically extinguish or override land rights lawfully held by community members. Development activities must continue to comply with agrarian law, spatial planning regulations, environmental regulations, and land acquisition procedures whenever community-owned land is required for development purposes. Legal issues may arise when land covered by an SHM is incorporated into a project area without clarity regarding its ownership or possession status, the consent of the rights holder or a legally compliant rights relinquishment process, and the settlement of the landowner's rights. Therefore, the development of Food Estate areas must be understood as the implementation of a development policy that remains bound by the principles of legality, legal certainty, and the protection of community rights.

The legal status of community land ownership in the implementation of the PSN Food Estate must be analyzed by distinguishing between the legal basis for land ownership and the legal basis for implementing a development program. An SHM constitutes strong evidence of registered land rights, whereas PSN designation serves as a policy instrument for accelerating development. These two instruments have different legal functions; consequently, PSN designation cannot automatically be regarded as a legal basis for taking over community land. Under the principle of the hierarchy of statutory regulations, presidential regulations and policies implementing PSNs cannot override statutory provisions governing land rights. However, this does not mean that land ownership rights

are absolute or invariably prevent development in the public interest. The UUPA provides for land acquisition in accordance with applicable legal provisions, including Article 18, which regulates the revocation of land rights for the public interest, subject to the provision of adequate compensation and procedures established by law. Accordingly, the central issue is not merely a comparison between the legal status conferred by an SHM and the designation of a project as a PSN, but rather ensuring that every action affecting community land has a legal basis, follows lawful procedures, and incorporates adequate protection mechanisms.

Table 1. Comparison of the Legal Status of Community Land Right and the PSN Food Estate Program

Aspect	Land Rights (SHM)	PSN Food Estate
Legal basis	The UUPA and land-related regulations	PSN regulations and policies
Legal status	Individual rights recognized by law	Strategic development program
Protection	Legal certainty and legal protection	Must comply with land laws and regulations
Land use	Must comply with existing rights and applicable legal provisions	Must satisfy the applicable legal procedures

Source: Compiled by the author based on relevant statutory regulations.

Based on Table 1, community land rights and the PSN Food Estate program have different legal statuses and functions. Land rights provide the legal basis for community members to possess and utilize their land, whereas PSNs serve as government instruments for implementing strategic development agendas. Therefore, development interests cannot be used as a justification for disregarding existing rights. If community land is required for a development project that satisfies the requirements for serving the public interest, land acquisition must be carried out in accordance with applicable legal provisions, including procedures for identifying land parcels, assessing compensation, and settling the rights of entitled parties. Conversely, if land is used or occupied without an adequate legal basis, such circumstances may give rise to violations of legal certainty and community rights. In the context of Mukomuko, examining land status, ownership documents, parcel boundaries, and the legal basis for designating the project location is essential to determining the appropriate form of legal protection for each affected land parcel.

2. The Role and Responsibilities of the State in Ensuring the Protection of Community Land Rights in the Implementation of the PSN Food Estate

The state plays an important role in regulating land use while ensuring the protection of community members whose rights are affected by development. The state's authority over

land, water, and natural resources, as stipulated in Article 33 paragraph (3) of the 1945 Constitution, cannot be interpreted as an unrestricted power to take over all community land. This authority must be exercised for the greatest prosperity of the people while taking into account legal certainty, justice, and respect for rights already held by citizens. In the field of land administration, the UUPA provides the foundation for regulating legal relationships between the state, communities, and land, including the recognition of ownership rights and the obligation to observe the social function of land. Therefore, the government is obliged to ensure that every development policy, including the PSN Food Estate, is implemented without disregarding the rights of SHM holders or other forms of land possession protected by law. Such protection must be realized through verification of land status, transparency of information, community participation, supervision of project implementation, and the provision of accessible dispute resolution mechanisms for affected parties.

The issue of legal protection becomes increasingly important when Food Estate project implementation involves community land without clarity regarding the legal basis for possession or the process of transferring land rights. The designation of an area as the location of a national strategic project does not, in itself, extinguish the rights already attached to the land. The government must distinguish between the adoption of a development policy, the designation of a project location, land acquisition, and the transfer or revocation of land rights, as each entails different legal consequences. If community land is found to have been used without compliance with the required procedures, the action must be examined on the basis of land administration documents, issued administrative decisions, and applicable legal provisions. In such circumstances, the state must provide proportionate corrective measures, such as temporarily suspending activities on disputed parcels where there is an adequate legal basis, reviewing land administration procedures, facilitating dispute resolution, and restoring rights where violations have been established. Accordingly, the suspension of activities cannot be treated as an automatic consequence of every objection raised by community members; rather, it must be determined through appropriate legal mechanisms in accordance with the nature of the dispute and the authority of the relevant institutions.

The state's responsibilities also include ensuring the implementation of lawful land acquisition procedures when community land is required for development that meets the criteria for serving the public interest. Law Number 2 of 2012 concerning Land Acquisition for Development in the Public Interest, together with its implementing regulations, provides a legal framework governing the stages of land acquisition, entitled parties, compensation

assessment, deliberation, and mechanisms for objections and dispute resolution. However, the application of these provisions must be based on the legal classification and purpose of the project concerned. Not every project designated as a PSN can automatically be treated as land acquisition for the public interest without examining the applicable legal basis and requirements. During the land acquisition process, the government must ensure that entitled parties receive adequate information, have opportunities to submit objections, and obtain compensation assessments in accordance with applicable legal provisions. Protection must also extend to community members who possess or utilize land on a legal basis other than an SHM, insofar as their rights or interests are recognized under applicable regulations. Through this approach, Food Estate implementation can become more accountable and avoid focusing exclusively on accelerating development.

In the context of the Mukomuko community, legal protection efforts must be directed toward addressing land-related issues on the basis of evidence and specific conditions on the ground. Local governments, together with land administration authorities, need to inventory affected land parcels, verify certificates and possession documents, reconcile parcel boundaries with project location maps, and explain the legal basis for land use to community members. Where discrepancies exist between administrative records and actual possession, further examination is necessary before any action affecting community rights proceeds. Community members must also have access to administrative complaints, mediation, and legal remedies through the competent institutions, depending on the nature of the dispute. Furthermore, coordination among the central government, local governments, land offices, and project implementers is necessary to prevent dispute resolution from being hindered by inconsistent data or unclear responsibilities. These measures can strengthen the protection of land rights while reducing the potential for agrarian conflict. Thus, the state's responsibility in implementing the PSN Food Estate is not limited to ensuring the implementation of the national food security program; it also encompasses guaranteeing that the development process is conducted in accordance with the law, transparently and fairly, and with respect for community land rights.

DISCUSSION

1. The Legal Status of Community Land Rights (Certificates of Ownership) under the Basic Agrarian Law in the Context of Land Conversion for the Food Estate Program

Ownership rights over land constitute the strongest and most comprehensive form of land rights under the Basic Agrarian Law (UUPA). The legal basis for community land rights, particularly ownership rights over land, is protected by various laws and regulations arranged hierarchically, from the Constitution to implementing regulations. Article 28H of the 1945 Constitution of the Republic of Indonesia, in essence, guarantees every citizen the right to property (Usman, 2020).

This protection is further reinforced by Article 20 paragraph (1) of the UUPA, which stipulates that ownership rights constitute the strongest form of land rights, subject to the provisions of Article 6 of the same law. Furthermore, Article 20 paragraph (2) of the same law regulates the transfer of ownership rights, including in circumstances involving land conversion, such as for the implementation of the National Strategic Project (PSN) known as the *Food Estate* Program (Usman, 2020; Normawati & Maulida, 2019).

The *Food Estate* Program is a government policy aimed at increasing national food supplies and strengthening food security through the integrated and large-scale development of food production areas (Mutia et al., 2022). Hierarchically, the legal foundation of this policy derives from the 1945 Constitution of the Republic of Indonesia, particularly Article 33 paragraph (3), which stipulates that the state controls natural resources for the greatest prosperity of the people, and Article 28H paragraph (1), which guarantees everyone's right to a good and healthy environment. At the statutory level, the implementation of food and agricultural development is associated with Law No. 18 of 2012 concerning Food and Law No. 19 of 2013 concerning the Protection and Empowerment of Farmers, while land-related matters remain subject to the UUPA. Within the framework of National Strategic Projects (PSN), the *Food Estate* Program is explicitly recognized under Presidential Regulation No. 3 of 2016 concerning the Acceleration of the Implementation of National Strategic Projects, which has subsequently undergone several amendments, including Presidential Regulation No. 109 of 2020, which designated the National Food Supply Improvement Program (*Food Estate*) as one of the PSN programs. The implementation of PSNs is further regulated through Government Regulation No. 42 of 2021 concerning Facilitation of National

Strategic Projects, which covers, among other matters, the stages of planning, preparation, land acquisition, construction, operation, and maintenance. Thus, as a PSN, the *Food Estate* Program constitutes a strategic, large-scale food development initiative whose implementation benefits from government-provided acceleration measures. Nevertheless, it must remain within the framework of land law and the protection of community land rights in accordance with applicable laws and regulations (Mutia et al., 2022; Hajati et al., 2023). Furthermore, the transfer of community-owned land rights evidenced by Certificates of Ownership (*Sertifikat Hak Milik* or SHM) for the implementation of the *Food Estate* PSN frequently raises various legal issues, particularly when the process is carried out arbitrarily without adequately considering pre-existing rights over the land or following the proper legal procedures for transferring such rights. These circumstances raise questions concerning the relative legal force of community land ownership rights and the government's *Food Estate* policy (Antikowati et al., 2022; Siburian, 2025).

It must be emphasized that ownership rights over land have a stronger legal basis than the *Food Estate* PSN policy. An examination of the respective legal foundations of these two matters indicates that SHM enjoys a more firmly established legal position. Although both have a basis for justification in the 1945 Constitution, the *Food Estate* Program is further regulated through a presidential regulation (*Peraturan Presiden* or Perpres), whereas land ownership rights are governed by the UUPA. Accordingly, when examined in relation to the hierarchy of legal norms stipulated in Article 7 of Law No. 12 of 2011 concerning the Formation of Laws and Regulations, the legal basis governing ownership rights over land occupies a stronger position than the presidential regulation governing the program.

2. The Role and Responsibility of the State in Ensuring the Protection of Community Land Rights under the Basic Agrarian Law in the Implementation of the Food Estate PSN

The implementation of the National Strategic Project (PSN) known as the *Food Estate* Program, as part of the government's policy to achieve food security, essentially constitutes an exercise of the state's authority to regulate land use for development purposes. However, this authority cannot be exercised arbitrarily over land that is already possessed or owned by members of the community. The state remains obligated to ensure legal certainty and provide legal protection for community land rights in accordance with the principles enshrined in the

Basic Agrarian Law (UUPA) and the relevant legislation governing land acquisition (Yusrizal, 2017).

When a *Food Estate* PSN is implemented without the lawful transfer of land rights, legal issues arise concerning the state's obligation to provide protection. It must be emphasized that the designation of a project as a PSN does not automatically justify arbitrary actions by the state (Yusrizal, 2017; Wiryani & Najih, 2021). When the *Food Estate* Program is implemented improperly without due consideration for pre-existing land rights, as has occurred in several cases in Mukomuko Regency, the state's role and intervention, as mandated by the Constitution, become essential. The state is obligated to protect community rights through concrete measures (Antikowati et al., 2022).

The state must assume responsibility for ensuring the protection of community rights. As a consequence of the constitutional mandate and the recognition of human rights, the government must prioritize the lawful relinquishment of community land rights before proceeding with the implementation of the *Food Estate* Program on the land concerned. The government must first verify the legal status, possession, ownership, and use of the land designated for the *Food Estate* project. Furthermore, if the project has already commenced without the lawful relinquishment of the relevant land rights, all activities associated with the *Food Estate* PSN must be suspended to ensure legal certainty.

The state is responsible for ensuring that a lawful transfer of land rights takes place before the project proceeds. The state must carry out the transfer of land rights in accordance with Article 18 of the UUPA, with the procedures further regulated under Law No. 2 of 2012 concerning Land Acquisition for Development in the Public Interest and Government Regulation No. 19 of 2021 concerning the Implementation of Land Acquisition for Development in the Public Interest. In principle, these provisions require the state to undertake land acquisition in accordance with the applicable legal procedures and provide appropriate compensation for the losses incurred by the affected rights holders.

CONCLUSION

This study concludes that the protection of community land rights in Mukomuko Regency in the implementation of the National Strategic Project (PSN) known as the *Food Estate* Program must be based on the principles of legal certainty, justice, and respect for property rights recognized under applicable laws and regulations. Certificates of Ownership

(*Sertifikat Hak Milik* or SHM) confer a strong legal status on community members as holders of land rights. Therefore, the designation of an area as a PSN project site does not automatically extinguish or override pre-existing land rights. Any acquisition, possession, or transfer of community land rights must be carried out on a valid legal basis and in accordance with the applicable procedures stipulated under agrarian law and relevant land acquisition regulations. If community land has been occupied or used for project purposes without compliance with the legally required procedures, the state is responsible for conducting an examination, restoring legal certainty, and resolving the issue through the applicable mechanisms. If the acquisition or taking of land is proven to be lawful, fulfilling the rights of the entitled parties, including the provision of appropriate compensation in accordance with applicable regulations, constitutes an essential part of the state's responsibility. Accordingly, the success of the *Food Estate* PSN is determined not only by the achievement of food security targets but also by the state's ability to ensure that development proceeds without disregarding the legal rights and interests of the community.

This study contributes to the development of agrarian law scholarship, particularly concerning the protection of community land rights in the implementation of national strategic development projects. Theoretically, this study clarifies the relationship between the state's authority to manage agrarian resources for development purposes and its constitutional obligation to respect and protect community property rights. It also emphasizes that PSN status cannot be interpreted as a legal basis that, in itself, justifies the occupation or control of community land without lawful procedures. Practically, the findings of this study may serve as a reference for the central government, regional governments, land administration authorities, and project implementing agencies in formulating policies and carrying out land acquisition in a transparent, accountable, and equitable manner. Furthermore, this study may help communities understand the importance of land ownership documents, certainty regarding parcel boundaries, access to information, and the availability of dispute resolution mechanisms. Thus, the principal contribution of this study lies in strengthening a legal protection perspective that treats the interests of food security development and community land rights as two aspects that must be managed in a balanced manner in accordance with applicable laws and regulations.

Future research should develop empirical studies on the implementation of the *Food Estate* PSN in Mukomuko Regency by involving communities holding SHM certificates, communities possessing land under other forms of legal title, regional governments, land

offices, and the agencies responsible for implementing the project. Such research should identify the legal status of affected land, the process of site designation, the mechanisms for land acquisition and the transfer of land rights, the forms of community participation, and the resolution of objections or disputes that arise. In addition, subsequent studies should examine the consistency between normative legal provisions and practices in the field, including the implementation of land valuation and compensation, the protection of vulnerable community groups at risk of losing their livelihoods, and the effectiveness of mechanisms for restoring rights. Comparative studies of food development projects implemented in other regions could also be conducted to identify effective legal protection practices and institutional obstacles requiring improvement. Through this approach, future research is expected to generate more operational policy recommendations for the government to strengthen oversight, transparency, community participation, and agrarian conflict resolution, thereby ensuring that food security programs proceed alongside the protection of land rights and the welfare of local communities.

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