



Strengthening the Rule of Law through Responsive Legislation and Public Participation

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Abstract

Article history:

Received: August 5, 2023
Revised: September 11, 2023
Accepted: October 9, 2023
Published: December 30, 2023

Keywords:

Legislation,
Public Participation,
Responsive Law,
Rule Of Law,
Welfare.

Identifier:

Zera Open
Page: 146–162
<https://zeraopen.com/journal/igr>

Indonesia, as a state based on the rule of law as affirmed in Article 1 paragraph (3) of the 1945 Constitution, places law as the primary foundation of governance. Nevertheless, major challenges arise when legal products tend to be elitist and insufficiently responsive to the real needs of society. This study examines the importance of applying responsive law that prioritizes justice and the public interest, while emphasizing community participation in the law-making process. Using a normative juridical approach, this research analyzes existing regulations and practices, while connecting them to the state's ultimate goal of achieving social welfare. The findings reveal that meaningful public participation is essential in producing legal products that are inclusive, democratic, and beneficial for the wider community. Therefore, the success of legal development is not only determined by formal-procedural aspects but also by the extent to which the law is able to realize social justice and collective welfare.



1. Introduction

Indonesia affirms its identity as a state of law, as stipulated in Article 1 Paragraph (3) of the 1945 Constitution. This principle positions law as the primary basis for the administration of the state, ensuring that all aspects of national and state life must adhere to the supremacy of law, not merely the power of authority. The concept of the state of law adopted by Indonesia aligns with the idea of Rechtsstaat, which not only emphasizes legal certainty but also places justice and democracy as its main orientation.¹ Therefore, law in Indonesia is expected to function more broadly, not limited to an administrative instrument, but also as a means to realize social justice and enhance community welfare.

Nevertheless, the reality of implementing the principle of the state of law in Indonesia still faces various obstacles. A key highlight is that legal products are often considered elitist, lacking space for participation, and not fully responsive to community needs. Many laws and regulations are drafted without optimal public involvement, resulting in ineffective implementation, sometimes even triggering resistance from the public. This condition shows a real gap between the ideal legal norms and their implementation on the ground. A number of studies affirm that public involvement in the legislative process holds strategic value in improving the quality of legal products so that they align with the needs of the wider community and are consistent with democratic principles.²

¹ Ana Fauzia, Fathul Hamdani, and Deva Octavia. "The revitalization of the Indonesian legal system in the order of realizing the ideal state law." *Progressive Law Review* 3, no. 01 (2021): 12-25.

² Dodi Jaya Wardana and Hasnan Bachtiar. "Public Participation in the Law-Making in the Digitalization Era." *Indonesia Law Reform Journal* 2, no. 3 (2022): 289-298.

Along with societal developments, the demand for responsive law is growing stronger. Responsive law is understood as law that places the community at the center of attention, with a primary orientation towards substantive justice, rather than mere procedural formalities. This type of law is characterized by its openness to criticism and its ability to adapt to the dynamics of social change. In the context of developing countries like Indonesia, responsive law plays a vital role because it functions as a bridge connecting state interests with community aspirations. Nursetiawan and Ardhanariswari³ assert that meaningful community involvement in the legislative process is the embodiment of the principle of a democratic state of law, where law exists to realize justice and common welfare.

Furthermore, the close relationship between law and community welfare cannot be ignored. Laws and regulations formed without considering the interests of public welfare risk losing their social legitimacy. Conversely, law that is able to accommodate the needs and aspirations of the community acts as an effective means of social engineering. Antari et al.⁴ emphasize the importance of looking at practices from other countries, where public participation in the law formation process is systematically maintained to ensure the achievement of welfare and social justice. This indicates that openness in the legislative process should not be merely interpreted as a formality, but rather as a fundamental prerequisite for the law to function as an instrument of development.

³ Eko Nursetiawan and Riris Ardhanariswari. "Meaningful Participation in Legislative Drafting as a Manifestation of a Democratic Rule of Law." *Jambe Law Journal* 5, no. 2 (2022): 251-270.

⁴ Putu Eva Ditayani Antari, Moh Fadli, Tunggul Anshari Setia Negara, Riana Susmayanti, and Luh Putu Yeyen Karista Putri. "Enhancing Meaningful Participation in the Law-Making Process in Indonesia: A Comparative Review." *International Journal of Law Reconstruction* 9, no. 1: 1-24.

In a broader perspective, the discourse concerning the correlation between law, democracy, and welfare has been widely discussed in academic studies. Scicluna and Auer,⁵ for instance, in the context of the European Union, show that the crisis of democracy and the weakening of the rule of law potentially erode the legitimacy of legal institutions and hinder the achievement of community welfare goals. Although Indonesia's political and legal context differs, the lesson from this phenomenon remains relevant. Non-responsive law that minimally involves the community in its formation can reduce democratic legitimacy while weakening the function of law as a means of achieving state goals.

Thus, the direction of legal development in Indonesia should be aimed at realizing a legal system that is responsive, participatory, and oriented towards public welfare. The principle of openness and public participation in the formation of laws and regulations is not only to improve the quality of regulation but also to strengthen its legitimacy and effectiveness in society. Therefore, this research is aimed at analyzing the correlation between the principle of the state of law, the need for responsive law, and the urgency of public participation in the formation of laws with the aspect of community welfare

2. Literature Review

The concept of the state of law (rule of law) is one of the main foundations in modern constitutional systems. In Indonesia, this principle does not only function

⁵ Nicole Scicluna and Stefan Auer. "From the Rule of Law to the Rule of Rules: Technocracy and the Crisis of EU Governance." *West European Politics* 42, no. 7 (2019): 1420-1442.

as a normative basis but is also used as an instrument to realize state goals, namely the achievement of social justice and the welfare of all citizens. International legal literature affirms that the supremacy of law plays a significant role in strengthening democratic legitimacy while promoting public welfare through transparent and accountable governance.⁶ Therefore, law cannot be viewed merely as a set of administrative rules, but must be understood as a social tool capable of directing societal change toward a more just and prosperous condition.

In contemporary legal discourse, the idea of responsive law emerges. This law positions the community as the main subject and prioritizes the principles of flexibility, openness to input and criticism, and a bias towards substantive justice over procedural formalities. This model of law allows for room for adaptation to evolving social dynamics. Scicluna and Auer,⁷ assert that the state's failure to build responsive law can lead to a crisis of democratic legitimacy. Such a crisis will ultimately weaken the function of legal institutions and negatively impact the welfare of the wider community. Thus, the urgency of responsive law is not only related to the effectiveness of regulation but is also closely linked to the sustainability of substantive democracy.

Another important aspect is community involvement in the law formation process. Public participation is viewed as a determinant of the legitimacy of a legal

⁶ Robert Spano. "The future of the European court of human rights Subsidiarity, process-based review and the rule of law." *Human Rights Law Review* 18, no. 3 (2018): 473-494.

⁷ Nicole Scicluna and Stefan Auer. "From the Rule of Law to the Rule of Rules: Technocracy and the Crisis of EU Governance." *West European Politics* 42, no. 7 (2019): 1420-1442.

product. Research by Wardana and Bactiar,⁸ reveals that the low level of community involvement in Indonesian legislation implies weak public acceptance of the resulting laws. This condition indicates a gap between the formal legislative process and the real needs of the community. Conversely, when the community is involved meaningfully, the resulting legal product is more acceptable because it reflects the aspirations of the people. Nursetiawan and Ardhanariswari,⁹ emphasize that substantive participation in the formation of law is a tangible manifestation of people's sovereignty within the framework of a democratic state of law. This shows that participation is not just supplementary, but a prerequisite for the creation of just and effective law.

From a comparative perspective, the research by Antari et al.¹⁰ illustrates that practices in several other countries demonstrate the importance of mechanisms that guarantee community involvement in the formation of laws. These mechanisms are not only intended to fulfill formal legitimacy but also to ensure that the resulting law genuinely reflects the community's real needs and is capable of driving the achievement of social welfare. Thus, academic studies affirm the close link between responsive law, meaningful public participation, and the goal of community welfare. These three aspects form the essential foundation for the development of a democratic state of law.

⁸ Dodi Jaya Wardana and Hasnan Bactiar. "Public Participation in the Law-Making in the Digitalization Era." *Indonesia Law Reform Journal* 2, no. 3 (2022): 289-298.

⁹ Eko Nursetiawan and Riris Ardhanariswari. "Meaningful Participation in Legislative Drafting as a Manifestation of a Democratic Rule of Law." *Jambe Law Journal* 5, no. 2 (2022): 251-270.

¹⁰ Putu Eva Ditayani Antari, Moh Fadli, Tunggul Anshari Setia Negara, Riana Susmayanti, and Luh Putu Yeyen Karista Putri. "Enhancing Meaningful Participation in the Law-Making Process in Indonesia: A Comparative Review." *International Journal of Law Reconstruction* 9, no. 1: 1-24.

3. Method

This research uses the normative juridical method, which is a legal research approach that relies on the normative analysis of laws and regulations, legal doctrines, and fundamental principles in legal science. This method was chosen because the research focus is to examine Indonesia's position as a state of law, the need for responsive law, and the role of public participation in the formation of laws oriented towards community welfare. The normative juridical approach allows researchers to examine the correlation between positive legal norms and the legal ideal to be achieved, namely social justice and common welfare.

The data used in this research consists of primary, secondary, and tertiary legal materials. Primary legal materials include the 1945 Constitution, Law No. 12 of 2011 concerning the Formation of Laws and Regulations and its amendments, as well as other relevant laws. Secondary legal materials are academic literature, scientific journals, previous research findings, and expert opinions on the concepts of responsive law, public participation, and community welfare. Meanwhile, tertiary legal materials include legal dictionaries, encyclopedias, and indexes that help clarify legal terminology.

The data analysis technique is performed through a qualitative approach with the method of legal interpretation. The analysis is carried out by interpreting the text of the laws and regulations and linking them to legal doctrine and findings from scientific literature. In this case, interpretation is carried out using several methods, including grammatical, systematic, historical, and teleological interpretations. Grammatical interpretation is used to understand the literal wording of the article,

systematic interpretation is used to place the article in the context of the entire legislation, historical interpretation is used to see the intent of the lawmakers, and teleological interpretation is used to connect legal norms with the state's goals, namely social justice and community welfare. This normative juridical approach is also supported by conceptual analysis that compares the theory of responsive law and the concept of public participation with the practice of law formation in Indonesia. Thus, this research does not only present the applicable legal norms but also assesses their effectiveness in achieving the goal of community welfare. The entire analysis process is carried out critically and systematically, resulting in conclusions that can provide academic and practical contributions to the development of the Indonesian legal system.

4. Results

4.1. State of Law and the Urgency of Responsive Law

Indonesia has affirmed itself as a state of law as stipulated in Article 1 Paragraph (3) of the 1945 Constitution. This principle requires that law be placed as the commander in the administration of the state, as well as a guarantee for the achievement of social justice for all citizens. However, in practice, the application of the principle of the state of law still faces major challenges, especially regarding the achievement of values of justice that are substantive in nature. Many legal products are born through formalistic and procedural mechanisms, thus paying less attention to the concrete needs of the community. This condition raises the idea of the

importance of responsive law, an approach intended as a correction to a legal paradigm that is rigid, closed, and tends to only emphasize legal-formal aspects.

Responsive law places the community at the center of attention in every legislative process. Its main characteristics include flexibility, openness to criticism, and an orientation towards substantive justice and public interest. Law with this model is considered more capable of responding to the constantly evolving social dynamics. Spano,¹¹ explains that the supremacy of law combined with the protection of human rights and democratic practices is an essential factor in maintaining the stability and legitimacy of a government. This statement shows that responsive law does not only regulate formal relations between institutions and individuals but also functions as an instrument to build public trust in the state. Thus, the existence of responsive law contributes to strengthening democratic legitimacy and supporting community welfare.

The study conducted by Scicluna and Auer,¹² in the European context warns that the failure to create responsive law can trigger a crisis of democracy. This is relevant to the situation in Indonesia, where the minimal involvement of the community in the law formation process often leads to public rejection. This phenomenon is clearly visible, for example, in the controversy surrounding the Job Creation Law (*Undang-Undang Cipta Kerja*), which caused waves of protests because it was deemed inconsistent with the aspirations of the people. This case shows a gap

¹¹ Robert Spano. "The future of the European court of human rights Subsidiarity, process-based review and the rule of law." *Human Rights Law Review* 18, no. 3 (2018): 473-494.

¹² Nicole Scicluna and Stefan Auer. "From the Rule of Law to the Rule of Rules: Technocracy and the Crisis of EU Governance." *West European Politics* 42, no. 7 (2019): 1420-1442.

between community needs and the legal products generated. Research by Wardana and Bactiar,¹³ reinforces this phenomenon by showing that community involvement in the legislative process in Indonesia is still symbolic, thus not yet able to guarantee the birth of legal products that are in line with the substantive needs of the people.

Furthermore, Nursetiawan and Ardhanariswari,¹⁴ assert that meaningful participation in legislation is a concrete manifestation of the principle of a democratic state of law. Substantive participation which does not stop merely at the stage of formality is needed as a means to unify the legal ideal with the real needs of society. Through meaningful participation, the community is not only made an object of the law but also an active subject in shaping the rules that govern their lives. It is within this framework that responsive law acts as a bridge connecting legal certainty with social justice, ensuring that law does not lose its relevance in society.

Therefore, strengthening the concept of responsive law in Indonesia is an urgent necessity. Without responsive law, the law risks being perceived only as a tool of power serving certain interests, rather than as an instrument to protect the rights of the community.¹⁵ Conversely, responsive law is able to guarantee social legitimacy because it is formulated through a participatory process and reflects public aspirations. Thus, law acts not only as a normative device but also as an instrument of development aimed at realizing the welfare of the people comprehensively.

¹³ Dodi Jaya Wardana and Hasnan Bachtiar. "Public Participation in the Law-Making in the Digitalization Era." *Indonesia Law Reform Journal* 2, no. 3 (2022): 289-298.

¹⁴ Eko Nursetiawan and Riris Ardhanariswari. "Meaningful Participation in Legislative Drafting as a Manifestation of a Democratic Rule of Law." *Jambe Law Journal* 5, no. 2 (2022): 251-270.

¹⁵ Lawrence O Gostin, John T. Monahan, Jenny Kaldor, Mary DeBartolo, Eric A. Friedman, Katie Gottschalk, Susan C. Kim et al. "The legal determinants of health: harnessing the power of law for global health and sustainable development." *The lancet* 393, no. 10183 (2019): 1857-1910.

4.2. Public Participation and Community Welfare

Public participation in the process of forming laws holds an important position in ensuring the birth of legal products that are legitimate and oriented towards community welfare. Legal literature confirms that involving the community is not just a mechanism for democratization but is a primary condition for creating effective and widely accepted law. Antari et al.¹⁶ show that countries capable of developing good public participation systems in the legislative process tend to produce regulations that are not only in line with community needs but also have a positive impact on social welfare.

In Indonesia, the normative basis regarding the obligation to involve the community in the formation of laws and regulations has been regulated in Law No. 12 of 2011 and its amendments. Theoretically, this regulation provides space for the community to participate in conveying aspirations at every stage of legislation. However, its practice in the field still faces various obstacles. Obstacles in the form of limited information access, minimal socialization, and the domination of political elites mean that community participation is often only a formality. Wardana & Bactiar,¹⁷ assert that this weak public involvement impacts the low sense of ownership of the community towards the resulting legal products, thus the implementation of these laws does not run optimally.

¹⁶ Putu Eva Ditayani Antari, Moh Fadli, Tunggul Anshari Setia Negara, Riana Susmayanti, and Luh Putu Yeyen Karista Putri. "Enhancing Meaningful Participation in the Law-Making Process in Indonesia: A Comparative Review." *International Journal of Law Reconstruction* 9, no. 1: 1-24.

¹⁷ Dodi Jaya Wardana and Hasnan Bactiar. "Public Participation in the Law-Making in the Digitalization Era." *Indonesia Law Reform Journal* 2, no. 3 (2022): 289-298.

In a comparative context, Crow et al.¹⁸ through a study in Europe emphasize that the effectiveness of public participation in rulemaking is influenced by the existence of transparent mechanisms, openness of information access, and clear communication channels between the government and citizens. When linked to the situation in Indonesia, this ideal condition is still far from being achieved despite some progress in the regulatory sphere. This fact highlights the need for deeper reform in strengthening the instruments of public participation, to be able to give birth to responsive law that truly meets the needs of the wider community.

Furthermore, the relationship between public participation and the improvement of community welfare can also be analyzed from the perspective of legal development. Nursetiawan and Ardhanariswari,¹⁹ assert that meaningful community involvement contributes significantly to the birth of law that is just, inclusive, and oriented towards the interests of the people. Legal products designed with community participation from the start have a greater opportunity to promote social justice, which in turn supports the achievement of welfare. This shows that public participation is not just a procedural aspect, but a substantive factor that has direct implications for the quality of social life.

Meier et al.²⁰ add that genuine public involvement can be a solution to overcome the crisis of trust in legal institutions. This is highly relevant to Indonesia's

¹⁸ Deserai A Crow, Elizabeth A. Albright, and Elizabeth A. Koebele. "Stakeholder participation and strategy in rulemaking: A comparative analysis." *State Politics & Policy Quarterly* 19, no. 2 (2019): 208-235.

¹⁹ Eko Nursetiawan and Riris Ardhanariswari. "Meaningful Participation in Legislative Drafting as a Manifestation of a Democratic Rule of Law." *Jambe Law Journal* 5, no. 2 (2022): 251-270.

²⁰ Kenneth J Meier, Mallory Compton, John Polga-Hecimovich, Miyeon Song, and Cameron Wimpy. "Bureaucracy and the failure of politics: Challenges to democratic governance." *Administration & Society* 51, no. 10 (2019): 1576-1605.

condition, where public resistance to some laws can be minimized if the public feels that their aspirations are truly taken into account in the legislative process. Thus, the success of forming laws oriented towards community welfare is not only determined by the aspect of legal substance but is also strongly influenced by the quality of public participation present at every stage.

The results of this study confirm the close link between the principle of the state of law, the need for responsive law, meaningful public participation, and the goal of community welfare. The supremacy of law is not enough to be understood only within the framework of legal certainty, but must also be accompanied by the principle of social justice.²¹ Responsive law along with inclusive public participation becomes the main instrument to ensure that the law does not remain a static normative text, but truly lives in society and is capable of carrying out its function as a means to realize common welfare.

5. Discussion

The research findings show a close link between the principle of the state of law, the concept of responsive law, public participation, and the goal of community welfare. This finding is consistent with the Rechtsstaat theory which asserts that law functions as the main instrument for realizing social justice. However, law must not stop at the normative level or merely a collection of written rules, but must be able to adapt to social change and accommodate community aspirations. In the

²¹ Seow Hon Tan. "Radbruch's Formula Revisited: The Lex Injusta Non Est Lex Maxim in Constitutional Democracies." *Canadian Journal of Law & Jurisprudence* 34, no. 2 (2021): 461-491.

Indonesian context, democratic supremacy of law can only be achieved if law is understood as a means of improving the quality of life of citizens, not merely a formal result of a rigid legislative process.²²

Public participation becomes an essential factor in strengthening the legitimacy of law. Without genuine community involvement, laws tend to be elitist and potentially receive rejection from the public. Antari et al.²³ affirm that meaningful participation must be institutionalized through transparent and systematic mechanisms, so that the community has real room to contribute to the legislative process. This view is in line with the findings of Wardana and Bactiar,²⁴ which show that the low level of community participation in the formation of laws in Indonesia implies weak public acceptance of these legal products. This condition ultimately reduces the effectiveness of law implementation on the ground.

From the perspective of its relationship with community welfare, responsive and participatory law holds a strategic position as an instrument of development. Meier et al.²⁵ remind that a crisis in democracy and law can lower the legitimacy of state institutions while hindering efforts to achieve social welfare. Therefore, the process of forming laws must be directed at producing regulations that are not only formally valid but also substantively meaningful. Regulations designed with broad

²² Yogi Prasetyo. "Indonesian integral law based on Pancasila." *Pancasila and Law Review* 3, no. 1 (2022): 1-12.

²³ Putu Eva Ditayani Antari, Moh Fadli, Tunggul Anshari Setia Negara, Riana Susmayanti, and Luh Putu Yeyen Karista Putri. "Enhancing Meaningful Participation in the Law-Making Process in Indonesia: A Comparative Review." *International Journal of Law Reconstruction* 9, no. 1: 1-24.

²⁴ Dodi Jaya Wardana and Hasnan Bactiar. "Public Participation in the Law-Making in the Digitalization Era." *Indonesia Law Reform Journal* 2, no. 3 (2022): 289-298.

²⁵ Kenneth J Meier, Mallory Compton, John Polga-Hecimovich, Miyeon Song, and Cameron Wimpy. "Bureaucracy and the failure of politics: Challenges to democratic governance." *Administration & Society* 51, no. 10 (2019): 1576-1605.

community participation have a greater opportunity to reflect real needs, minimize social conflict, and increase government legitimacy in the eyes of the people. Thus, this discussion asserts that the development of a democratic state of law in Indonesia cannot be separated from the existence of responsive law and genuine public participation. These two elements are fundamental prerequisites for the law to be able to carry out its function as a means to achieve common welfare. If public participation can be strengthened and law is structured responsively, then the ideals of a democratic and socially just state of law as mandated in the 1945 Constitution will be more likely to be realized in practice.

6. Conclusion

This research affirms that Indonesia's position as a state of law not only demands formal legal supremacy but also emphasizes the importance of substantive justice and community welfare. Law must not stop at the normative level but must be responsive to social dynamics and the aspirations of the wider community. Responsive law is understood as an instrument capable of accommodating change, open to criticism, and biased towards the public interest. Thus, the success of legal development is not only measured by certainty and procedural legality but also by the extent to which the law can improve the quality of life of citizens.

Public participation in the formation of laws is proven to have a strategic role in strengthening the legitimacy of law. Meaningful community involvement makes legal products more inclusive, accepted, and relevant to real needs. This has a direct impact on the effectiveness of law implementation while supporting the

achievement of social welfare. Therefore, legal reform in Indonesia must be directed at strengthening the mechanisms for public participation and implementing the paradigm of responsive law. In this way, law can truly exist as a means of social engineering that is just, democratic, and biased towards the welfare of the people, so that the ideals of the state of law as stipulated in the constitution can be genuinely realized.

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