**LEGAL NECESSITY ANALYSIS OF THE ISSUANCE OF JOB CREATION LAW**

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**ABSTRACT**

# *The continuity of the Indonesian state is very dependent on the relationship between the government and people and the two main components of the country are interdependent. The Indonesian government needs the people for the legitimacy of administering the state, while the Indonesian people need the government for protection in state life. In principle, the reciprocal relationship is to achieve national goals and realize national goals. As a rule of law, all state activities must be based on law and have even become a legal necessity. The legal products of State of Indonesia are the 1945 Constitution of the Republic of Indonesia and the laws and regulations that were followed up on Law Number 12 0f 2011 concerning the Formation of Legislation. Law Number 15 of 2019 concerning Amendments to Law Number 12 0f 2011 concerning the Formation of Legislation, Law Number 13 0f 2022 concerning the Second Amendment to Law Number 12 0f 2011 concerning the Formation of Legislation. This research is a normative research, using a statute approach and a conceptual approach as well as analysis using a deductive method. The results of this research should manifest the synchronization of legal requirements in the administration of the Indonesian State.*

# *Keywords : Necessity Analysis, Job Creation, Legal Synchronization*

1. **BACKGROUND**

The presence of the state is required for the nation to pursue and realize its objectives. The Indonesian country has desired the Indonesian nation as a platform for carrying out governmental actions on the basis of Pancasila since its founding. State administrators (government) and the people of Indonesia distinguish *staatfundamentalnorm* from the majority of countries across the world.

The constitutional jurisdiction of the people of the state and the government of Indonesia is specified in paragraph IV of the Preamble of the 1945 Republic of Indonesia Constitution and Article 1 paragraph (2) of the 1945 Republic of Indonesia Constitution. These two legal pillars specifically say that the people have the ultimate authority in the say of Indonesia, with the identity of people's sovereignty.

This affirmation places the Indonesian people at the center of the administration of the Indonesian state (government or role played by the people). This entails the management of the Indonesian state through democracy. Democracy is defined as a method of structuring the state that involves many people (the people), so that "the people determine the main issues of their life, including state policy, and that means the government acts with the approval of the people".[[1]](#footnote-1)

As a democratic and rule-of-law state, Indonesia ensures that all operations concerning state administration engage the people and are based on law. This is also true when it comes to meeting legal requirements; it should be a bottom-up, rather than a top-down, process. The necessity for law in an era of globalization and unrestricted international connections can be both an opportunity and a hindrance. Given the existence of many forms of legal interactions between countries in the sphere of trade and beyond the field of trade, legal necessity is considered to be an opportunity. Meanwhile, as an impediment, keep in mind that there are still "regulations that are no longer relevant to growing needs, giving rise to doubts about the guarantees and certainty of legal actions".[[2]](#footnote-2)

Service providers in the field of law are required to be more professional, fast and timely in providing services to the community, especially in relation to legal services in order to increase economic growth, both on a national and international scale. This is based on, that in general the need for law is "a dynamic condition due to developments or changes in society where the existing legal rules are left behind or unable to overcome problems in society, so that new legal rules are needed for survival, obtaining welfare and comfort."[[3]](#footnote-3)

In enacting legal rules or more commonly known as statutory regulations, it must be carried out based on the Principles of Enacting Good Legislation. Law Number 12 of 2011 concerning Formation of Legislation, which (hereinafter referred to as the Formation of Legislation Law) in Article 5 determines 7 (seven) Principles for Forming Good Legislation, namely: (1) clarity of purpose, (2) proper institution or official forming, (3) appropriateness between types, hierarchies and content material, (4) can be implemented, (5) usability and effectiveness, (6) clarity of formulation and (7) openness.

In addition to these seven principles, a statutory regulation in the contents must reflect 10 (ten) principles. The ten principles are: (1) protection, (2) humanity, (3) nationality, (4) kinship, (5) archipelago, (6) unity in diversity, (7) justice, (8) equality in law and government , (9) order and legal certainty and (10) balance, harmony and harmony. All types of laws and regulations in the administration of the Indonesian State should be correct and appropriate, bearing in mind that 17 (seventeen) principles must be fulfilled for their formation. The types of statutory regulations in the Indonesian constitution are: Laws, Government Regulations in Lieu of Laws (hereinafter referred to as PERPPU), Government Regulations, Presidential Regulations (hereinafter referred to as PERPRES), Regional Regulations (hereinafter referred to as PERDA).

Aside from the five types of laws and regulations, the Government of Indonesia has other sorts of laws and regulations. This is in accordance with the provisions of Article 8 paragraph (1) of Law Number 12 of 2011 Concerning the Establishment of Regulations, namely regulations stipulated by the People's Consultative Assembly (hereinafter referred to as the MPR), the People's Representative Council (hereinafter referred to as the DPR), and the People's Consultative Assembly (hereinafter referred to as the DPR). the Regional Representative Council (hereinafter referred to as the DPD), the Supreme Court (hereinafter referred to as MA), the Constitutional Court (hereinafter referred to as MK), the Supreme Audit Agency (hereinafter referred to as BPK), the Judicial Commission (hereinafter referred to as KY), Bank Indonesia (hereinafter referred to as BI), ministers, agencies, institutions or commissions at the same level established by law or the government by order of law, the Provincial legislator (hereinafter referred to as DPRD), Governor, Regency/Municipal Legislator, Regent/Mayor, village head or equivalent.

The laws and regulations governed by Article 8 paragraph (1) are recognized to exist and have binding effect as long as they are commanded by higher laws and regulations or are created on authority. It is very clear for provisions ordered by laws and regulations, namely laws, whereas for based on authority, for the sake of certainty and to fulfill legal needs in state administration, the authority of state institutions, regional institutions, and village institutions is attribution authority.

An urgent legal necessity in the administration of the Indonesian State to accomplish national aspirations and realize national goals while maintaining international relations stability is to attract investment and speed economic development. Furthermore, it aims to "align policies between the central government and local governments, provide ease of doing business, overcome overlapping regulatory issues, and eliminate sectoral egos." [[4]](#footnote-4) Based on this, Law Number 11 of 2020 Concerning Job Creation (hereafter referred to as the Job Creation Law) was enacted.

The issuance of the Job Creation Law, which was expected to be a breakthrough in regulations, turned out to have caused many protests and demonstrations throughout Indonesia. A number of elements of the people (employees, students, lecturers, non-governmental organizations, the coordinating body for customary density/customary courts) actually took legal action by conducting a judicial review of the Job Creation Law against the 1945 Constitution of the Republic of Indonesia to the MK. The Constitutional Court granted the request for a judicial review as outlined in the Constitutional Court Decision Number 91/PUU-XVIII/2020 which in essence the formation of the Job Creation Law did not fulfill the provisions for forming a law based on the 1945 Constitution of the Republic of Indonesia and the Law on the Formation of Laws.

This means that the Job Creation Law is not legally binding. The decision of the Constitutional Court changed the process for forming the Job Creation Law in accordance with the provisions for forming a law based on the 1945 Constitution of the Republic of Indonesia and the Law on Forming Regulations if the Job Creation Law continues to apply. The constitutional practice, however, did not amend the Job Creation Law; instead, the President issued *PERPPU* Number 2 of 2022 concerning Job Creation (hereafter referred to as PERPPU on Job Creation).

1. **LEGAL ISSUES**

Considering the background as indicated above, the phrasing of the issues in this article:

1. What is the urgency of the need for legislation in state administration?

2. What are the arrangements that must be put in place if there are issues with legal requirements?

1. **METHODS**

This research is normative legal research with three approaches: philosophical approach to legislation, conceptual approach, and conceptual approach. Primary legal material in the form of work copyright law is used, as is secondary legal material in the form of relevant literature. The data was then descriptively and qualitatively examined.

1. **RESULTS AND DISCUSSION**
2. **Legal Needs in State Administration**

The long-term viability of a nation hinges greatly on the dedication of state officials and the government's commitment to pursuing their objectives. This principle applies to administrators within the Indonesian government, whether they belong to the legislative, executive, or judicial branches. Additionally, the state, represented by its administrators and the government, has a responsibility to promote the well-being and contentment of its citizens, recognizing that both the government and the people constitute the two primary components of the state.

Governance serves as the central and fundamental element within a nation for achieving its national aspirations and objectives. Indonesia, as defined in Paragraph II of the Preamble to the 1945 Constitution of the Republic of Indonesia, possesses national ideals, along with national goals outlined in Paragraph IV of the same preamble, all of which significantly influence the lives of its citizens.[[5]](#footnote-5)

One aspect of individuals' lives, crucial for assisting the government in governing the state, is the requirement for legislation. The development of laws, or more specifically, regulations per the legal framework, should not only address legal requirements but also ensure clarity and solidity. Therefore, laws and regulations are designed to establish the foundations of justice, the principle of utility, legal certainty, and the principle of order.[[6]](#footnote-6)

The harmony between the lives of the people, state administrators (the government), and legal requirements should be such that when individuals follow laws or regulations established by the government, they should feel as though they are enacting these laws or regulations on their own accord. This implies that laws and regulations should genuinely arise from the necessities of the people, rather than merely reflecting the government's will.

On the flip side of legal statutes and regulations lies legality, which ensures that their creation adheres to prescribed procedures, is established by the relevant body, and receives authorization from the designated official. Furthermore, they must be officially published in the State Gazette and its Supplement. These procedural steps are crucial to ensure that each law or regulation is not only enforceable but, most importantly, aligns with the legal requirements of the populace.

The prevailing topic of debate among the Indonesian population is the implementation of the Job Creation Law, which addresses the legal requirements of the country. It is indeed intriguing from an academic perspective to examine why there has been considerable disagreement in the execution of this law, even though its primary objective is to meet these legal needs. One of the contributing factors to these contradictions is the relatively swift process of deliberating and ratifying the Job Creation Law by the government and the legislator compared to the discussions surrounding other bills.[[7]](#footnote-7)

Certainly, addressing legal requirements through the enactment of laws or regulations is imperative. However, this doesn't imply that the procedure for creating a law or regulation should be disregarded. Furthermore, it's worth noting that the Job Creation Law marks the inaugural instance of an Omnibus Law in Indonesian legal history. The government's rationale behind creating this Omnibus Law stems from the proliferation of regulations, resulting in overlapping and convoluted legal frameworks.

As a fundamental principle of governance, the Indonesian State's administrators, also known as the Indonesian Government, are obligated to address the various requirements of people's lives, including their legal needs, and adapt to contemporary developments. Conversely, the Indonesian populace possesses the entitlement to request that the government enhance and deliver effective, high-quality governance based on legal principles. This aligns with the provisions outlined in Article 28D, paragraph (1) of the 1945 Constitution of the Republic of Indonesia.[[8]](#footnote-8)

Nevertheless, not all governmental policies framed under the guise of law subsequently undergo the formal process of becoming laws or statutory regulations, purportedly to fulfil the legal requirements of the populace and to align with legal reform and global expectations. The administration of the Indonesian State has established protocols for creating laws or regulations within the framework of Per-UU (Formation of Legislation). Therefore, under any circumstances, the creation of the Job Creation Law is prohibited from contravening the regulations governing the Formation of Legislation and the broader Indonesian Legal System.

The Law on the Formation of Legislation does not contain explicit provisions pertaining to the Omnibus Law. Therefore, it is not suitable to justify the enactment of the Job Creation Law based on the premise that several countries, having previously implemented the Omnibus Law, achieved substantial investment inflows after the government granted various incentives, tax exemptions, and permissions to investors across multiple sectors. These benefits are extended once the Omnibus Law takes effect, representing a comprehensive regulation spanning different sectors.

If the objective is to be cross-cutting, modernize, and align with the evolving needs of the times while adhering to existing regulations and in harmony with the Indonesian legal framework, then this can be accomplished through the synchronization and harmonization of various laws encompassed within the Job Creation Law. Moreover, it's evident that in the era of the burgeoning digital society ecosystem, Indonesia should not be hindered by protracted procedural and bureaucratic processes.

It is indisputable that the state's governance is presently moving towards a welfare state model, implying that the state should make every effort to enhance the well-being of its citizens and operate with justice and fairness. The state is expected to broaden its role in serving the people, resulting in a more comprehensive state intervention in various aspects of people's requirements, including their legal needs. However, it's crucial to clarify that these legal needs pertain to the people's requirements, not those of the state administrators.

The concept of general welfare, which is a crucial aspect in the idea of a welfare state, is currently not aligned with the extensive level of state intervention being implemented. As a consequence, there has been a shift from the concept of a welfare state towards a state focused on community empowerment, also known as an "empowering state."[[9]](#footnote-9) This shift also necessitates a change in the methodological approach.[[10]](#footnote-10) The concept of a state as community empowerment entails that "state interference is no longer as extensive as in the traditional welfare state model but is now limited to activities that enhance the potential of the people".[[11]](#footnote-11)

Considering and comprehending the previously mentioned explanation, it becomes evident that the state's involvement, in this case, the state administrators (government), in addressing the legal requirements of society is primarily aimed at enhancing welfare and ensuring justice. The approach adopted by the government to address the legal needs of the community has shifted away from centralization. Instead, it now encourages the creative capacity of the community itself, with the community taking the initiative. Furthermore, the government facilitates and formulates policies that accommodate the needs of the community.[[12]](#footnote-12)

The issue within the Indonesian state administration that has garnered public attention, encompassing nearly all sectors of society, pertains to the enactment of the Job Creation Law. This matter prompts several inquiries: Is the Job Creation Law a genuine legal necessity for the Indonesian populace? Why does the process for crafting the Job Creation Law lack the distinct stages typically found in the development of other laws?

If the Job Creation Law genuinely fulfils a legal necessity for the Indonesian population, it would likely encounter minimal resistance from various community sectors, and there might not even be a judicial review of the law. However, if it is not considered a legal requirement for the community, then its enactment becomes a legal obligation for the government. In such a case, it implies that the law might not serve as a legal means to enhance the welfare and justice of the people, and it may no longer align with the concept of the state as a means of community empowerment.

1. **Arrangements For Problems In Legal Requirements**

In the execution of the principles of the rule of law and Indonesia's democratic state, every issue concerning state governance, particularly those involving legal requirements, should be constitutionally and legally resolved. This means that any challenges related to legal needs should be addressed in accordance with the 1945 Constitution of the Republic of Indonesia and/or currently valid statutory regulations. This becomes particularly crucial when dealing with legal needs that are not initiated from the grassroots (bottom-up) but rather initiated from the top (top-down).

The ongoing legal issue confronting the Indonesian state pertains to the enactment of the Job Creation Law. Within the framework of a rule of law and a democratic nation, addressing the concerns associated with the Job Creation Law should not involve conducting demonstrations, as has been happening in various regions across Indonesia. The appropriate and correct course of action is to subject the Job Creation Law to a judicial review against the 1945 Constitution of the Republic of Indonesia.

A number of components of the Indonesian people, consisting of a private employee, a student, a lecturer, a non-governmental organization and 2 (two) traditional institutions, are pursuing settlement of the Job Creation Law by submitting a judicial review *to* the MK. The Constitutional Court has made a decision, namely Decision Number 91/PUU XVIII/2020 on *the judicial review* of the Job Creation Law against the 1945 Constitution of the Republic of Indonesia. Several components of the Indonesian people support judicial *review* efforts these, such as:

1. According to Mustakim at the National University Veranda:[[13]](#footnote-13)

In theory, when there exists a valid and legally binding law, but issues arise, the appropriate action to take is conducting a judicial review. Judicial review plays a crucial role in safeguarding the constitutional rights of citizens while considering the objectives and aspirations put forth during the deliberations and discussions surrounding the Job Creation Law.

1. Ayon Diniyanto at the National Legal Development Agency expresses:[[14]](#footnote-14)

The process of judicial review or the examination of laws by the Constitutional Court is a constitutional method to challenge elements of the Omnibus Law that are perceived to be in conflict with the constitution and principles of justice. It's important to note that undergoing judicial review at the Constitutional Court doesn't necessarily result in the invalidation of law elements seen as unjust. This is because it's not guaranteed that the repercussions experienced by certain individuals, which they consider unfair, automatically amount to a violation of the constitution.

1. The academic members of the Faculty of Law at the Indonesian Islamic University (hereinafter abbreviated with FH UII) declare:

The academic community at FH UII will vigilantly monitor the deliberation process of the Job Creation Bill. Should the bill be enacted into law, the FH UII academic community will pursue the constitutional approach of seeking annulment, or in other words, initiating a judicial review.

In addition to conducting a judicial review of the Job Creation Law against the 1945 Constitution of the Republic of Indonesia, addressing the issues related to the law can also involve its revision. The legal basis for revising the Job Creation Law is found in Law Number 15 of 2019, which pertains to Amendments to Law Number 12 of 2011 concerning the Formation of Legislation. Specifically, Article 95A and Article 95B are relevant in this context. Article 95A, paragraph (1) of Law Number 15 of 2019 specifies that monitoring and review of a law can be carried out after it has come into effect. This monitoring and review process is the responsibility of the DPR, DPD, and the Government.[[15]](#footnote-15)

Meanwhile, the procedures for overseeing and assessing the law are outlined in accordance with Article 95B, paragraph (1) of Law Number 15 of 2019. These procedures encompass three key stages: (1) the Planning Stage, (2) the Implementation Stage, and (3) the Follow-up Stage. The monitoring and evaluation process should be carried out with regard to the Job Creation Law following the issuance of Constitutional Court Decision Number 91/PUU-XVIII/2020. The objective is to revise the Job Creation Law in a manner that ensures that the modifications made are not merely administrative in nature but also serve to prepare for the effective implementation of the law, ensuring its favourable reception by the public[[16]](#footnote-16).

The steps involved in monitoring and reviewing the Job Creation Law encompass the following stages:

1. Academic Publications

There is a possibility that prior academic publications regarding the Job Creation Law did not exist at the time when the government submitted the Job Creation Bill to the DPR. This is corroborated by the fact that "the academic materials and the Job Creation Bill accessible to the public were not sourced from official government websites".[[17]](#footnote-17)

1. Omnibus Legislation

Omnibus Legislation is an approach to crafting statutory regulations that was previously unfamiliar in Indonesia, particularly within the Indonesian legal framework. Law Number 12 of 2011 concerning the Formation of Legislation "lacks specific provisions concerning Omnibus Legislation".[[18]](#footnote-18) This is evidenced by the recently enacted Omnibus Law on Job Creation, which has generated mixed reactions among the Indonesian public. Essentially, Omnibus Legislation is a term, and its essence lies in being "a comprehensive law comprising numerous provisions or a fusion of various regulations with distinct regulatory content".[[19]](#footnote-19)

1. The intention behind implementing the Job Creation Law is to attract investments and generate employment opportunities. Therefore, the primary focus should be on reinforcing law enforcement since this is the aspect that garners the most attention from foreign investors. Consequently, it would be misguided to pass the Job Creation Law, regardless of the number of regulations and incentives the government offers, as long as law enforcement in Indonesia remains inadequate, attracting substantial foreign investments will prove challenging.
2. The process of aligning and streamlining laws and regulations doesn't necessarily have to involve the Omnibus Law, as it's not officially recognized within the Indonesian legal system. Instead, the harmonization of laws and regulations, consolidated into a single Job Creation Law, can be achieved by enhancing and simplifying various existing laws and regulations. It's worth noting that "there are 1,203 individual articles sourced from 73 distinct laws, distributed across 7,197 problem areas listed in the Inventory List, all of which are influenced by the provisions of the Job Creation Law."[[20]](#footnote-20)
3. When revising the Job Creation Law, it is crucial to engage with stakeholders. This approach aims to dispel the perception that the law is imposed from the top-down, demonstrating that it is, in fact, a result of bottom-up involvement. Involving stakeholders helps establish a sense of ownership and ensures that the application of the Job Creation Law aligns with its intended objectives. It's important to note that the Job Creation Law requires revision, particularly considering that "the law contains numerous typographical errors, which also erodes public confidence, highlighting the significant issues in the formation of the Job Creation Law, which will undoubtedly affect its implementation."[[21]](#footnote-21)

The issuance of Perppu Number 2 of 2022 regarding Job Creation does not represent a regulatory remedy for addressing the legal issues associated with the enactment of the Job Creation Law. Perppu is indeed within the President's authority under circumstances of "urgent necessity."[[22]](#footnote-22) This situation sets a precedent that is less than ideal, especially considering that the government, with the President's endorsement, was responsible for initiating the Job Creation Law, and subsequently, the President himself nullified it by issuing the Job Creation Perppu.

This has sparked an intriguing academic discourse because, initially, the Job Creation Law was introduced to address legal requirements, but as it evolved, the legal needs remained unmet, culminating in the issuance of the Job Creation Perppu. This has cast a shadow of uncertainty over the government's true intentions in fulfilling these legal requirements, often referred to as "work copyright".[[23]](#footnote-23)

Various opinions on the government's ambiguity include questions like "Is the government prepared to use a Perppu to invalidate regulations that were originally established based on its own initiative or that of the DPR?".[[24]](#footnote-24) Another perspective asks, "Is it conceivable for the President, who proposed the Job Creation Bill, to subsequently amend it (by issuing a Perppu) in light of the products crafted in collaboration with the DPR?".[[25]](#footnote-25)

The constitutional and legal reality entails that the Job Creation Law, officially known as Law Number 11 of 2020, triggered demonstrations in various regions and led some citizens to file a judicial review with the Constitutional Court. Subsequently, the Constitutional Court rendered Decision Number 91/PUU-XVIII/2020. Following the issuance of this Constitutional Court Decision, the President enacted Perppu Number 2 of 2022 regarding Job Creation, and ultimately, this Perppu was ratified as Law Number 6 of 2023, titled the "Stipulation of Perppu Number 2 of 2022 concerning Job Creation to Become a Law."

1. **CONCLUSION**

It can be concluded as follows**:**

1. In the governance of the state, addressing legal requirements is a pressing concern due to the interconnectedness between the state (comprising state administrators/government) and citizens who genuinely rely on laws to fulfil their legal needs. It's essential that these legal necessities originate from the grassroots rather than being imposed from the top, to ensure that their implementation garners minimal objections from the citizenry.
2. The government's response to issues related to legal requirements should involve revising laws that serve as the foundation for fulfilling these needs. This can be achieved by monitoring and reviewing laws that face opposition from citizens. Instead of resorting to the issuance of a Perppu and subsequently confirming it as law, which evidently doesn't align with the legal needs of the society.
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