

Mining Legal Politics in Implementing Community Development and Empowerment Obligations

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Abstract

The mining industry in Indonesia plays an important role in economic development, but often hurts communities around mining areas. This study aims to analyze the direction of mining legal politics in Indonesia in implementing Community Development and Empowerment (PPM) obligations, identify the main obstacles mining companies face in implementing the program according to regulations, and evaluate its impact on the welfare of communities around the mining area. The methodology of this research is normative juridical with a qualitative approach. This research relies on literature studies, namely by analyzing relevant laws and regulations, and literature to understand the role of legal politics in implementing PPM. The findings show that implementing PPM in Indonesia still faces various structural obstacles, such as weak supervision, overlapping authority between the central and regional governments, and a lack of community participation in the planning and implementation of PPM programs. In addition, the direction of mining legal politics tends to prioritize companies' economic interests without optimally considering the community's social needs. Mining legal politics in Indonesia need to be directed to accommodate social interests and justice for communities around mining areas. More inclusive policy reformulation and strengthening of supervisory mechanisms are required to ensure that the implementation of PPM has a positive and sustainable impact on the community.

Key words: community development and empowerment (PPM), mining legal politics, normative juridical approach, regulatory implementation challenges, social justice in mining policy

1. INTRODUCTION

Mining is one of Indonesia's economic pillars. Coal commodities under the mineral and energy mining subsector are significant in the international economy; they contribute to gross domestic product (GDP), but are more than that. Behind the figures, confusion leaves mining activities. These problems go beyond just economic concerns; there are numerous social and environmental issues, especially for the surrounding communities around the mining areas.

To counter these problems, the Indonesian government mandates mining companies to develop and empower communities under the programs of the Community Development and Empowerment Program (PPM). The putative legal instruments that regulate the obligation are Law Number 3 of 2020 on Mineral and Coal Mining and Decree of the Minister of Energy and Mineral Resources No. 1824 K / 30 / MEM / 2018. The PPM program is expected to become a strategic instrument in improving the local community and building harmonious relationships between companies and communities. Notwithstanding the challenges of censorship in various regions, PPM has serious challenges like weak supervision, overlapping authority between central and regional governments, and low community participation in program formulation.

The very fact that this phenomenon exists reflects contrasting interests: the economic growth of companies as opposed to social responsibilities that should be preserved. Mining regulations in Indonesia remain pro-economic and investment at the expense of full integration of social and environmental sustainability. Here, implementation of a legal-political approach is needed to ascertain to what extent the direction of national mining policy ensures the protection of community rights and environmental sustainability fairly and sustainably.

Although various studies have discussed the implementation of the Community Development and Empowerment Program (PPM) by mining companies in Indonesia, most still focus on the technical aspects of implementation without examining the direction of its legal politics in depth. In addition,

studies that raise the lack of synchronization between central and regional regulations generally do not explicitly link it to the dynamics of legal politics that influence the effectiveness of PPM implementation. Other studies show that the social impact of PPM on community welfare is still limited but has not been comprehensively analyzed within the framework of existing legal policies and governance structures. On the other hand, an evaluative approach that considers the principles of inclusiveness, justice, and sustainability in mining legal politics is still rare, so research is needed to fill this gap holistically and critically.

Based on the background and research gaps that have been described, this study aims to analyze the direction of mining legal politics in Indonesia in implementing Community Development and Empowerment (PPM) obligations, identify the main obstacles faced by mining companies in implementing the program according to regulations, and evaluate its impact on the welfare of communities around the mining area. The novelty of this study lies in its holistic approach, by integrates normative analysis of the regulatory framework with empirical findings in the field. This study also presents a critical approach to the mismatch between normative objectives and implementation practices and explores the role of legal and non-legal actors in the process. This study's results are expected to contribute significantly to formulating the direction of mining legal politics that are more inclusive, socially just, and sustainable for affected communities.

In discussing the legal mining policy related to implementing community development and empowerment (PPM) obligations, a theoretical foundation is needed to explain the relationship between legal policy, social justice values, and sustainable development goals. These three dimensions cannot be separated because legal policy in the mining sector is not merely a technical, administrative rule but a reflection of the state's will in regulating, directing, and controlling natural resources for the benefit of the people. Therefore, this paper uses three theories as an analytical framework: Legal Political Theory is used to understand how PPM policy results from the construction of power and the ideological direction of the state in the mining sector. Progressive Legal Theory is used to criticize the implementation of PPM, which does not fully reflect substantive justice for local communities, and to encourage a legal approach that is bold, contextual, and pro-community. Meanwhile, the sustainable development theory is the basis for assessing whether implementing PPM has achieved a balance between economic growth, environmental sustainability, and social justice in the long term. These three theories will synergistically provide a comprehensive framework for analyzing the direction of mining legal policy in Indonesia, especially in implementing corporate social responsibility through community development and empowerment programs.

3. METHOD

This study aims to examine and analyze the legal policy of mining in the implementation of the obligation of Community Development and Empowerment (PPM) based on the provisions of applicable laws and regulations, especially Law No. 4 of 2009, Law No. 3 of 2020, and Regulation of the Minister of Energy and Mineral Resources No. 25 of 2018. The approach used is a normative legal approach, which focuses on binding written legal norms. A normative legal approach is an approach to law as a written norm that is prescriptive and binding. In addition, this study also adopts a descriptive-analytical qualitative approach, without using quantitative data, but aims to understand and interpret legal norms and state policies in depth through the literature study method.

The data sources in this study include three types of legal materials. First, primary legal materials, namely laws and regulations that are directly related to the obligation of PPM, such as Law No. 4 of 2009 concerning Mineral and Coal Mining, Law No. 3 of 2020 as an amendment to Law No. 4 of 2009, and Regulation of the Minister of Energy and Mineral Resources No. 25 of 2018 concerning the Implementation of PPM. Second, secondary legal materials, namely legal literature, books, scientific journal articles, theses, dissertations, and research reports related to legal politics, mining law, corporate social responsibility (CSR), and sustainable development. Third, tertiary legal materials include legal dictionaries, legal encyclopedias, and relevant legal writing guidelines.

The data collection technique is carried out through the library research method, namely data collection through reading and reviewing legal literature, official documents, laws and regulations, and scientific

works relevant to the object of study. This technique allows researchers to understand the development of rules and practices for implementing PPM in the mining sector. Furthermore, the data obtained were analyzed using qualitative analysis methods, namely by reviewing the contents of legal documents and scientific literature in depth to understand the legal substance and policies in implementing PPM obligations. This analysis technique is non-statistical and relies on logic and systematic legal arguments.

4. RESULTS AND DISCUSSION

4.1 Direction of Mining Legal Politics in the Implementation of Community Development and Empowerment (PPM) Obligations

Mining legal politics in Indonesia reflect complex and ever-evolving dynamics, along with changes in the national development paradigm that place social justice and environmental sustainability as an integral part of natural resource governance. Since the enactment of Law Number 4 of 2009 concerning Mineral and Coal Mining, which was later updated through Law Number 3 of 2020, the direction of Indonesian mining legal politics has increasingly emphasized the need for social responsibility from mining companies through Community Development and Empowerment (PPM) obligations as part of legal obligations and corporate ethics as one of the important aspects that must be implemented by Mining Business Permit (IUP) holders. Legal politics is the direction or basic policy of the state in forming and enforcing laws to achieve state goals. Legal politics is a process to determine the direction, form, and content of the desired law to achieve state goals, namely justice and welfare. In the mining context, legal policy is directed so that the extractive industry benefits investors and provides social benefits to local communities. This means that mining regulations are not only intended to create legal certainty for investors but must also ensure social benefits for local communities. Thus, the state uses the law as a social engineering tool that encourages the redistribution of benefits from exploiting natural resources so that they are not unequal and exploitative.

The obligation to develop and empower communities (PPM) in the mining sector emerged as a concrete form of the state's efforts to uphold distributive justice. Companies carrying out mining activities are required to prepare a PPM Master Plan (RI PPM) as regulated in the Regulation of the Minister of Energy and Mineral Resources Number 25 of 2018 by referring to the RPJMD and based on the results of identifying the real needs of the community around the mine. This is a manifestation of the principles of good governance, namely participation, transparency, and accountability in the management of natural resources. This policy direction aligns with the thinking of Philippe Nonet and Philip Selznick, who stated that "responsive law is a law that is open to public participation and aims for substantive justice, not merely procedural."

In the context of mining, responsive law requires the state to ensure that the economic benefits of resource extraction are enjoyed by the state and corporations and felt by the community around the mining area. In this framework, implementing PPM reflects a responsive law because it accommodates local community participation and encourages substantive justice in extractive industry practices.

Furthermore, the obligation of PPM is also in line with the theory of Corporate Social Responsibility (CSR) put forward by Archie B. Carroll, who formulated the pyramid of corporate social responsibility: economic, legal, ethical, and philanthropic responsibility. Carroll emphasized that "the company's legal responsibility is the main obligation after making a profit, and ethical and philanthropic obligations manifest the values expected by society."

Companies must comply with the law as a basic framework for their social responsibility, but must also pay attention to the moral and ethical values that develop in society. This idea is reinforced by Carne et al. (2014) in the shared value approach, which states that: "Creating shared value involves creating economic value in a way that also creates value for society by addressing its needs and challenges."

In this context, local communities are the main stakeholders in the mining industry and need to be actively involved in the planning and implementation of empowerment programs. Thus, implementing PPM is not just an administrative obligation but a long-term development strategy mutually beneficial between the company and the community.

From the perspective of development, Amartya Sen, Nobel Prize winner in Economics, in his book *Development as Freedom*, stated that "Freedom is not only the ultimate goal of development, it is also

the primary means of development" where development does not only mean economic growth but also expanding the ability of individuals and communities to live the life they choose. Thus, implementing PPM that is right on target, participatory, and sustainable is an important part of the strategy to free society from dependency, social inequality, and structural poverty that often accompany the extractive industry.

Law should not be used only to serve power, but must be a tool to realize substantive justice in society, where the law must be a tool for liberation and social enlightenment, not just a tool of power. With this background, the direction of mining law policy in implementing PPM obligations must be placed as part of a grand strategy for social, economic, and environmental transformation. It is not merely a technocratic regulation but rather a state commitment to ensuring that natural resource management not only favours the economic elite but truly reaches the grassroots as the legitimate owners of these resources.

Furthermore, Joseph E. Stiglitz, a Nobel Prize-winning economist, emphasized that "non-inclusive natural resource management will only deepen inequality and social conflict." Therefore, implementing PPM must also be seen as a means of conflict prevention and a strategy to strengthen the company's social legitimacy (social license to operate).

The direction of mining law policy must also reflect a commitment to sustainable development goals (SDGs), especially Goal 1 (eradicating poverty), Goal 8 (decent work and economic growth), and Goal 16 (peace, justice, and strong institutions). This aligns with Kotler and Lee's statement that CSR, including the PPM program, is "a company's commitment to improving community welfare through ethical business practices and voluntary contributions to sustainable development."

From the national law perspective, strengthening the direction of legal politics in the implementation of PPM is also driven by the view that law must function as an instrument of social engineering (law as a tool of social engineering), as stated by Roscoe Pound, who stated that "law should be a tool to create a harmonious and just social order."

In conclusion, the direction of mining legal politics in implementing PPM is a progressive step towards fair, sustainable, and people-oriented natural resource governance. The success of this direction is highly dependent on the synergy between the state, companies, and the community, as well as the need to strengthen legal institutions and adequate supervision in the field.

4.2 Obstacles to the Implementation of PPM Obligations by Mining Companies

In the framework of sustainable development, mining companies have responsibilities that are not only economic but also social and environmental. Through legal provisions stipulated in Law Number 3 of 2020 and ESDM Regulation Number 25 of 2018, implementing the Community Development and Empowerment (PPM) program is one of the obligations that must be carried out by every holder of a Mining Business Permit (IUP). This obligation aims to create synergy between extractive industry activities and improve the quality of life of communities around the mine fairly and sustainably. However, implementing PPM obligations in the field does not always follow the mandate of the regulations. Various structural, normative, and cultural obstacles often emerge in its implementation, indicating a gap between legal norms and empirical reality. This section describes in more detail some of the main obstacles mining companies face in implementing the PPM program.

Although the regulatory framework has been comprehensively prepared through Law Number 3 of 2020 and Regulation of the Minister of Energy and Mineral Resources Number 25 of 2018, implementing Community Development and Empowerment (PPM) obligations by mining companies in various regions still faces several structural and cultural challenges. This obstacle indicates that the ideal expectations of the law are still far from the empirical reality of implementation in the field.

First, the limited coordination and synchronization between companies and local governments is a fundamental problem that causes a mismatch between PPM programs and local development priorities. Many companies prepare PPM programs based on a sectoral approach without referring to the Regional Medium-Term Development Plan (RPJMD). This causes the programs that are run to be incidental and not integrated into the regional development planning system. Umar's dissertation at the University of Indonesia says, "Differences in development vision between local governments and mining companies cause the implementation of PPM to be out of sync with the real needs of the community."

Second, the community's minimal participation in PPM's planning and implementation process makes these programs tend to be elitist and non-contextual. The top-down planning model is still a common practice, resulting in activities that do not significantly impact community welfare. As stated by R. Fitriani, "PPM programs are often run as administrative formalities, without real community involvement, so that they are only symbolic."

The same thing was expressed by Tambunan, who assessed the weak effectiveness of the implementation of ESDM Regulation No. 25 of 2018 was caused by weak supervision and low company commitment where "The lack of supervision by local governments and low company awareness of the long-term value of social development often hampers the implementation of PPM programs."

Third, the lack of internal company capacity, especially in the external or CSR division, in understanding the substance of the regulation is a latent obstacle. Many companies only emphasize the administrative compliance aspect rather than the strategic approach in implementing PPM. Widjaja highlighted, "Most companies do not have a special unit that understands the sociological and legal aspects of community development, so that the implementation of PPM tends to be mechanistic and lacks innovation."

Fourth, there are also problems with supervision and evaluation by technical agencies at the central and regional levels. The absence of measurable success indicators and an effective monitoring system means that implementing the PPM program cannot be evaluated objectively. As noted by Sutedi, "The absence of a strong monitoring mechanism means that the company's legal obligations in implementing PPM often do not touch the root of social problems in mining communities."

Fifth, the power imbalance between companies and local communities, especially in areas with low legal literacy, causes the relationship between companies and communities to become unequal and potentially conflictual. In this context, Franz Magnis-Suseno reminds us that development that does not involve communities in a dignified manner risks becoming veiled oppression, where "Development without participation is a new form of structural violence."

Sixth, obstacles also arise in the form of legal uncertainty and overlapping authority between institutions, central and regional governments, and sectoral agencies. Kusumaatmadja, in his thoughts on development law, states, "Law must be a means that can bridge plural interests in society, not be confused due to discontinuity between regulations."

Thus, the obstacles in implementing PPM obligations indicate a structural and functional gap between regulation and implementation. To overcome this, efforts are needed to reorganize the implementation strategy to be more participatory, increase institutional capacity, and strengthen the monitoring mechanism based on sustainable development performance indicators.

The various obstacles described above show that implementing PPM obligations by mining companies is not only a matter of compliance with regulations but also concerns issues of governance, institutional capacity, and social relations between corporations, the state, and society. Therefore, a multidimensional approach is needed to overcome this problem, namely by encouraging the transformation of the role of the state as an active and responsive regulator, increasing the company's internal capacity to design programs based on the real needs of the community, and strengthening the capacity of the community to demand and protect their rights constructively.

Without a comprehensive overhaul of the PPM planning, implementation, and monitoring system, the legal obligation is at risk of being reduced to mere administrative formalities, which cannot bring about structural changes in the welfare of communities around the mine. Therefore, in the context of national legal development, implementing PPM must be positioned as a morally and legally binding social contract to ensure social justice and community protection from the negative impacts of the mining industry.

4.3 Impact of Implementation of PPM Policy on the Welfare of Communities Around Mines

The mining sector in Indonesia plays an important role in supporting national economic growth. However, the social impact of mining activities on communities around mines often causes debate, especially regarding the distribution of benefits and social burdens. Therefore, the Community Development and Empowerment (PPM) policy is presented as a legal and social instrument that aims to ensure that extractive activities not only benefit the state and investors but also improve the welfare of local communities in a real and sustainable manner.

This policy contains dimensions of corporate social responsibility (CSR). It reflects the direction of pro-people legal politics, as mandated in Law Number 4 of 2009 and its amendments in Law Number 3 of 2020. In this case, PPM is a concrete manifestation of inclusive development that emphasizes economic growth and social justice.

The Community Development and Empowerment (PPM) policy in the mining sector is a concrete form of transforming the national development paradigm that places the community as the primary development subject. In this context, the implementation of PPM is directed at improving the quality of life of communities around mining areas, creating social justice, and ensuring the sustainability of local development. This policy's objectives align with the principle of distributive justice as stated by John Rawls: "A just public policy is a policy that benefits those who are least fortunate in society, provided that this position can provide the greatest benefit to all."

Implementing the PPM policy has shown great potential in improving community welfare, especially regarding access to education, health, and basic infrastructure, and strengthening the local economy. For example, a study conducted by Sutarto emphasized that "The success of PPM is highly dependent on the sustainability of the program, active community participation, and the extent to which the company involves the local community in the planning process to evaluation." Furthermore, Putra and Santosa in their research emphasized the importance of collaboration between companies, local governments, and local communities in realizing the PPM program, which has an impact that "PPM is not just a philanthropic program, but a social instrument that strengthens the relationship between the company and the community, as well as a conflict mitigation strategy."

In the case study of PT Bukit Asam in South Sumatra, the PPM program has succeeded in reducing local unemployment by 12% in a period of five years through job skills training and MSME development. This shows that implementing a PPM that is right on target will not only raise the standard of living of the community but also strengthen the local economic structure. Another important aspect of the influence of PPM policy is social legitimacy (social license to operate). This social legitimacy is a prerequisite for the long-term success of mining operations. Community acceptance of the company is highly dependent on reciprocal relationships built through dialogue, transparency, and fair distribution of benefits.

If the community feels actively involved in the PPM program's planning and supervision, then social resistance to the company will decrease. This strengthens the informal social contract between the company and the community. Legitimacy is the perception that an entity's actions are something that is desired, appropriate, and consistent with the system of values, norms, and social beliefs.

However, there are still challenges in objectively measuring the impact of PPM implementation on community welfare. This is often caused by the lack of measurable evaluation indicators, minimal community involvement in the decision-making process, and companies' dominance of top-down approaches. Therefore, a transparent and accountable monitoring and evaluation system, multi-stakeholder participation, and integration of PPM programs into regional development planning are needed. Community empowerment cannot be achieved simply by distributing resources, but by building the capacity of communities to manage themselves independently and sustainably.

Thus, implementing the PPM policy significantly improves the welfare of communities around mining areas as long as it is implemented transparently, participatively, and sustainably. Programs that are only symbolic or short-term charitable approaches will not be able to address the structural problems faced by the community. Therefore, the direction of PPM implementation must align with sustainable development and social justice principles.

The success of PPM is not only an indicator of corporate social responsibility but also a reflection of national legal policies that side with the people. Therefore, improving governance, strengthening regulations, and community participation in the planning and supervision process are absolute requirements for the effectiveness of this policy in realizing equitable and sustainable welfare. Overall, implementing the PPM policy has strategic potential to encourage the welfare of communities around mining areas. When implemented in a participatory, sustainable manner and by the principles of social justice, PPM can be an important instrument to bridge the interests of corporations and communities. PPM can become a central pillar of inclusive and sustainable local development with a strengthened legal framework, good governance, and adequate supervision.

5. CONCLUSION

The transformation of mining legal policy in Indonesia has moved in a more responsive and inclusive direction. This is reflected in the provisions of Law Number 4 of 2009, which was revised through Law Number 3 of 2020, as well as the Regulation of the Minister of Energy and Mineral Resources Number 25 of 2018. These regulations emphasize the obligation of mining business actors to implement Community Development and Empowerment (PPM) programs as a form of planned, measurable, and sustainable social responsibility. This policy direction demonstrates the government's effort to make the law an instrument of social justice and sustainable development in the mining sector.

However, the implementation of PPM in the field still faces various challenges. These include a lack of coordination between companies and local governments, limited community participation in program planning, and weak internal company capacity to understand and implement the applicable regulations. In addition, poor supervision and the suboptimal integration of PPM programs with regional development planning also present serious challenges that hinder program effectiveness. As a result, many PPM programs have not had a significant impact on improving community welfare.

Yet, the PPM policy holds great potential for promoting community welfare, particularly in mining areas. When designed and implemented in a participatory manner, PPM programs can provide access to education, healthcare, and local economic empowerment. However, the success of these programs largely depends on the company's commitment, effective coordination with stakeholders, and program sustainability. With the right approach, the implementation of PPM can reduce social disparities and enhance the quality of life for communities in mining areas.

Suggestions

To address the challenges and maximize the potential of Community Development and Empowerment (PPM) programs, the government is encouraged to strengthen the existing regulatory framework by developing more detailed technical guidelines and implementing a stricter monitoring system. This effort is intended to ensure that the implementation of PPM goes beyond mere administrative compliance and becomes a genuine instrument for achieving fundamental social transformation in mining areas.

Mining companies are also expected to enhance their internal capacity in planning and executing PPM initiatives. Strengthening human resources, increasing awareness of regulatory obligations, and improving program design are crucial steps in this regard. Furthermore, building strategic partnerships with non-governmental organizations, academic institutions, and respected local community leaders can significantly improve the program's effectiveness and strengthen the company's social license to operate.

A participatory mechanism is essential in both the planning and evaluation stages of PPM programs. Actively involving the community not only improves the relevance of the initiatives but also builds trust and a sense of ownership among beneficiaries. Transparency in the implementation process is equally important to reinforce public confidence in the company's commitment to sustainable development.

Finally, greater integration between corporate PPM programs and the Regional Medium-Term Development Plan (RPJMD) is necessary to maximize the impact of community empowerment efforts. Aligning corporate social responsibility with regional development goals ensures that programs are more responsive to local needs and contribute meaningfully to long-term development priorities.

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