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3rd ImCoSS

THE THIRD INTERNATIONAL MULTIDISCIPLINARY
CONFERENCE ON SOCIAL SCIENCES

5 - 7 JUNE 2015

BANDAR LAMPUNG UNIVERSITY
INDONESIA

PROCEEDINGS

Hosted by :

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3rd IMCoSS 2015

**THE THIRD INTERNATIONAL MULTIDISCIPLINARY
CONFERENCE ON SOCIAL SCIENCES**

5, 6 June 2015
Bandar Lampung University (UBL)
Lampung, Indonesia

PROCEEDINGS

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PREFACE

The Activities of the International Conference are in line and very appropriate with the vision and mission of Bandar Lampung University (UBL) to promote training and education as well as research in these areas.

On behalf of the **The Third International Multidisciplinary Conference on Social Sciences (The 3rd IMCoSS) 2015** organizing committee, we are very pleased with the very good response especially from the keynote speaker and from the participants. It is noteworthy to point out that about 112 technical papers were received for this conference.

I would like to express my deepest gratitude to the International Advisory Board members, sponsor and also to all keynote speakers and all participants. I am also grateful to all organizing committee and all of the reviewers who contribute to the high standard of the conference. Also I would like to express my deepest gratitude to the Rector of Bandar Lampung University (UBL) who give us endless support to these activities, so that the conference can be administrated on time

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Table Of Content

Preface.....	ii
International Advisory Board	iii
Steering Committee.....	iv
Organizing Committee	vi
Table of Content	viii
Keynote Speaker :	
1. Cultural Tourism and Trade in Indigenous People's Art and Craft: A Gap Analysis of International Legal Treatise and National Legislation – Ida Madieha bt. Abdul Ghani Azmi	I-1
2. Contrasting Islamic Leadership Styles (An Empirical Study Of Muslim Majority And Minority Countries) - Khaliq Ahmad	I-10
Paper Presenter :	
ECONOMICS :	
1. An Analysis of The Influence of Aggregate Expenditure Regional Gross Domestic Product Growth In The Lampung Province – H.M.A. Subing	II-1
2. Effect on The Quality of Passenger Satisfaction (Study in Radin Inten II Airport South Lampung) – Ardansyah and Stefanny Ellena Rushlan	II-7
3. Factors That Affect Longevity Of Business Relationships – Margaretha Pink Berlianto and Innocentius Bernarto.....	II-12
4. Millennials Green Culture: The Opportunity And Challenge (A Case Study Of Higher Education Student) - Ika Suhartanti Darmo	II-21
5. Preferences Prospective Students In Choosing The Study Program (University X In Bandar Lampung) - Indriati Agustina Gultom and Wahyu Pamungkas	II-29
6. The Effect Of Growth, Profitability And Liquidity To Bond Rating Of The Banking Firms Listed On The Indonesian Stock Exchange (Period 2009- 2013) - Syamsu Rizal and Winda Sutanti	II-34
7. The Influences Of Investment On Regional Gross Domestic Product (RGDP) In Lampung - Habiburrahman	II-42
8. The Influences Of Bank Product Socialization And Electronic Payment System Quality On Intention To Use E-Money In Indonesia - Cynthia Jonathan, Rina Erlanda and Zainal Arifin Hidayat	II-46
9. The Influence Of Inflation, GDP Growth, Size, Leverage, And Profitability Towards Stock Price On Property And Real Estate Companies Listed In	

Indonesia Stock Exchange Period 2005-2013 - Herry Gunawan Soedarsa and Prita Rizky Arika	II-50
10. The Influence Of Investment Opportunity Set (IOS) And Profitability Towards Stock Return On Property And Real Estate Firms In Indonesia Stock Exchange - Grace Ruth Benedicta, Herlina Lusmeida	II-57
11. The Influence Of Prosperity And Finacial Performance With Respect To Equalization Funds Of The Government District/City In All Southern Sumatra Regions - Rosmiati Tarmizi, Khairudin and Felisya Fransisca	II-66
26. The Influence of The Financial Performance and Macroeconomic Factors To Stock Return - Angrita Denziana, Haninun, and Hepiana Patmarina.....	II-73
27. The Economical Analysis Of Mechanization In Land Preparation For Plantation - M.C. Tri Atmodjo	II-81
28. The Performance of Undiversified Portfolio In Indonesia Stock Exchange - Budi Frensidy	II-84
29. An Analysis of Fast Improvement Program of Human Resources for Employee Satisfaction of PT. PLN (Persero), Bandar Lampung Power Sector - Sapmaya Wulan and Kiki Keshia	II-89
30. Engineering Model of Economic Institution Insugarcane Agribusiness Partnership (Case Study on Sugar Cane Agribusiness Partnership between Farmers Cooperative and Sugar Factory in Way Kanan Regency of Lampung Province-Indonesia) – Syahril Daud and Adrina Yustitia	II-97

LAW :

1. Analysis Of Convict's Rights In Judicial Review Of Narcotics Criminal Case - Yulianto	III-1
2. Comparison Of Authority Of The Conditional Court In India And Thailand In Judicial Review – Indah Satria	III-4
3. Criminal Law Policy As An Effort Of Overcoming Crime Towards Protected Animals - Benny Karya Limantara and Bambang Hartono	III-9
4. Decentralization Evaluation in Indonesia : The Dynamics of Relation Central Government and Local Government - Dewi Nurhalimah	III-15
5. Denial Of Labor Rights By Liberal Legal Regime In The Outsourcing System - Cornelius C.G, Desi Rohayati and Ricco Andreas	III-20
6. Design Of The Special / Special For Inclusion In The System Of The Republic Of Indonesia By Constitution Of The Republic Of Indonesia 1945 - Baharudin.....	III-22
7. Dilemma of State Sovereignty Protecting the Homeland Indonesia (Studies Agrarian Constitution) - FX. Sumarja	III-27
8. From State Sovereignty To People Sovereignty: The Development of State Control Doctrine in Indonesia Constitutional Court Decision - Utia Meylina	III-32

9. Law Function As Instrument To Build a Stability of Moral Economy in
Globalization Era - Hieronymus Soerjatisnanta and M Farid Al-Rianto III-36
10. The Analysis Of Criminal Liability For Crimes Perpetrators Of The Crime
Of Human Trafficking – Dharma Saputra III-45
11. The Death Penalty: Pancasila, With Efforts To Eradicated Drugs -
Anggun Ariena R. and Ade Oktariatas Ky III-48
12. The Existence of Government Regulation in Liew of Law or Peraturan
Pemerintah Pengganti Undang-Undang (Perppu) in Legal Systems of the
Republic of Indonesia - Rifandy Ritonga III-53
13. The Fulfilment Of The Right To Health Services Through Control Of
Ombudsman Functions In The Region - Agus Triono III-57
14. The Tort Of Multimodal TransportatioAgreement -
Dio Adewastia Fajaranu III-64
15. Uprising Of Village Democracy: Challenge And Opportunities For Village -
James Reinaldo Rumpia III-70
16. Comparative Law of Cartels between Indonesia and Japan (Review of Act
No. 5 of 1999 concerning Prohibition of Monopolistic Practices and Unfair
Business Competition and the Act Concerning Prohibition of Private
Monopoly and Maintenance of Fair Trade" (Act No. 54 of 14 April 1947))
- Recca Ayu Hapsari III-77
17. The Role Of Adat Community As The Part Of Normative Systems In Paser
- Melisa Safitri III-83

SOCIAL SCIENCE :

1. An Using E-CRM To Improve Market Value Companies (Research Study at
EF Bandar Lampung) - Ruri Koesliandana, Arnes Y. Vandika, and Dina Ika
Wahyuningsih IV-1
2. Analysis Of The Quality Of Public Health Field – Siti Masitoh IV-4
3. Charges Of Indonesia Labor / Workers Against Proper Living Needs That
Can Meet The Minimum Wage – Agustuti HandayaniIV-13
4. Community Response On Changes Regional Head Election System (Study
On Environmental Public Housing Way Kandis Bandar Lampung) -
Wawan Hernawan and Mutia Ravenska.....IV-16
5. Compensation Policy Implementation Of Fuel Oil, In The District Konawe,
Southeast Sulawesi Province (Study on Implementation of Direct Cash
Assistance) – Malik and Noning VerawatiIV-21
6. Crowd Funding, Social Entrepreneurship and Sustainable Development -
Hery Wibowo.....IV-29
7. Euphoria and Social Media Related to Organizational Effectiveness, Based
on Gangnam Style Case - Astadi Pangarso and Cut Irna SetiawatiIV-32

8. Financial Management In Public And Private Junior High Schools -
Suwandi and SoewitoIV-40
9. Gender Mainstreaming In Glasses of Public Administration at Banten
Province - Ipah Ema JumiatiIV-47
10. Impact From Social Media To Social Life -
Eka Imama N, Ade Kurniawan, Yoga Dwi Goesty D.S, and Arnes Y. VandikaIV-56
11. Implementation of Public Private Partnership in The Management Market
RAU (Rau Trade Center) In Serang City - RahmawatiIV-59
12. The Values Of Democracy In The Implementation Local Political Agenda
In Kendari - Jamal BakeIV-67
13. Evaluation Of Health Services Regional Public Hospital Besemah in Pagar
Alam City of South Sumatra -
Yuslainiwati, Budiman Rusli, Josy Adiwisastra, and Sinta NingrumIV-77
14. The Impact Of It Social Network Path In The Students Of Community -
Arnes Yuli VandikaIV-82
15. The Development of Women's Participation in Political Life -
Azima DimiyatiIV-86

EDUCATION :

1. An Analysis of Students' Gramatical Error in Using Passive Voice at Grade
Ten of SMA Persada Bandar Lampung 2014 - Ildhias Pratiwi Putri..... V-1
2. An Error Analysis of Speaking Present Tense on English Conversation on
Program of PRO 2 Radio Bandar Lampung – Maryana Pandawa V-5
3. Developing Students' Writing Skill by Diary Writing Habit -
Fatima A. Putri, Bery Salatar, and Susanto..... V-8
4. Discourse Analysis Of Gettysburg Address -Yanuaris Yanu Darmawan V-11
5. Error Analysis of SMA Pangudi Luhur Bandar Lampung Students'
Translation in Using Meaning-Based Translation. – Kefas Ajie Bhekti V-18
6. Improving Students Affective Domain Through Asian Parliamentary
Debate Technique – Purwanto V-24
7. Online Authentic Materials For Learning English - AgniaMuti, Ezra
Setiawan, and Ida Oktaviani V-36
8. Politeness Strategies As Persuasive Tool In Magazine Advertisements
Circulated In Lombok Tourism Spots – Lalu Abdul Khalik and Diah
Supatmiwat V-39
9. Simple Past Tense Of The First Grade Students Of SMP Negeri 1 Seputih
Banyak In Academic Year Of 2014/2015 - Qory Fahrnis Firdaus V-47
10. Supporting Learners' Autonomy Through Distance Language Learning -
Dameria Magdalena S V-51

11. Teaching Poetry in ELT Classrooms: Some Challenges and Solutions - Bastian Sugandi and Husnaini	V-54
12. Teaching Vocabulary By Using Hypnoteaching To Second Semester Students Of Bandar Lampung University - Fransiska Anggun Arumsari	V-58
13. The Application Of Brainstorming To Improve Student's Writing Skill - Ita Brasilia Nurhasanah, Ria Martin, and Rizky Amalia	V-65
14. The Application Of Using Letter Land Technique Towards Students Vocabulary Mastery - Budianto, Elis Munawaroh, Fitri Anggraini, and Yuni Arifah	V-68
15. The Application of Quiz Team Technique to Improve Students' Understanding on Simple Present Tense at Grade Seven at SMPN 26 Bandar Lampung – Rosdawati	V-71
16. The Art Of Seduction Of Giacomo Casanova An Analysis Of "The Story Of My Life" - Helta Anggia	V-75
17. The Effect Of The Application Of The News Presentation Towards Students' Speaking Ability Of Grade Eleven At SMK Negeri 1 Seputih Agung - Risdiana Yusuf	V-78
18. The Effect Of The Teacher's Feedback Approach Towards Students' Descrptive Writing Skill At Grade Tenth Of SMK Bhakti Utama Bandar Lampung - Nila Kurnijanti	V-83
19. The Improvement Of Students' Vocabulary Achievement By Using Direct Method Of SMP Wiyatama Bandar Lampung - Putri Nurhayani	V-85
20. The Influence Of Lampungnese Ethnicity Accent On Dialect A To Lampungnese Students' Pronunciation Ability At English Education Study Program - Anggi Okta Dinata	V-88
21. The Influence of Using Scrambled Pictures to Improve Students' Ability in Writing Narrative Text of Eleventh Grade Students of SMK Bhakti Utama Bandar Lampung - Novita Uswatun Khasanah	V-91
22. The Use of Letterland Method in Teaching Reading at Early Year Level to Pre-School Students in an Informal Education in Bandar Lampung - Alfiana Rochmah	V-94
23. TheInfluence of Using Short Video Towards the Students' Speaking Skill at Grade VII of SMPN 22 Bandar Lampung - Dita Oktapiana	V-101

THE EXISTENCE OF GOVERNMENT REGULATION IN LIEW OF LAW OR PERATURAN PEMERINTAH PENGGANTI UNDANG-UNDANG (PERPPU) IN LEGAL SYSTEMS OF THE REPUBLIC OF INDONESIA

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ABSTRACT -The Government Regulation in Liew of Law (Perppu) for the legal system in the republic of Indonesia which reflects the executive power is used to overcome "the forcing crunch". It (Perppu) is one of legislations which is based on Pancasila and Indonesian Constitutions in 1954 (UUD 1945) as all sources of law and the basic law of the country in legislation, and should be able to be a source of law legislation which is lower. But in practice it is often found that there are still some problems related to existence and function of the Government Regulation in Liew of Law (Perppu). Therefore, it has to arrange amendment to Act no. 10 of 2004 and Act no. 12 of 2011 on the Establishment Regulation Legislation clarifying in finding solutions, especially the definition of "the forcing crunch".

1. BACKGROUND

Legislation in Indonesia, from the highest to the lowest is set out in Article 7 (1) of Act no 12 in 2011 on the Establishment of Legislation. The article mentions that the type hierarchy of legislation consisting of (1) of the Constitution of the Republic of Indonesia, (2) Stipulation of the Assembly, (3) the Act / Regulation in lieu of law, (4) government regulation, (5) Presidential Regulation, (6) Provincial Regulation, (7) the District / Municipality regulation. From the seven regulations mentioned above, government regulations in lieu of law (Perppu) is the only rule that requires a matter of "the forcing crunch" in its formation. Constitution of the Republic of Indonesia in 1945 (UUD 1945), Article 22 paragraph (1) states that in matters of the forcing crunch, the president has the right to set the government regulation in lieu of law (perppu). When referring to this statement, it is clear that the government regulation in lieu of law (perppu) is an instrument that is determined by the President without the involvement of the House of Representatives (DPR). Act no.12, 2011 states that the substance of the government regulation in lieu of law (perppu) is the same as legislation. Based on the decision of Supreme Court, no.1-2/PUU-XII/2014 dated February 11, 2014 stating that the substance of government regulation in lieu of law was the substance of the legislation which has the power like legislation and binds since promulgated.¹

The role of Parliament regarding the new government regulation in lieu of law can be seen in Article 22 paragraph (2) and (3) of the 1945 Indonesian Constitution which stipulates that "government regulation should get approval of the House of Representatives in the next session" and "if it is not approved by then the government regulation in lieu of law (perppu) should be revoked". Unlike the law, regulation has a very short validity period that is up to Parliament conference which is close to the date of the

government regulation in lieu of law which is stipulated. After that, it needs the assertiveness of the House of Representatives on whether to approve or not the government regulation in lieu of law (Perppu). Filing it (Perppu) to the House of Representatives is conducted in the form of the law draft on the stipulation of government regulation in lieu of law (Perppu) to be law. In this case the House of Representatives legalized it (Perppu) to be law, whereas if the regulation has been rejected by the Parliament, the regulation has not occurred. Then, the President submits a law draft on law repeal of Perppu which manages the consequences of the refusal. In the legal system of the Republic of Indonesia, the prevailing legal norms are in a system that is layered and tiered, as well as in groups, in which a norm that is always valid, sourced and based on the higher norms, and norms a higher force, sourced, and based on the higher norms, and so on until one basic norms of state (state fundamental norm) of Republic of Indonesia that is Pancasila. Article 2 No. 12 of Act 2011 affirms that Pancasila is the source of all sources of state law that the basic meaning of this is a basic ideology as well as national philosophy in order that every substance of the legislation must not be in contradiction with Pancasila and Article 3, paragraph (1) no. 12 of law 2011 which affirms that the 1945 Constitution is the basic law of the Establishment Regulations Act. As one of Law And Regulation, Perppu must also be based on Pancasila and 1945 Indonesian Constitution as source of all sources of state law and the basic law and regulation which is based on a concept representing Perppu which has a regulation in terms of "the forcing crunch" which is stipulated in the form of Perppu which is the most parallel hierarchy law and regulation. Though its (Perppu) position is parallel with with law and regulation, it owns a speciality – it is not formed through solution and approval from the House of Representatives and President but it (Perppu) is formed on the basis of President's absolute power.

Another speciality of Perppu (the government regulation in lieu of law) is that there is condition in matters of "the forcing crunch" in its establishment.

¹Monika Suhayati, *Kontroversi Perppu Pilkada dan Perppu Penda*, Jurnal Singkat Hukum Vol.VI No.20/II/P3DI/Oktober/2014, hlm.2

The forcing crunch is defined as an abnormal situation requiring unconventional efforts to overcome it at once. In history of Indonesian republic, it often occurs incidents and conditions which are abnormal in politics, law, economy, social, natural disaster, etc and sometimes there is no law which can be a solution. In an abnormal condition, it needs specific legal system either in its substance or in its establishment so in the condition, Perppu (the government regulation in lieu of law) is important to be an instrument to do prevailing regulations and it has legal force binding society.²

Therefore, in relation to the background, the research entitled "The Existence of Government Regulation in Lieu of Law (Perppu) in Legal Systems of the Republic of Indonesia"

2. DISCUSSION

This research uses normative research analyzing the existence of Perppu (the government regulation in lieu of law) in legal systems of the Republic of Indonesia. Some Approaches used in this research are *statute approach* and *historical approach*. The research refers to the primary, secondary and tertiary law references. Because it is also descriptive analysis, it has data collection, formulation of the problems, and related theories of law .

a. The Parameter of Forcing Crunch in Forming Perppu (the Government Regulation in Lieu of Law)

The issue which is always controversial is the parameter of "Forcing crunch" as political and sociological bases in forming Perppu (the government regulation in lieu of law). Indeed there is a public opinion that Perppu (the government regulation in lieu of law) stipulated is not because of the forcing crunch but a forcing interest. The forcing crunch can be described as an abnormal condition requiring unconventional efforts to overcome the condition. In the history of Indonesia, it often occurred the incidents and conditions which are abnormal in the basis of politics, law, economy, social, natural disaster and so on where the instrument of positive law that there is often not capable of acting as a solution. In this abnormal condition required for legal norms that are too specific in terms of both substance and process of establishment so that in those conditions Perppu (the government regulation in lieu of law) is indispensable as a legal instrument like prevailing legislation and has binding force to the society.

The forcing crunch as the basic thing in Perppu formation is not similar with "the dangerous situation" meant in article 22 of Indonesian Constitution in 1945 even though both the forcing crunch and dangerous situation are more concrete elaboration of emergency situation in a particular constitutional system. the clear

determination of conditions and effect of "dangerous situation" in article 22 of Indonesian Constitution in 1945 needs of House of Representatives involvement to stipulate with legislation while "the forcing crunch" in article 22 of Indonesian Constitution in 1945 is dependent on the president's subjectivity though later it needs objective approval of members of parliament³.

Dynamics of history of law and regulation in Indonesia show that background of stipulating of Perppu by President is different from each other. It is because the measurement of the forcing crunch has always been multi-interpretation and the level of president's subjectivity in interpretation the phrase "the forcing crunch" as the basis of Perppu establishment.

In theory related to constitutional law emergency mentioned that "the forcing crunch as in article 22 of Indonesian Constitution in 1945 more emphasizes at law requirement aspect which is urgent and bound the limited time.

At least there are 3 (three) elements which can generate a "forcing crunch" that is⁴:

1. dangerous threat;
2. reasonable necessity; and/or
3. limited time which is available

From the three elements, dangerous threat more orient to article 12 of Indonesian Constitution in 1945 especially concerning with a dangerous situation although in Perppu which is dilatory overshadowed by dangerous threat. For example, Perppu no. 1 of 2002 about eradication of terrorism where in the general clarification, the use of Perppu is to regulate the eradication of terrorism which is based on the consideration that it is occurred in many places emerging the loss of either material or immaterial as well as insecurity for society. Thus it is indispensable to release Perppu in order to create a conducive situation for conservancy of orderliness and security without leaving law principles. An example of Perppu which is based on reasonable necessity is Perppu no. 3 of 2009 about the change of no. 9 of 1992 regulation about immigration where the governmental policy of Arab Saudi states that in 1430 Hijriah pilgrims from all over the world (including Indonesia) must use ordinary passport which is valid internationally. It becomes the measurement of a "forcing crunch" so Indonesian government needs some efforts which can guarantee to the availability of passport in order that hajj can be implemented.

As for example [of] [of] Perppu in relation to the element of limited time which is available is Perppu no. 1 of 2006 is about Change of no. 12 of 2003 law regarding Election of parliament member, members of council in region, and members of legislative council arranging that members of General Election Commission (KPU) chosen based on Article no. 4 of 2000 about Change of article no. 3 of 1999 about General Election which have been adapted with

² Nur Rohim, *Kontroversi Pembentukan Perppu Nomor 1 Tahun 2013 tentang Mahkamah Konstitusi Dalam Rangka Kegentingan Yang Memaksa*, Jurnal Cita Hukum, Vol. I Nomor 1 Juni 2014, hlm. 128-129.

³ Jimly Asshiddiqie, *Hukum Tata Negara Darurat*, Edisi 1, Jakarta, PT. Raja Grafindo Persada, 2007, hlm. 12-13.

⁴ Jimly Asshiddiqie, *Op. Cit.*, hlm. 207-208.

law no.12 of 2003, remain to do their duty until the forming of general election implementation to replace the rule which is going into effect in law no. 12 of 2003. In relation to the consideration, President has a notion the matter condition [of] a “forcing crunch” which has been fulfilled to stipulate Perppu.

Regarding the above examples, it seems that it is difficult to give the exact parameter on the matter of the “forcing crunch” to stipulate Perppu because it is president’s subjectivity mandated in section 22 of 1945 constitution. Further, the condition of president to determine forcing matters must be on the basis of the decision of supreme court, no.138/PUU-VII/2009 date of 8 Februari 2010

In supreme court decision, there are 3 (three) conditions of the existence of the forcing crunch which is mentioned in section 22 sentence 1 of 1945 constitution that is⁵:

- 1) Existence of circumstance, that is urgent requirement to finish the problem regarding law at once pursuant to law
- 2) Law required is not yet there so that happened vacant regulation or relevant law which is not adequate; and
- 3) The Law emptiness cannot be overcome by legislating with the ordinary procedure because it will need the sufficient time, while the urgent circumstance of certainty requires to be finished.

Assessment concerning with a matter of the forcing crunch becomes objective after that matter is assessed and approved by House of Representatives (DPR) as arranged in Section 22 sentence (2) of 1945 Constitution⁶. In the section explained that Perppu hereinafter has to get the DPR approval in the following conference

b. Rule of Crime Matter May Not Be In Perppu

Section 11 law no.12 of 2011 affirms that contents of Regulation of law substitution are equal to main points in law. If submission consists of section rule so the contents of Perppu are similar with regulation arranged including crime matters.

The proposition can be tested its rationality with the argument that Perppu is arranged in abnormal constitution, while regulation is formed in an abnormal condition so the contents in Perppu are different from those in regulation. One of differences is that Perppu do not consists of crime stipulation because Perppu is formed to overcome the forcing crunch which is not for long term and it does not involve parliament in the process of its establishment⁷. Inclusion of crime stipulation is related with the principles of legality. In criminal law theory, one of important aspects regarding legalities are formulated

with the stipulation of criminal regulation through the process of democratic legitimacy in formal regulation⁸.

In legislation theory, law in formal meaning is the law norm which is stipulated by legislative council⁹. This case constitutes the existence of section 15 law no. 12 of 2011 “the contents concerning crime rule can only be issued in law, province regulation, and regency or town regulation”. Thus, it is clear that Perppu does not consist of crime stipulation because Perppu does not belong to the category of law norms stipulated by legislative council.

3. CONCLUSION

Perppu represents one of law and regulation types which must be in the system of law norms of Indonesian republic as one of logical consequence followed by presidential system in the government of Indonesian republic which is always maintained, in the parameter regarding “the forcing crunch” as the political and sociological base in forming Perppu. There are at least 3 (three) elements called as the “forcing crunch”¹⁰:

- a) *dangerous threat*;
- b) *reasonable necessity*; and /or
- c) *limited time which is available*

And it is reassured with the decision of supreme court with constitution no. 138/PUU-VII/2009. In the making of decision there are 3 (three) conditions in relation to the “forcing crunch” as meant in section 22, sentence (1), 1945 constitution.

Perppu does not consist of crime stipulation with the reason that Perppu is established to overcome the “forcing crunch” which is not for long term and it does not involve parliament as the element of people representatives in the process of its formation. Inclusion of crime stipulation related much to the principles of legalities. In criminal law theory, one of important aspects regarding legalities is formulated with criminal law through democratic legacy into legislation in formal meaning. In legislation theory, law in formal meaning is always formed by legislative council.

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⁹ Maria Farida Indrati S., *Ilmu Perundang-Undangan Jenis, Fungsi, dan Materi Muatan*, Kanisius, Yogyakarta, 2007., hlm.52.

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2013

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Law and Regulation

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