



Conformity of Legislation Formation Theory with Modern Legislation Practice: Implementing Public Aspirations

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DOI:

<https://doi.org/10.47134/ijlj.v2i4.4077>

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Received: 13-04-2025

Accepted: 21-05-2025

Published: 06-06-2025



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Abstract: This research aims to analyse the compatibility between the theory of legislation formation and the practice of legislation in the modern era, especially in relation to the implementation of public aspirations. In the context of a democratic legal state like Indonesia, public participation in the legislative process is not only a constitutional right, but an essential element to ensure the legitimacy and quality of legal products. This research uses a normative juridical approach combined with an empirical juridical approach. Data was obtained through a literature study of legislation and legal literature which was analysed qualitatively. The results show that public participation in the legislative process, as guaranteed in Article 96 of Law No. 12/2011, still faces various challenges, such as the lack of transparency and the dominance of political interests. Modern legislative practices such as the Omnibus Law show the potential for efficiency, but risk creating social justice imbalances if not accompanied by meaningful community involvement. The principles of social justice mandated by Pancasila and the 1945 Constitution must be the foundation in every stage of legislation to ensure inclusive and responsive laws. In conclusion, harmonisation between the theory and practice of law formation is needed so that the law is not only a tool of control, but also a means of empowerment and protection of community rights. Regulatory reform requires broad social dialogue, in-depth legal studies, and open public control mechanisms to strengthen substantive democracy.

Keywords: Aspiration, Formation, Government, Legislation, Society

Introduction

Society is a collection of individuals with diverse backgrounds, interests, values and aspirations. In the context of law-making, this diversity plays an important role because law cannot be separated from the social reality in which it is applied. Drafting law is not simply compiling norms in the form of written rules, but rather a complex process that demands a deep understanding of the social, economic and cultural dynamics of society (Nugraha et al. 2025). An effective law must be able to reflect the real needs of society and be adaptive to changing times (Satiadharmanto et al. 2024). In addition, community participation in the process of law formation and formulation is also a crucial factor so that the resulting law is not elitist, but inclusive and responsive to real life conditions. Thus, law can function not only as a means of social control, but also as a means of empowerment and social justice (Rahman, Fatihah, and Hamada 2025).

The main objective of law formation is the creation of norms that can be accepted and can be implemented by the community at large, so as to realise order, justice and common welfare (Syahriar, Bazarah, and Khairunnisah 2024) . Law formation is also an integral part of efforts to organise the life of a complex and diverse society. However, this process is not an easy thing, there are still challenges that lie in how to harmonise legal theory with dynamic social practices, as well as how to develop regulations that are responsive to the needs of society, while remaining consistent with the basic principles of applicable law.

In addition, the process of law formation also involves various actors, such as the legislature, executive, academics, and civil society, each of which has its own role and interests (Miyaskur and Wahyudiono 2025) . Differences in views among these institutions often make the legislative process long and contentious. The difficulty in the formation of laws lies in the fact that this process is a complex form of communication between the legislative body as the holder of the power to form laws and the public as the legal subject who will receive and implement these rules(Pradana et al. 2024) .

The existence of law, which also has a strategic and important position, both in terms of the concept of the rule of law, the hierarchy of legal norms, and the function of law in general in the life of society and the state. In the conception of a state of law (*rechstaat*), the main foundation in regulating the exercise of state power and guaranteeing the rights and obligations of citizens, is the existence of a rule or law that applies in society(Damanik, Farina, and Nugraha 2025) .

As according to the view of Paul Scholten, a leading legal philosopher, states that the existence of law, is contained in the legislation, he also emphasises that the law is not only in the form of abstract values, but must be able to be formulated concretely in the form of written norms that are binding, because that is why the community is required to place the law in a high position and uphold it as a tool to create order, justice, and as an instrument of protection of individual rights. Therefore, law is not only a formal product of the state, but also a reflection of the social values that live in society.

In addition to the challenges and difficulties in practice, the process of forming laws and regulations must also be able to harmonise with legislative practices that have undergone significant transformations in line with the development of social, political, economic and information technology dynamics. The formation process, which was originally designed as an open and rational deliberative forum, is now increasingly faced with various challenges, such as strong political intervention, limited meaningful public participation, and pressure to respond to contemporary issues quickly without in-depth study.

In a modern country, Indonesia, with its large population, vast territory and pluralistic society in terms of culture, beliefs, political views, and economy, this makes modern democracy in general must be able to be practised as a goal of simplifying conflicts that were previously within the reach of the community, into conflicts of interest at the elite level (political parties). The modern era, such as technological advances, should also be able to open up space for public participation in the legislative process, such as the public having great access to draft law documents and public discussion forums through digital platforms,

but in reality this access has not been able to be fully utilised or facilitated optimally by the legislative institution, where the legislative process is still often considered elitist, closed and less responsive to civil society input.

The formation of legislation in the modern era also often does not fully reflect the principles that have been formulated in theory and normative provisions. With the changes in political dynamics, sectoral interest pressures, as well as technological developments and globalisation, brings its own challenges in maintaining the quality and legitimacy of a legal product.

For example, research conducted by Baren Sipayung, Sarosa Hamanongpranoto, and Nur Arifudin in their article entitled: Theoretical Aspects of the Relevance of Legislative Law Studies in the Formation of Legislation. This study states that in the formation of a law and regulation, it is very necessary to have a legal study which basically this legal study has a crucial role in ensuring that the law formed reflects justice, legal protection, and the sustainability of the national legal system. By considering the concepts of al-tsabit and al-mutahawwil in Islamic studies, this study also ensures that the law is able to accommodate fixed values while responding to social dynamics (Sipayung, Hamongpranoto, and Arifudin 2024). In addition, Pancasila as the basis of the state must be a normative foundation in every legal product, as affirmed in the applicable laws and regulations (Umam and Fallahiyan 2025). The study of statutory law is also important in harmonising government policies with the interests of the people, in order to create a just, orderly and prosperous society. Therefore, this study is an important instrument in the process of forming state laws that are responsive, equitable, and orientated towards the public interest.

Thus, the theory of the formation of laws and regulations has an important function, in the course of a legislative practice, which ensures that policies made by the government are in accordance with the interests of the people. Because basically the government as the holder of power must be able to harmonise the interests of the people with their own interests, so that there is no conflict between the community and the government which has an impact on the decline in trust in the government.

The purpose of writing this article is to provide an understanding of the importance of aligning the theory of legislation formation with the practice of legislation, which is able to bring the community to be able to take part and collaborate with the government and institutions that are the space in the practice of legislation.

Methodology

This research is a descriptive-analytical research, which aims to describe as well as analyse in depth about how the Conformity of the Theory of Legislation Formation with Legislation Practices in the Modern Era. The approach used in this research is also a normative juridical approach as the main approach, which relies on relevant laws and regulations. This approach is supported by an empirical juridical approach which aims to obtain a factual picture of the implementation of legislation in the modern era that can run side by side with the community that takes part in every decision that will be made by policy makers. The type of data used includes secondary data as the main source, which is obtained

through a literature study of laws and regulations, and legal literature which is analysed qualitatively with a descriptive approach, namely by describing and interpreting data based on the legal context and empirical facts found, to then be presented systematically in the form of in-depth and structured descriptions.

Result and Discussion

The Urgency of Public Participation in the Legislative Process in the Modern Era

Public participation in the process of forming laws and regulations is one of the manifestations of the principles of democracy and openness. This has been legally guaranteed in Article 96 of Law No. 12/2011 on the Formation of Laws and Regulations, which was last amended by Law No. 13/2022. The provision confirms that the public has the right to provide input orally or in writing at every stage of the preparation of laws and regulations, from planning, drafting, to discussion. The principle of openness adopted in this law requires that every legislative process be carried out transparently and can be accessed by the public (AR et al. 2025). Thus, the public is not only an object of law, but also involved as an active subject in the formation of regulations. This involvement can be done through various mechanisms, such as public hearings, public consultations, submission of opinions through online media, or discussion forums facilitated by the legislative and/or executive institutions (Dewantara and Widjiastuti 2025).

Public involvement in the process of forming laws and regulations is also important, to ensure that the resulting regulations reflect the needs, aspirations, and interests of the public at large, as well as to minimise the potential for conflict and unacceptance of the regulations to be enacted. In addition, public participation also strengthens the legitimacy and accountability of the legislative process, while improving the quality of the substance of the legislation itself (Mubarok et al. 2025).

Public participation is a fundamental element in a democratic system of governance, which is not only a right, but also a constitutional guarantee that must be facilitated by the state (Sulaiman, Durin, and Purnama 2025). Through this participation, people have the space to be actively involved in the process of state administration and gain access to the formulation and implementation of public policies in a transparent and inclusive manner. This reflects the ideal principle of popular sovereignty, namely participatory democracy, where citizens are not only positioned as objects of policy, but also as subjects who help determine the direction of the policies made. Public involvement in the process of forming laws and regulations is a manifestation of broader political rights, beyond just the right to vote in general elections. Citizens also have civil and political rights to express their aspirations, provide input, and oversee the legislative process to make it more responsive to the needs of society. In this context, post-New Order reforms have opened up greater space for civil society to play an active role in the process of formulating regulations, both through public consultation forums, hearings in parliament, and involvement in the preparation of academic papers and draft laws (RUU).

This indicates a paradigm shift in the relationship between the state and citizens, from a top-down model to a more inclusive and dialogical one. Public participation in the

legislative process not only increases the legitimacy of the laws produced, but also strengthens the accountability and effectiveness of government as a whole. In addition, public participation is also an important means to build public trust in state institutions and strengthen the legal culture in society. The existence of transparency or open social control in the formation of laws and regulations is also very important as a form of legal development and law enforcement, so that the weaknesses and shortcomings contained in official institutional mechanisms can be complemented in a complementary manner with direct community participation in the context to ensure justice.

As in the case of research conducted by Baren Sipayung, Sarosa Hamanongpranoto, and Nur Arifudin entitled "Theoretical Aspects of the Relevance of Legislative Law Studies in the Formation of Legislation", it is explained that legal analysis is indispensable in the process of forming regulations. Legal studies have a strategic role in ensuring that every regulation made reflects the principles of justice, legal protection, and the sustainability of the national legal system. By adopting concepts in Islamic studies such as *al-tsabit* (fixed values) and *al-mutahawwil* (changing values), this study encourages the creation of laws that are adaptive to social developments but remain grounded in fundamental values. In addition, Pancasila as the basis of the state must be used as the main reference in every regulation made. This approach not only ensures the cohesiveness of legal norms, but also ensures that government policies are in line with the needs of society. Thus, the study of statutory law serves as an important means to create legal products that are fair, orderly, and bring prosperity to the people.

Therefore, the active role of public participation and the conduct of legal studies in the formation of laws and regulations are very important to ensure that the resulting regulations are fair, responsive, and in favour of the public interest. The government as the authority is obliged to align policies with the aspirations of the people in order to prevent conflict and maintain public trust. By understanding the importance of people's aspirations, the material content will be more in favour of the interests of the people, because the misuse of material content aimed at the benefit of the people is the same as denying the essence of the existence of law in society. The enactment of laws that are not in favour of the public interest will jeopardise the continuity of the wider community.

And in the context of a country in the modern era with a very large population and complex geographical conditions, Indonesia as an archipelago, the practice of democracy cannot be understood narrowly or simply as limited to the implementation of elections to elect the President, Vice President and members of the Representative Council, substantial democracy requires active participation of the community not only in the electoral process, but also in every stage of the preparation and implementation of public policies, including the formation of laws / regulations.

The community as part of the legal subject must have room to participate in the legislative process, especially since they will be directly affected by the regulations that will later be stipulated. This participation includes the right to express aspirations, provide input, and obtain information openly about the process of forming regulations. For this reason, openness (transparency) is an important element in participatory democracy,

because with transparency, the public can exercise social control over government policies(Padilah et al. 2025).

This public control is an important mechanism in keeping the government from acting arbitrarily or forming regulations that will conflict with the interests of the community(Darmawan and Triadi 2024). In addition, public participation facilitated through consultative forums, public tests, and the use of digital technology (e-government), can also improve the quality of regulations and strengthen the legitimacy of the laws produced.

Referring to the provisions of Article 5 letter g of Law Number 12 of 2011 concerning the Formation of Legislation, it is confirmed that one of the fundamental principles in the formation of laws and regulations is the principle of openness, which emphasises that the entire process of forming regulations, starting from the planning stage, discussion, ratification, or stipulation, to enactment, must be carried out transparently and accessible to the public. So with this principle, it becomes one of the clear meanings that openness is easy access to information and active participation from the public. This means that the public is given the widest possible space to provide input, criticism, and support for the process of forming laws and regulations. The principle of openness also aims to increase legitimacy, accountability, and the quality of the substance of the regulations formed. Meaningful public participation not only reflects respect for citizens' rights, but also serves as a social control mechanism against potential abuse of authority by lawmakers.

As an example of implementation, in some national legitimacy processes, the involvement of civil society such as non-governmental organisations (NGOs), academics, interest groups, and mass media has been an important factor in ensuring that the resulting regulations are responsive to the needs of society.

Thus, democracy in a modern state does not only emphasise procedural aspects, but also strives for inclusiveness, accountability, and active involvement of citizens in every decision-making process that has an impact on people's lives.

Social Justice Principles in Every Stage of the Legislative Process to Ensure Fair and Equitable Laws

Legislation plays a central role in a country's legal system, because it functions as an instrument to shape, improve, and perfect the social order and improve the welfare of the community. In Indonesia, the process of forming laws is carried out through a legislative mechanism involving the House of Representatives (DPR) together with the President. This process is conducted deliberatively through deliberation and consensus, reflecting the principle of participatory democracy in the formation of legal norms.

As a constitutional democracy, Indonesia places the rule of law as one of its main pillars. This is reflected in various basic principles of democracy such as legal certainty, equality before the law, and respect for human rights. Every legal product produced must refer to and be in line with these principles in order to gain legitimacy from the state and acceptance from society.

A fair and consistent application of the law is expected to create a just and equal social order, where there is no discrimination against citizens in exercising their rights and obligations. In this context, the protection of human rights is an important element in every legislative process and law implementation (Mulfirana, Taufik, and Wiratman 2025). The Indonesian legal system itself adopts the Continental European legal tradition (Civil Law System), where written laws are the main source of law. This is different from the common law system which prioritises precedent or judges' decisions as the basis of law (Samudera, Dan, and Hartono 2024). This is why Indonesia has the correct legal system, because by using a democratic system, sovereignty is in the hands of the people, which means that government power is exercised on the mandate of the people, by representatives of the people and for the benefit of the people. Therefore, the legal system and public policies formulated must reflect the aspirations of the people and ensure the protection of citizens' rights. The integration of a systematic written legal system and democratic principles is an important foundation in realising a just, transparent and accountable rule of law.

Omnibus Law is a legislative approach adopted by the Indonesian government with the main objective of drafting new regulations through merging or consolidating various existing laws into one comprehensive legal umbrella. This idea emerged in response to the complexity and overlap of laws and regulations that often make it difficult to implement policies, and slow down the investment and development climate. In other words, the Omnibus Law is designed to simplify, harmonise and accelerate the legislative process to make it more efficient and adaptive to the needs of national development.

In the Indonesian legal system, laws and regulations are a set of written legal norms that are compiled, discussed, and ratified by institutions that have constitutional authority, such as the House of Representatives (DPR), the President, or certain regional institutions. Each regulation has different substance and material coverage, depending on the needs of a particular sector or region. Through the Omnibus Law mechanism, the drafting and harmonisation process between regulations is expected to be more concise and no longer overlap, resulting in better legal certainty.

One concrete example of the implementation of the Omnibus Law is the passing of the Job Creation Law in 2020, which revises dozens of laws across sectors, such as labour, environment, taxation, and business licensing. The government claims that this approach can encourage investment, create jobs, and improve Indonesia's competitiveness in the global arena. However, the implementation of the Omnibus Law is not free from criticism. Many parties consider that the deliberation process is rushed, lacks public participation, and risks ignoring the principles of social justice and the protection of labour rights and the environment. On the other hand, although the government has enacted various laws and regulations as instruments of justice enforcement, there are still challenges in practice. One of the main obstacles is the inequality in the implementation of laws that are uneven in various regions, as well as inconsistencies in the enforcement of rules by law enforcement officials. Misalignment between central and regional regulations also creates confusion in policy implementation (Utami et al. 2024).

To realise a more just and equitable state life for all levels of society, a strong commitment is needed to improve the quality of legislation and strengthen the integrity of law enforcement agencies (Diani et al. 2025). The Omnibus Law, if drafted and implemented in a participatory and transparent manner, can be one of the important instruments in regulatory reform. However, its success is highly dependent on oversight mechanisms, civil society engagement, and commitment to the principles of democracy and social justice.

Thus, the principle of social justice, which is implemented through a legal foundation consisting of laws, regulations, and a judicial system that upholds the values of justice and equality, acts as an important instrument to ensure the equitable distribution of rights and obligations in society (Manalu, Lubis, and Desiandri 2024). In Indonesia, the principle of social justice has a strong constitutional footing, especially in Pancasila as the foundation of the state, as well as the 1945 Constitution of the Republic of Indonesia, which affirms that the state is obliged to realise welfare and justice for all people. In addition, various derivative regulations, such as the Law on Human Rights, the Law on the Criminal Justice System, and regulations in the field of social welfare, also strengthen the legal framework that supports the achievement of social justice. Thus, it is hoped that a legal system will be formed that is not only repressive, but also transformative in fighting for the rights of the community in a fair and balanced manner (Rachman 2023).

Conclusion

In a modern era characterised by social complexity and rapid public policy dynamics, public participation in the legislative process has become an inevitable urgency. Society is no longer just an object subject to the law, but a subject that has the constitutional right to be actively involved in the formation of laws and regulations. This is affirmed in Article 96 and the principle of openness of Law No. 12/2011, which guarantees the right of the public to provide input orally or in writing at every stage of legislation. Public involvement not only strengthens the legitimacy and accountability of legal products, but also improves the quality and acceptability of the resulting regulations, and builds trust in state institutions. In this context, the principles of social justice must be the foundation of every legislative process. Every law drafted should reflect the values of justice, equality and protection of human rights, as enshrined in the constitution and Pancasila. Modern legislative approaches, such as Omnibus Law, actually have the potential to simplify regulatory overlaps and improve policy efficiency. However, if implemented without transparency and meaningful public participation, this approach risks undermining social justice and widening the legal protection gap in society. Therefore, it is important for the state to ensure that every process of drafting laws and regulations is based on the spirit of openness, inclusiveness, and respect for people's aspirations. In-depth legal studies, broad social dialogue, and open public control mechanisms must be the main pillars of regulatory reform.

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