Efforts for Legal Compliance in Mining Management to Regulate Environmental Governance

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Abstract The point of view between mining and the environment will be contradictory if there is no common understanding of how mining and the environment are processed. Because mining activities will change the natural landscape above and after completion of mining, environmental processing will be carried out. This research uses normative legal research methods. The results of this research are that mining management must comply with the standards set out in Indonesian legal regulations, both through Minerba and Coal Law No. 3/2020 and Minister of Energy and Mineral Resources regulation No 1827 K/30/MEM/2008 concerning Guidelines for Implementing Good Mining Engineering Principles in realizing sustainable development. in realizing laws that are carried out repressively through penal means. The use of penal means is aimed at punishing perpetrators of criminal acts to tackle crime. This is a legal manifestation of the act of carrying out mining in an area without a permit by Article 158, Article 159, and Article 160 of the Minerba Law.

Keywords: Illegal Mining, Environment, Law Enforcement

1 Introduction

Indonesia is a legal state based on Pancasila and the 1945 Constitution, with the aim of achieving the welfare, peace, tranquility, and orderly life of the nation, as well as communal law and equal rights for its citizens.[1] It ensures the harmonious and balanced relationship between state authorities and local communities.[2] Therefore, the state needs to accommodate the welfare of its people through economic activities that make use of the natural resources found in Indonesian land. This includes mining activities.[3] Mining is an industry that manages natural resources by processing mineral resources to obtain valuable end products for humanity. Mining activities involve non-renewable resources, but they are promising activities favored by entrepreneurs and the public for meeting various life needs, such as social well-being, economic prosperity, and daily living.[4] When discussing tin mining, one immediately thinks of Bangka and Belitung as the largest tin-producing regions in Indonesia. Mining minerals and coal are regulated by the 1945 Constitution of the Republic of Indonesia, which is the highest law establishing the constitutional basis for natural resource management in Indonesia.[5]

The constitutional basis consists of Article 33 paragraph (2), which states, "The vital economic fields which are important for the state and which affect the life of many people shall be controlled by the state," and paragraph (3), which states, "The earth, water, and the natural wealth contained therein shall be controlled by the state and used for the greatest prosperity of the people."[6] This means that mining activities, which involve the exploration and exploitation of natural resources, must be "controlled by the state" and "used for the greatest prosperity of the people.".[7] This interpretation implies that the state has absolute sovereignty over the wealth of natural resources, and the legitimate ownership of natural wealth belongs to the Indonesian people. State ownership is an instrument, while the greatest prosperity of the people is the ultimate goal of natural resource management.[8]

Historically, when Law No. 4 of 2009 on Minerals and Coal Mining was enacted, a new era began in which mining management followed a permit regime and did not recognize a contract regime as under the 1967 Mining Law.[9] With the authority of regional governments in mining management, environmental degradation has become more common.[10] From a regulatory perspective, there have been guidelines on how mining activities should be conducted. However, the perspective and orientation of decentralization and regional autonomy, limited to the authority of regional governments and revenue distribution, led to the exploitation of potential mineral and coal resources in those areas to generate additional income. This perspective and orientation, on the other hand, have overlooked public participation, oversight, and accountability.[11]

When the Mineral and Coal Mining Law of 2009 (Minerba Law 2009) was implemented, a sudden shift in government policy occurred, retracting the authority for mining management from regencies and cities with the enactment of Law Number 23 of 2014 on Regional Government (Law on Regional Government 2014). The arrangement and adjustment of mining management, which was initially centralized, shifted to decentralization. With this new law, regional governments lost their authority over mining operations, even regarding the management of rock mineral resources, which should rightfully be under the jurisdiction of regencies and cities. As a result, Minerba Law 2009, which had only been in effect for five years, had to base and align its provisions with Law on Regional Government 2014.[12]

In 2020, another shift in mining policy took place through Law Number 3 of 2020 on Amendments to Minerba Law No. 4 of 2009 (Minerba Law 2020). Under this new law, the authority for the management of mineral and coal mining, which was partly in the hands of provincial governments, shifted back to the central government. Furthermore, Government Regulation Number 96 of 2021 regarding the Implementation of Mineral and Coal Mining Business Activities emphasized the centralization of mineral and coal mining authority to the central government. While Article 35 of Minerba Law 2020 theoretically allows licensing authority to be delegated to regional governments through a government regulation, in practice, the government regulation delegated by Minerba Law 2020 only grants licensing authority to the Minister of Energy and Mineral Resources.[13]

Nonetheless, Minerba Law 2020, which was brought for review before the Constitutional Court, provides new guidelines for the development of mining models under the Contract of Work (KK) and Coal Mining Work Agreement (PKP2B). In Decision Number 64/PUU-XVIII/2020, the Constitutional Court declared that Article 169A of Minerba Law 2020 contradicts the 1945 Constitution. Article 169A of Minerba Law 2020 stipulates, "KK and PKP2B are guaranteed an

extension as IUPK as a continuation of KK/PKP2B operations after meeting the requirements." The Constitutional Court ruled that this article is in violation of the 1945 Constitution and lacks legal binding force to the extent that the phrase "guaranteed" is not interpreted as "can be granted." Article 169A of Minerba Law 2020 should be read as "KK and PKP2B can be granted an extension as IUPK as a continuation of KK/PKP2B operations after meeting the requirements."[14]

In the context of mining regulations, this is also related to proper and effective environmental management since the environment is the affected object impacted by mining processes. Therefore, the mining process must consider the policies and governance of the environment as regulated by the Republic of Indonesia Law Number 32 of 2009 Concerning Environmental Protection and Management. The tin ore mining process carried out by mining companies, such as PT. Timah, which holds a mining business permit, is done through a closed circulation system. The water circulation process in mining and mineral processing is regulated through various sedimentation components, ensuring that the water discharged from the mining process complies with groundwater standards. From a regulatory perspective, there have been guidelines and directives on how mining activities should be conducted. Therefore, the governance of mining, to align it with proper and effective environmental governance, can be implemented to embody sustainable development practices.

The mining activities must adhere to the principles of proper mining governance, such as those related to reclamation and post-mining activities as stipulated in the Ministry of Energy and Mineral Resources Regulation No. 07 of 2014 concerning the Implementation of Reclamation and Post-Mining in Mineral and Coal Mining Business Activities. However, the reality in the field often presents challenges where mining operations, especially for minerals like tin, frequently overlook the principles of proper and environmentally sound mining practices. Many companies operating under mining permits fail to carry out reclamation activities, resulting in suboptimal mining governance.

As such, this research will focus on the following issues: first, how to conduct proper and environmentally sound mining activities according to Indonesian positive law; and second, the legal analysis of illegal mining that does not comply with Minerba Law No. 03 of 2020. Specifically, this research will address the ongoing issues related to tin mineral mining, especially in Bangka Belitung. This study aims to determine the procedures and principles for proper and sound mining based on Indonesian legal regulations.

2 Method

The research method employed in this study is normative legal research, which examines and analyzes the law as norms, rules, principles, or legal theories, doctrines, and legal principles to address legal issues under investigation.[15] The research approach used legislative research to examine relevant legal regulations. The research technique employed qualitative analysis by implementing continuous data sources that relate to real-life situations. Data sources obtained are collected, verified, and then incorporated into the written analysis.

3 Result and Discussion

3.1 Procedures and Principles of Mining According to Indonesian Positive Law

Mining operations should ideally comply with the guidelines and instructions outlined in the Regulation of the Minister of Energy and Mineral Resources of the Republic of Indonesia No. 26 of 2018. The mining process includes exploration, feasibility studies, construction, commissioning of mining equipment, technological utilization, engineering capabilities, design, development, application of mining technology, installation of boundary markers, mining, processing, refining, transportation, and post-mining technical management for companies holding the Mining Business Work Plan (IUP), it is mandatory to develop a mining plan that aligns with the approved Feasibility Study (FS) document.

Mining planning involves annual, quarterly, and monthly plans.[16] Quarterly and monthly plans are documented in the Technical Mining Work Plan and can be subject to inspection by mining inspectors at any time. The mining plan and technical mining work plan should at least contain information about the location and geometry of reserves, mining systems and procedures, mining sequences (including location, extent, elevation of mining, and timing), overburden dump sequences (including location, extent, elevation, overburden capacity, and timing), overburden delivery methods, overburden volume to be removed, mining transportation methods, production plans (including tonnage/volume, quality/grade, cut-off grade, stripping ratio, and mining recovery), and remaining mine life, as well as the sequence of commodity stockpiles (including location, extent, capacity, and timing), water management systems, geotechnical management systems, and equipment types, quantities, and capacities.

Competent Mining Technical Personnel carry out mining activities. At present, mining activities are conducted in an open-pit manner, and there are specific provisions governing open-pit mining operations. The implementation of surface mineral mining involves preparing a mining plan and technical mining work plan, which should include at least:

- a. mining methods and procedures,
- b. mining sequence,
- c. pit development,
- d. water management systems,
- e. geotechnical management systems,
- f. production plans covering tonnage and/or volume,
- g. quality or grade,
- h. cut-off grade,
- i. stripping ratio,
- j. mining recovery, remaining mine life, and/or equipment types, quantities, and capacities.

In the execution of mineral mining activities, particularly tin ore, certain processes include land clearing, handling topsoil, rock breakage, overburden removal, removal of mud materials, outpit overburden dumping, in-pit overburden dumping, mud material stacking, mineral and coal excavation, mining slopes, final mining slopes, water management, mineral and coal stockpiling, mining roads.

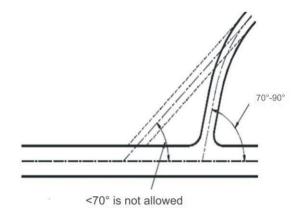


Figure 1: Illustration at the fork in the Mining Road

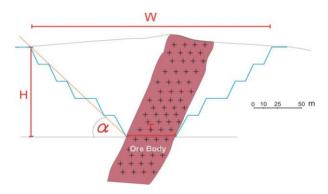


Figure 2: Illustration of Mineral Open Pit Mine

Following the mining process, IUP holders are responsible for post-mining technical management. IUP Production Operation holders are required to prepare a post-mining plan that aligns with approved feasibility study documents and post-mining documents.[17] During the implementation of post-mining technical management for surface mining, mining engineers determine the geometry and dimensions of final mining slopes and overburden based on technical studies. In cases where abandoned mining holes exist, efforts to ensure the stability of pit walls are made. Additionally, actions are taken to secure these abandoned mining holes. In this context, these practices reflect proper and sound mining governance, aiming to mitigate the environmental impacts that may arise.

Mining Operation Production IUP holders are obligated to manage mining-related environmental aspects in accordance with environmental impact documents. The objective is to prevent and mitigate environmental pollution and damage. When clearing land for mining, IUP Production Operation holders follow a sequence of activities, including identifying types of vegetation, clearing vegetation, and stripping and managing the topsoil layer of the rooting zone. They also prepare environmental management facilities, including drainage channels, sedimentation ponds, and other erosion control measures.

In their mining activities, IUP Production Operation holders consider safe distances from residential buildings, public facilities, historical sites, cultural preserves, public water bodies, agricultural land, and plantations, in accordance with legal provisions. Regarding the backfilling of overburden, IUP Production Operation holders prioritize the refilling of former mining holes while considering aspects of mineral and coal conservation. They carry out overburden backfilling based on geotechnical studies, geochemical analysis of overburden, and hydrology, which includes erosion and sedimentation control. IUP Production Operation holders perform overburden backfilling outside former mining areas by safe distance assessments from residential buildings, public facilities, public water bodies, agricultural land, and plantations, as stipulated by legal regulations. Before overburden backfilling in a designated area, specific steps are implemented, such as vegetation clearing, topsoil stripping, and managing the topsoil layer of the rooting zone.

Management of surface runoff, mine water, and acid mine water is conducted effectively to prevent potential environmental pollution and damage. Before releasing mine water into public water bodies, it must meet environmental quality standards as prescribed by relevant legal regulations. This comprehensive approach demonstrates a commitment to maintaining and improving environmental quality throughout mining operations.

3.2 Analysis of Illegal Mining under the Law

In many cases related to unauthorized mining, there is often a failure to adhere to proper mining governance, as previously described. Even the reclamation efforts made by holders of IUPs are sometimes considered suboptimal in terms of achieving responsible environmental management. This issue is especially prevalent in illegal mining, particularly in the case of tin ore, which occurs without the required permits and in violation of the applicable laws and regulations.

Illegal mining occurs due to factors such as a lack of knowledge among miners regarding the existing regulations, or a simple disregard for the rules in place.[18] In today's technological era, it is unlikely that miners are unaware of these regulations. Additionally, economic necessity, the opportunity to generate income, or a lack of alternative employment opportunities may be factors that influence this behavior. As a result, miners disregard regulations concerning proper mining governance and permitting procedures.

The actions of illegal miners who disregard these regulations are often exploited by certain parties seeking personal gain. The tin ore extracted by these illegal miners is sometimes handed over to individuals or entities that do not possess the required IUP. As outlined in Article 34 of Law No. 03 of 2023 amending Law No. 4 of 2009 on Mineral and Coal Mining, mining activities are categorized into mineral and coal mining. Article 35 further explains that mining activities can be conducted in the form of IUP, IPR, and IUPK. Mining permits (IUP) are issued to businesses, cooperatives, and individuals based on Article 38 of Law No. 03 of 2020.[19]

IUP Operation Production must include essential information, including the company's name, the area's size, mining and processing locations, transportation and sales, investment capital, the IUP's validity period, phase timelines, land issue resolution, environmental aspects including reclamation and post-mining efforts, reclamation and post-mining guarantee funds, IUP extensions, rights and obligations of IUP holders, community development and empowerment plans in the mining area, taxation, non-tax state revenue consisting of fixed fees and production fees, dispute resolution, occupational safety and health, mineral or coal conservation, the use of domestic goods, services, and technology, the application of sound mining economic and technical principles, Indonesian labor development, mineral or coal data management, and the mastery, development, and application of mineral or coal mining technology.

Pursuant to Articles 90, 91, 92, 94 of Law No. 03 of 2020, any IUP holder has the right to conduct part or all stages of mining activities, including exploration and operational production. After complying with legal regulations, IUP holders may utilize public infrastructure and facilities for mining purposes. IUP holders have the right to own minerals, including by-products, produced when they have paid exploration or production fees, except for radioactive by-products. The law guarantees IUP holders the right to conduct mining activities in compliance with relevant legal regulations. The obligations of IUP holders are outlined in Articles 95 to 105 of Law No. 03 of 2020. IUP holders are required to adhere to sound mining principles and proper techniques, manage finances in accordance with the Indonesian accounting system, add value to mineral resources, implement community development and empowerment in the local area, and adhere to environmental carrying capacity limits.

In the application of good mining practices, the holders of an IUP (Mining Business License) are required to adhere to regulations related to mining safety and occupational health, mining operation safety, mining environment management and monitoring, including reclamation and post-mining activities, mineral resource conservation, and management of mining waste in solid, liquid, or gaseous forms until they meet the environmental quality standards before being released into the environment. The holders of IUP must ensure the application of environmental standards and quality that align with the characteristics of a specific area. They are also obligated to maintain the functionality and carrying capacity of the relevant water resources in accordance with the prevailing regulations.

Reclamation plans and post-mining plans must be submitted when applying for an IUP for production operations. The execution of reclamation and post-mining activities should align with the purpose of the post-mining land. During reclamation activities, IUP holders are required to establish reclamation and post-mining guarantee funds. Furthermore, IUP holders are obligated to enhance the value of mineral resources through mining, processing, refining, and utilization. They are required to perform processing and refining of mined products within the country. For processing and refining, IUP holders for production operations, as outlined in Article 103, may collaborate with businesses, cooperatives, or individuals who have obtained IUPs. IUP holders are prohibited from processing and refining products from mining activities that do not have IUP, IPR, or IUPK permits.

Based on the elaboration provided above, the author suggests that individuals, entities, or companies that neglect the regulations stipulated in the Mineral and Coal Mining Law should face criminal sanctions for exploiting opportunities that prioritize their personal interests or those of specific groups. This is in accordance with Law No. 03 of 2020, Article 161, which

states that "Any individual or holder of an IUP for production operations who collects, utilizes, processes, refines, transports, or sells minerals and coal not covered by the IUP, IUPK, or permits as referred to in Article 37, Article 40 paragraph (3), Article 43 paragraph (2), Article 48, Article 67 paragraph (1), Article 74 paragraph (1), Article 81 paragraph (2), Article 103 paragraph (2), Article 104 paragraph (3), or Article 105 paragraph (1), shall be subject to imprisonment for up to 10 years and a fine of up to IDR 10,000,000.000 (ten billion Rupiah)."

Illegal mining activities carried out in unauthorized areas by irresponsible individuals differ from artisanal mining due to the absence of permits from local authorities and a lack of proper mining procedures. Illegal mining can potentially harm the environment and local communities due to non-compliance with established mining procedures. Additionally, illegal mining can harm the state by potentially depriving it of revenue, both at the central and local levels. Enforcing criminal law against the illegal mining of nickel ore without permits is an effort to establish law and order through penal means. The use of penal means is intended to impose criminal penalties on those involved in illegal mining activities in forest areas without permits, as stipulated in Articles 158, 159, and 160a of the Mineral and Coal Mining Law.[20] Criminal law, as defined by Sudarto, is law that meets specific criteria and has consequences that involve criminal offenses. Criminal penalties include actions against the law (actus reus), criminal responsibility (mens rea), and sanctions such as penalties or treatments.[21]

To achieve alignment between sentencing objectives and the imposition of criminal penalties for mineral mining in unauthorized areas, sentencing objectives should prioritize human welfare and environmental conservation through the theory of relativity. As an embodiment of this theory, a panel of judges may impose additional criminal penalties, such as confiscation of profits obtained from criminal acts or the obligation to pay costs incurred as a means of rehabilitating the offender. This ensures that criminal fines serve as a substantial contribution to environmental restoration.

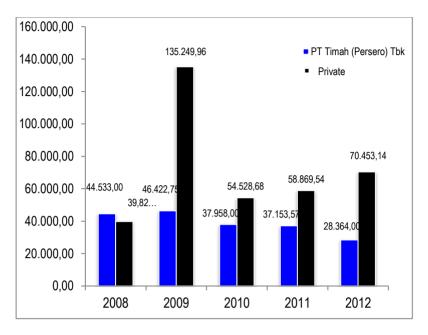


Fig 3. Land area under the Mining Business License (IUP) of PT. Timah

Based on production data from the Directorate General of Mineral and Coal of the Republic of Indonesia, it can be observed that the land area under the Mining Business License (IUP) of PT. Timah is larger (328,821 hectares) than the private IUPs (including small-scale mining or "kobatin") (48,000 hectares). However, the production obtained from private IUPs is greater than that of PT. Timah. Based on this production data, it is indicated that illegal mining activities are taking place within PT. Timah's IUP area, and the production is being transferred to individuals or entities that are not the actual IUP holders. Therefore, mining service providers who are IUP holders should be required to use local and/or national mining service companies. IUP holders may use other mining service companies with legal entities in Indonesia if there are no local or national mining service providers available. In cases where IUP holders. Mining service providers, the responsibility for mining operations remains with the IUP holders. Mining service providers can be business entities, cooperatives, or individuals based on classifications and qualifications determined by the Minister. Mining service providers are required to prioritize local contractors and labor. Thus, in this context, strong law enforcement efforts are needed to address illegal mining activities.

4 Conclusion

In the mineral mining process, it is crucial to adhere to proper mining principles, understand mining safety and occupational health regulations, comprehend operational safety in mining, and conduct mining operations optimally in accordance with established guidelines. This approach ensures that during the reclamation and post-mining processes, there will be no repeated mining activities resulting from previous suboptimal operations. Achieving proper and responsible environmental management aligns with the principles of sustainable development. It is essential to establish a Working Area (WUP) through government coordination with local authorities. Illegal mining activities carried out by irresponsible individuals, different from artisanal mining, are a significant concern due to the absence of local permits and proper mining procedures. Such activities can have adverse impacts on the environment and local communities due to non-compliance with established mining procedures. Therefore, strong criminal law enforcement efforts are required to address illegal mining activities. This includes applying penal means to bring individuals involved in illegal nickel ore mining without permits to justice. Legal penalties can serve as a deterrent to prevent such illegal activities, and they contribute to the realization of lawful and environmentally sustainable mining practices as outlined in Article 158, Article 159, and Article 160a of the Mineral and Coal Mining Law.

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