

EFFECTIVENESS OF ENFORCEMENT OF ADMINISTRATIVE SANCTIONS ON TENANTS IN THE INDUSTRIAL AREA AFTER REGULATION CHANGES

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Abstract

Enforcing environmental law in industrial areas is an important tool for preventing pollution and environmental damage from industrial activity. However, changes in regulations post-implementation, Constitution Number 6 of 2023 concerning Job Creation, and Government Number 22 of 2021 raise issues regarding the distribution of authority for supervising and implementing administrative sanctions against area tenants in the industry. Research this aim: analyse the authority manager area industry in a supervision environment, and evaluate the effectiveness of enforcement sanctions against area tenants in the industry. Research: This use-method study law normative with legislative, conceptual, and empirical (socio-legal) approaches. Research results show that the manager area industry basically has no independent authority for administrative sanctions. Because authority is authority, the public is only owned by the state administration. Conditions: This leads to a lack of authority and uncertainty in the practice supervision environment. In addition, the effectiveness of enforcement law is influenced by multiple interpretations of authority between government and managers, inconsistent enforcement mechanisms, limited supervisory capacity, lack of coordination between agencies and managers, and supervisory mechanisms that are not operating optimally. Therefore, it is necessary to clarify the distribution of regulatory authority and strengthen environmental supervision mechanisms to enhance the effectiveness of law enforcement in the industrial sector.

Keywords: Area Industry; Change Regulations; Administrative Sanctions; Supervisory Environment.

INTRODUCTION

A healthy environment and a quality of life are fundamental rights of every Indonesian citizen. The decline in environmental quality threatens the continuity of human life and the lives of other creatures, so it requires systematic, consistent, and sustainable efforts to protect and manage the environment (Philipus M. Hadjon, 2016). In context, the country has an obligation to develop policies and tools to ensure the effective implementation of environmental protection. The right to a good and healthy environment has, in a sense, been

recognised as a constitutional right under Article 28H (1) of the 1945 Constitution of the Republic of Indonesia.

The government's policy, through various Regulations and Legislation in environmental protection, aims to protect all natural resources in Indonesia. However, the problem environment life persists, one of which is caused by weaknesses in the system arrangement, laws, and supervision in the implementation of protection, as well as in the management of environment life (Arvin Asta Nugraha et al., 2021). The conditions indicate that the regulations



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* Received: 16 February 2026, Received in revised form: 22 Mei 2026, Accepted: 1 Juny 2026

Doi: 10.3376/jch.v11i2.1253

governing existence are not yet fully implemented, with no effective implementation in the field. In normative (das sollen) terms, the legal environment in Indonesia seeks effective supervision, certainty of authority, and law-enforcement-capable administration to prevent pollution and environmental damage. However, in practice (das sein), implementation supervision and enforcement law administration still face various constraints, including institutional constraints, coordination issues, and implementation regulations in the field.

Protection and management of the environment: life covers efforts integrated to maintain the environment's function while preventing pollution and/or damage (Soerjono Soekanto, 1986). One of the important instruments in this effort is the supervision of the functioning environment. To ensure compliance, the perpetrator business is obligated to manage the environment as listed in the permission environment and enforcement law, including sanctions and administrative services for violations/non-compliance by the perpetrator business.

Enforcement law can be carried out in 3 forms: law administration, law criminal, and law civil (M. Danusaputro, 1985). Among the third instruments, enforcement law administration was viewed as strategic because prevention-oriented pollution and environmental damage before causing greater impact (Syahrul Machmud, 2024). Enforcement law administration is not carried out solely by judicial institutions, such as the State Administrative Court, but also by executive institutions through relevant agencies, namely at the central level (Ministry of Environment) and at the

regional level (provinces and district/city governments). In this context, administrative sanctions become an important instrument for stopping violations and restoring compliance with business-to-provision environmental requirements for a livable environment.

Arrangement regarding supervision and administrative sanctions in the protection and management of the environment, previously arranged in Constitution Number 32 of 2009 concerning Protection and Management of the Environment. Regulation gives authority to the central government, provinces, and governments at the district/city level to supervise in accordance with their respective authorities, including the appointment of an Official Supervisor of the Environment as the implementer of supervision and the implementation of administrative sanctions. Settings that basically have form distribution, clear and structured authority. However, the regulation is assessed as insufficient to adapt to the dynamics of the investment and development system for modern business licensing.

The protection and management environment in Indonesia is experiencing significant change since the publication of Government Regulation Number 22 of 2021, as part of the implementation of Law No. 11 of 2020 concerning Job Creation. Under the Job Creation Law, the government is working to streamline the regulatory system and licensing processes to expedite licensing and encourage large-scale investment (Siallagan, 2016). The licensing mechanism being tried in Indonesia is undergoing changes that are shifting the paradigm from a license-

based to a risk-based approach through the implementation of the Online Single Submission Risk-Based Approach (OSS-RBA) system. This matter affects derivative regulatory legislation to protect the system and manage the environment and life, especially regarding licensing, supervision, and enforcement law administration.

PP 22 of 2021 brings fundamental change through the mechanisms of licensing, supervision, and enforcement law. Instruments licensing environment replaced by agreement licensing environment, based on risk (OSS-RBA), while the mechanism sanctions administrative expanded and clarified, including reprimand written, coercion government, freezing agreement environment, revocation agreement environment, and fines administrative. In the industry, the management area is given more roles, big, to ensure tenant compliance with the fulfilment of the standard quality environment and obligations management environment.

However, changes in regulations create various implementation problems. Changes in structure, authority, supervision, and enforcement law administration raise the potential for disharmony, regulatory gaps, multiple interpretations of authority, and inconsistent implementation and supervision between the central government and the management area industry. Conditions: This impacts the not-yet-optimally effective supervision and implementation of administrative sanctions against area tenants in the industry that violate environmental laws.

Problems arise when the law becomes more complex, and managers in

the industry are not provided with sufficient answers to ensure tenant compliance with obligations in the management environment. On one side, the manager area is responsible for answering to the quality environment area industry, including controlling waste from area tenants. However, the manager of the industry No is a state administrative official or government organ that has the authority to impose administrative sanctions (Philipus M. Hadjon, 2010). Conditions that cause a contradiction in the law administration environment, particularly regarding the legitimacy of authority, the limits of responsibility, and the certainty of law in the implementation supervision of area tenants and industry.

Phenomenon: the existence gap between the sun, as an ideal norm in the law-administration environment, and the signal, as reality in the field (Hans Kelsen, 1945). Ambiguity in the distribution of authority and weakness in coordination between institutions make the implementation of supervision and enforcement of administrative law ineffective. In fact, the area has significant pollution potential because it has become a centre of various business and industrial activities. Even in the implementation of OSS-RBA, there is still a difference in understanding of the obligation environment, both by the supervisory authority and the perpetrator business. In several areas, the transition of the OSS-RBA system also means supervision is not yet running optimally due to limitations in technical guidelines and institutional adjustments.

Various studies have previously shown that administrative sanctions in enforcement law environments still face

constraints. Research by Asryadanil Haq et al. finds that the implementation of administrative measures in the context of strategic national policy is suboptimal due to weak supervision, overlapping authority, and inconsistent enforcement of regulations (Asryadanil Haq et al., 2025). Research by Erawaty confirms that limitations in institutional structure and resources make the Power supervisor a factor inhibiting the effectiveness of supervision towards area tenants in the industry (Erawaty, 2020). Meanwhile, research by Utamiasari and Herniwanti shows that licensing supervision is based on risk under PP Number 22 of 2021, but it has not yet been implemented comprehensively. There is also a difference in understanding of the OSS-RBA system among tenants in the industry area (Utamiasari and Herniwanti, 2025).

Although research in general still discusses the effectiveness of administrative in a common way, and not yet in a way that specifically examines the problem of certainty law authority supervision and implementation sanctions in the administrative towards area tenants industry post the enactment of PP Number 22 of 2021, PP Number 28 of 2025 and PermenLH Number 22 of 2025. In addition, there are studies that deeply analyse the position manager area from an industry perspective of law and state administration, in particular related to legitimacy, authority, supervision, and relationships between the government and the central government, as well as management in the OSS-RBA system. Thus, research on its own novelty (state of the art) focuses on disharmony, authority, supervision, and enforcement sanctions in

the administrative environment of life towards area tenants, industry, and post-change regulations through PP Number 22 of 2021, from the perspective of certainty law administration.

Based on the description, this research is important for analysing the effectiveness of law enforcement administration in the area, industry, and tenants' environment following changes to regulations under Government Regulation Number 22 of 2021. Research also aims to harmonise *das sollen* and *das sein* in implementation authority supervision and implementation sanctions, the administrative environment, and the live environment, so that it can provide certainty in law for protection and management in the area of industry.

RESEARCH METHODS

Study This use method: law normative with legislative (statute) approach and legal conceptual approach. Legislation examined included regulations on the protection and management of the environment and life, especially those related to authority supervision and the implementation of sanctions, in accordance with Regulation Government Number 22 of 2021. The conceptual approach used to analyse draft authority, certainty law, and administrative enforcement law (Peter Mahmud Marzuki, 2011). Research, this is also a supported empirical (socio-legal) approach to see the gap between '*das sollen*' and '*das sein*' through interviews and observations, focusing on party-related issues.

RESULTS AND DISCUSSION

1. Approach Legislation (*Statute Approach*) Based On *The Sun*

The Sun in the study refers to the law administration environment. The administrative law framework governs government actions in protecting and managing the environment, including licensing, supervision, and the imposition of sanctions (Koesnadi Hardjasoemantri, 2001). The administrative law environment basically aims to realise preventive measures to prevent pollution and environmental damage through instruments of supervision and enforcement law (Takdir Rahmadi, 2020).

Before the enactment of PP 22 of 2021, the regulations, supervision, and enforcement law administration environment were arranged in a way firm in Law Number 32 of 2009 concerning Protection and Management of the Environment, as has changed through Constitution Number 6 of 2023 concerning Determination of the Job Creation Perppu, which becomes Constitution. Under Articles 63 and 71 of Law No. 32 of 2009 on PPLH, the government and the government area are authorised to conduct supervision to ensure compliance with guarantor obligations, answer business and/or activities, and determine officials responsible for environmental life functions (PPLH). Article 76 provides the government, central and regional, with the authority to impose administrative sanctions on guarantors of business/activity if, during supervision, a violation of environmental permission is found.

Significant changes happened after the issuance of PP Number 22 of 2021, as regulations derived from a policy risk-

based approach in regime licensing, try-based risk (OSS-RBA). Regulation: change paradigm; licensing environment becomes agreement environment; shift part of authority supervision from the government area to the government centre, especially for categorised, risky, and mandatory activities; use AMDAL documents. On the other hand, for industrial areas own structure is special, namely, area tenants, managers, region, and government.

Article 493 of PP 22 of 2022 grants the government the authority to supervise, enforce, and ensure compliance with business activities that require licensing, as well as related agreements, environment-related agreements, and environmental issues issued by the government. The main problem appears in the industry settings area. Article 11 of Government Regulation Number 22 of 2021 requires tenants of the industrial area industry to have a detailed RKL-RPL based on the agreement Industrial Area Environment and Detailed RKL-RPL, which is a form agreement stated environment in the form Agreement Statement Ability Management Environmental Management (PKPLH), which the manager approves of the area industry. Provisions give rise to multiple interpretations because managers' areas are assigned similar functions, authority, and administrative environments, even though, in a sense, law administration manager areas are private legal entities rather than government organs.

In a doctrinal sense, authority enforcement, law administration, and law enforcement can only be carried out by the government organ that acquires them through attribution, delegation, or

mandate under regulatory legislation (Philipus M. Hadjon, 2019). Management area industry No own authority attributive as state administrative officials for drop sanctions administrative public. Therefore, when the manager takes action against tenants who violate environmental obligations, the action is more appropriately understood as a private contract in the industry, not as enforcement of state law.

Condition: the cause of emptiness, legal *vacuum* in PP Number 22 of 2021. Regulation does not provide enough answers for the manager's area. To ensure tenant compliance with the obligation environment must be alive, but No give base authority clear public For do enforcement of administrative rules to tenants. As a result, the supervision environment in the area industry becomes ineffective because managers have no coercive instruments as owned by the government in administrative sanctions like coercion, freezing, or revocation of agreements (Syahrul Machfud, 2024)

Article 493 of PP Number 22 of 2021 indeed states that the government centre and the government area still have the authority to supervise guarantor responses to business and/or approved activities, as published by the government. However, the state that supervision over the area tenants industry is done if the area manager reports the existence of suspicion violations by tenants. Provisions: This raises ambiguity about whether the government can still conduct regular monitoring directly towards area tenants' industry, or only act after receiving a report from the area manager.

Disharmony in regulations is evident in the existence of Regulation of the

Minister of Industry Number 1 of 2020, which grants the manager of the area authority the authority to conduct coaching, monitoring, and supervision of the implementation of detailed RKL-RPL for area tenants in the industry. However, regulations the No in a way firm arrange mechanism supervision, form sanctions, and limits of authority manager area in the enforcement of laws in the real-life environment.

In addition, the birth of PP Number 28 of 2025, which strengthens the integration of the system of licensing and supervision based on electronic activity for high-risk industries, affirms the principle of integration and supervision between the central and regional levels; however, it has not yet provided an explicit arrangement regarding the limitation of the authority of the manager in the industry in the enforcement law administration environment. Thus, PP 28 of 2025 has not yet addressed the fundamental problem of the law manager's position in the system of supervision of national life.

Disharmony, the more complex, with the publication of Regulation of the Minister of Environment Number 22 of 2025, as a derivative of PP 28 of 2025, increasingly shows the complexity of authority in supervision of environmental life-based risk. Regulation to confirm the strengthening of the supervision compliance environment, digital-based and integrated reporting, and the electronic environment through the national supervision environment. However, in its implementation, clear synchronisation between the authority, central government, area, management area, and industry in the use of

surveillance data in the tenant area environment has not yet been achieved. As a result, supervision is digital-based, eliminating overlapping authority and duplication of reporting between tenants, managers, and government agencies.

This matter gives rise to multiple interpretations, with overlapping authority over supervision, obedience to the perpetrator, business activities, and the fulfilment of the obligations set out in the agreement. Manager of the industry, given the authority to implement an obligation management environment for tenants living in the area. Play an active role in organising and assessing environmental aspects of the industry, including the evaluation of wastewater, emissions, and the management of B3 waste. Meanwhile Technical Approval of source emissions and wastewater is still published by the government.

Approach Empirical On *Das Sein*

Based on the results of an interview with several managers from the industry, area tenants industry, and some government agencies, and also seen from the current minutes of supervision and sanctions administration, found that the implementation of supervision and enforcement of the law after PP Number 22 of 2021 shows disharmony in the publication of sanctions and overlapping authority.

From the side manager area, the industry has limitations: source Power humans and means supervision environment live. Many managers are not yet equipped with the power and expertise in environmental testing, laboratory testing, waste management, and system monitoring to achieve adequate emissions

reductions (Erawaty, 2020). Supervision carried out by the area manager is, in the end, of an administrative nature and is not yet capable of detecting potential pollution quickly and efficiently. In addition, the manager's area faces a burden not quite big enough to answer. On the one hand, required to guard tenant compliance, but on the other hand, no authority to impose administrative sanctions. As a result, actions taken by the manager's area towards tenants in general, in the form of internal reprimands or facility restrictions, not sanctions by the state Administration.

On the other hand, there are different regulations for each manager area regarding implementation supervision and sanctions imposed on tenants. The implementation supervision and implementation sanctions manager areas differ from regulatory supervision and sanctions implemented by the government.

From the tenant side of the area industry, changes in regulations cause confusion about the authorised official publishing agreement, technical completeness, and fulfilment of the verification obligation environment. Tenants often accept divergent directions from the management areas and the government, which becomes a constraint on environmental repair management.

Temporary that, the government area experiences difficulty in exercising effective supervision due to restrictions on authority post centralisation supervision in the OSS-RBA regime (Utamiasari and Herniwanti, 2025). Government agencies often hesitate to impose administrative sanctions on area tenants' industries because they consider it

beyond the central government's authority. Area governments must coordinate, moreover, with the government centre in the implementation and enforcement of laws towards tenants in industrial areas, so that law enforcement is slow and does not optimally protect and manage the environment and life that impact society around.

In practice, even errors happen in person in administrative sanctions. At first, the government area imposes sanctions directly on tenants who commit violations as a result of supervision; however, after the issuance of the government centre's interpretation, administrative sanctions are transferred to the manager of the industry area, as the party issuing the RKL-RPL Details of the tenant area. Conditions the approach draft *vicarios liability* or accountability substitute, even potential lead to the principle of *strict liability*. However, the principle's implementation should be grounded in clear constitutional law. If the expansion accountability manager area is formed solely through PP without clear delegation under Law Number 6 of 2023, then arrange for the ultra vires potential or beyond authority norm formation (Jimly Asshiddiqie, 2021).

2. Approach Conceptual in the Administrative Law Environment Theory of Legal Certainty

According to Gustav Radbruch, Certainty law shows the existence of clear, firm, and enforceable norms implemented in a way that can serve as guidelines for society that obeys them. This shows that the law must be valid and clear in society to avoid various

misinterpretations (Siti Halihah and Mhd. Fakhurrahman Arif, 2021). Principle: This relates to the principles of *lex certa* and *lex stricta*, which require legal norms to be non-multiple-interpretable and not to cause uncertainty for society (Peter Mahmud Marzuki, 2019).

PP 22 of 2021 gives rise to multiple interpretations regarding: authority for routine monitoring between government and management areas; authorities dropping administrative sanctions; the form of responsibility for the manager's area in addressing tenant violations; and relations between PKPLH and the technical approval environment. As a result, the area tenants industry is in dualistic compliance conditions, namely must comply with the provision manager area at a time fulfil the supervision government. Conditions contradict the principle of certainty law. The perpetrator's business lacks clarity about the competent authorities and the mechanisms of the applicable law.

Legal Hierarchy Theory

Hans Kelsen put forward the theory of *Stufenbau*, in which law is arranged in a tiered structure: norms at a higher level must be sourced from the higher norm; if conflicting, lower norms can be cancelled. This means that the more the norm tall becomes the basis for truth, the more the entire legal system (Rahmat Trijono, 2013). Based on the principle *lex superior derogate legi inferior* in hierarchy law, if there is a conflict between regulations, then the higher rule must prevail, and the lower rule must be set aside. In practice, the number of regulations makes things difficult for officials. To understand it, what is carried out by officials is carried

out in the area so as not to keep errors in understanding hierarchy regulations from continuously happening, and to require affirmation regarding the limits of autonomy in a clear framework, so that implementation does not deviate from the provisions that have been agreed (Ni'matul Huda, 2006).

Principle hierarchy of legal norms as arranged in Article 8 paragraph 2 Establishment Regulation Legislation Number 12 in 2011, which confirmed that regulation legislation recognised its existence and has strength law tie throughout, ordered by regulation, more legislation tall or formed based on its authority. The so-called hierarchy here: the formation type regulation, more legislation, low No may be contradictory with regulation legislation at various levels, more tall.

Law 32/2009 regulates the authority publishing licensing environment, supervision, and enforcement law on protection and management of the environment and life, implemented by the agency for environment life, Good government central/regional, implemented by officials, and functional supervisor environment. Regulation Government Number 22 of 2021 grants the manager of the area the authority to publish licensing in the field of management environment, namely, detailed RKL-RPL for tenants in the area as guarantor of business/activities located in industrial areas. Minister of Industry Regulation No. 1/2020 regulates coaching, monitoring, and supervision in the RKL-RPL environment. The area manager issues detailed area reports. Thus, the Regulation Minister Number 1 of 2020 and Regulations Government

Number 22 of 2021 do not contradict Regulation Constitution Protection and Management Environment Law Number 32 of 2009, which, according to the hierarchy, is of a higher level. Regulations on the protection and management of the environment and life must be formulated by the authority in the agencies' environment, in accordance with the Constitution and the Protection and Management of the Environment Law Number 32 of 2009.

PP 22 of 2021 and Regulation of the Minister of Industry Number 1 of 2020 must be formed based on clear authority delegated by Law Number 6 of 2023 concerning Job Creation. Although the Job Creation Law provides legitimacy for risk-based system licensing, the Constitution, in a sense, explicitly grants the authority to enforce the law and administer the environment to the industry manager (of law and development, 2023). Therefore, the settings authority manager area in the Ministry of Industry Number 1 of 2020 has the potential to cause a disabled authority, because substance supervision and sanctions environment life, in fact, is a realm agency environment life.

Theory of Legal Effectiveness

According to Sabian Usman, effectiveness stems from the effective word, which embodies understanding, achievement, and success in fulfilling set goals. In the context of law, effectiveness means that the public actually acts in accordance with legal norms as they should, and that these norms are implemented and complied with in practice (Nur Fitriyani Siregar, 2018).

According to Soerjono Soekanto, the effectiveness of law is influenced by five factors: the law itself, the apparatus of law enforcement, means and facilities, society, and culture (Soerjono Soekanto, 2014). In the implementation of PP 22 of 2021, all factors show the problem. Regarding facilities and amenities, many managers' areas do not yet have a laboratory environment or systems with adequate digital supervision. From the factors apparatus, the enforcer law creates disharmony in authority between the central, regional, and management areas. Among societal factors, the slowness in law enforcement makes the public in the area the most disadvantaged party, resulting in environmental pollution (NurFitriyani Siregar, 2018). Thus, the changes in regulations through Government Regulation Number 22 of 2021, Ministerial Regulation of Environment Number 22 of 2025, and Government Regulation Number 28 of 2025 have not yet fully enabled the realisation of the effectiveness of environmental protection and management, as well as of life. Although there is ambiguity in the distribution of authority, a weakness in coordination between institutions, and no synchronisation of the instrument supervision environment in the industrial area.

Theory of Authority

The theory of authority is a system of authority granted by the state. There are 3 (three) types of government in Indonesia, namely attribution, delegation, and opium (Gandara, M., 2020). First, the attributive is the authority granted directly by law. In implementation authority attribution, the

implementation is carried out by the official himself or by the body listed in the regulation. Basically, Second, Delegation is the delegation of an organ of government to other organs with a basis in regulation legislation. In matters, this authority is not quite enough; responsibility and accountability should be shifted to those given authority and then delegated. Third, the mandate, namely, authority derived from the process or procedure, delegated from officials or other bodies to officials or other bodies. Authority government obtained by the agency/ official state administration through attribution and delegation, then agency/ official the administration of the country responsible answer in a way law, if carry out his duties through something mandate so not quite enough the answer still is at the disposal of the giver mandate, in theory No there is delegation authority in mandate, so that not quite enough answer always is at the disposal of the giver mandate (Rizki, M., & Suryanto, A., 2023).

Authority supervision environment life is a form of attribution, which is firmly given to the government (of the Environment, Provincial Environmental Service, and District Environmental Service) in matters of this, the one in charge of environment life, as provided in the Constitution and the Protection and Management of Environment Law Number 32 of 2009. Therefore, authority in principle cannot be diverted to private bodies without clear delegation. While the authority manager area industry in Regulation of the Minister of Industry Number 1 of 2020 only has a mandate to manage technical or functional

coordination, to help the government ensure tenant compliance with environmental obligations, and to report it to the government agency in the field of environmental law. However, the implementation of PP 22 of 2021 shows an expansion of existence, meaning the mandate becomes as if a delegation of authority, supervision, and enforcement law administration, so that not yet fully fulfil the principle of legality in law state administration because no clear limits are provided on authority between the government and the management area industry.

CONCLUSION

Changes in regulations through Constitution Number 6 of 2023, PP Number 22 of 2021, Minister of Industry Regulation Number 1 of 2020, Minister of Environment Regulation Number 22 of 2025, and Government Regulation Number 28 of 2025 have changed the system of supervision and enforcement, shifting from a license-based approach to a risk-based approach. However, change the cause of disharmony between the central government and the management area industry. The manager's area is given not quite enough answers on tenant supervision, but no authority to impose administrative sanctions, which creates uncertainty in the law and leads to multiple interpretations in the implementation of supervision and enforcement law.

Based on empirical and conceptual approaches, the effectiveness of supervision and sanctions is not optimal due to weaknesses in coordination, limitations in the source of power, and unclear accountability for subjects under

the law. Therefore, it is necessary to harmonise regulations that define the limits of government authority and the management area of industry to create certainty, law, and effective protection, as well as a management environment for life.

THANK-YOU NOTE

The writer says praise and gratitude to God Almighty, above all His mercy and grace, while writing a journal. This can be completed with good. The author also conveys accept love to the lecturer supervisor, several agency areas related, and all over the party that has given support, input, and assistance in the process of drafting this study.

Writer realize that this study This Still own limitations, so constructive criticism and suggestions are highly appreciated for improvement. Study in the future. Hopefully, studying this can benefit the development of legal knowledge, especially in the field of law administration in environmental and life contexts.

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