

THE DYNAMICS OF DRAFTING AND REVISING LEGISLATION IN INDONESIA: RESPONDING TO SOCIAL, ECONOMIC, AND TECHNOLOGICAL CHANGES THROUGH A PARTICIPATORY AND CONSTITUTIONAL APPROACH – A LITERATURE REVIEW

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Abstract

This study discusses the dynamics of drafting and revising legislation in Indonesia, emphasising the importance of regulations that are responsive to social, economic, and technological changes. Through a literature review, this study shows that non-adaptive regulations often lag behind the realities of society, creating a gap between legal norms and public needs. On the other hand, accelerated legislation without in-depth review can lead to controversy and public resistance, as seen in various cases of important law formation in Indonesia over the past two decades. This study emphasises that responsive regulations do not only depend on temporal aspects, namely the speed of responding to change, but also substantive aspects, namely the compatibility between the content of the law and public interests, principles of justice, and global developments. A participatory approach provides space for the public to be involved in every stage of legislation, while constitutional principles ensure that legislation is in line with the basic values of the 1945 Constitution, upholding the protection of human rights, legal certainty, and social justice. The results of the study confirm that the success of legislation in Indonesia is determined by the ability to integrate regulatory responsiveness with substantive public participation and respect for constitutionalism. With a legislative model that is increasingly open, inclusive, and adaptive, it is hoped that Indonesia will be able to build a legal system that is relevant, legitimate, and capable of facing the challenges of globalisation and technological transformation without sacrificing democratic stability.

Keywords: legislation, legal responsiveness, public participation, constitutionalism, social change, digital economy, technology.

Introduction

Legislation is the main instrument used by the state to regulate people's lives, maintain social order, and carry out governmental functions. In Indonesia, regulations have a very strategic position because, apart from being a manifestation of people's sovereignty as reflected through the legislative body, they also serve as the operational basis for the implementation of executive and judicial policies (Tarigan, 2025). In the context of a constitutional state, legislation is not merely a normative text, but also a product that must be able to respond to the challenges faced by society, whether in the social, economic, political, or technological dimensions. This shows that the dynamics of drafting and revising laws cannot be separated from efforts to maintain the relevance and sustainability of the social order amid changing times ((Rachmat S.P. et al., 2025).

Social changes in Indonesian society are moving very quickly in line with increasing globalisation, the development of digital media, and shifting patterns of interaction between individuals and groups. The phenomena of urbanisation, cultural transformation, and the shift from traditional values to modern patterns have resulted in the need for new, more adaptive laws (OECD, 2012) . On the one hand, society demands clear and firm legal certainty; on the other hand, they also want flexible laws that are able to accommodate collective aspirations. It is this tension between certainty and flexibility that makes legislation an arena of ongoing contestation(Tarigan, 2025) .

In addition to social factors, economic dimensions are also a major driver of the need for continuous drafting and revision of laws. The wave of digital economic development, global market connectivity, and the emergence of new business models demand regulations that are not only pro-investment but also protect the rights of workers, consumers, and small businesses (Widodo, 2023) . The drafting of the Omnibus Law on Job Creation is a concrete example of how the state is attempting to create large-scale regulations to respond to investment needs while addressing the complexities of employment. However, the overly hasty legislative process and lack of public participation have led to dissatisfaction, lawsuits in the Constitutional Court, and lengthy debates regarding the legitimacy of the law (Sari, 2024) .

In the era of the Fourth Industrial Revolution and the trend towards Society 5.0, technology has become a disruptive factor that significantly influences legal configurations. The emergence of digital technology, big data, artificial intelligence, and platform-based economic ecosystems has forced countries to adapt to new regulations. Issues such as data privacy, cybersecurity, electronic transactions, and cross-border digital platform regulations present unique challenges (Wijaya, 2024) . In Indonesia, the emergence of the ITE Law and its revisions reflect the state's efforts to respond to technological developments, although its treatment is often considered repressive rather than protective. This raises fundamental questions about the extent to which regulations are produced with consideration for the interests of the community and the principle of justice (Setiadi & Harefa, 2021) .

The process of drafting and revising laws in Indonesia cannot be separated from the aspect of political law. Often, legislation emphasises the pragmatic interests of political institutions rather than the substantive needs of the community. In fact, the theory of responsive law put forward by Philippe Nonet and Philip Selznick emphasises that law should serve as a means to bridge social interests, create substantive justice, and be responsive to the dynamics of community needs. This means that the law should not be static and merely textual, but rather contextual, visionary, and rooted in the socio-economic realities of society (Hakim, 2025) .

A participatory approach in the formulation of laws is one of the strong demands of modern democracy. Participation is not only understood as the presence of the community in public hearings, but also as more involvement, starting from the planning

stage, public consultation, to testing the consequences. The broader and more substantial the participation, the greater the opportunity for the creation of regulations that are accepted and complied with by the public (Suharto, 2025) . Unfortunately, in legislative practice in Indonesia, public participation still tends to be a formality, carried out merely to fulfil administrative requirements, rather than being a key normative basis. A lack of seriousness in integrating the voice of the community actually leads to resistance to the legitimacy of legislation (Simanjuntak & Sihombing, 2024)).

Constitutional principles also play a central role in the drafting of legislation. The Indonesian Constitution emphasises that a state based on the rule of law must guarantee legal certainty, justice, protection of human rights, and equality before the law. Without regard for the principles of constitutionalism, a regulation will only become a normative text that is potentially subject to challenge (Abdullah, 2023) . The jurisprudence of the Constitutional Court shows that many laws have been revoked due to formal and material defects, mainly as a result of hasty drafting, lack of participation, or inconsistency with constitutional values. This proves that every legislative dynamic must comply with constitutional guidelines in order not to lose its legal legitimacy (Kurniawan, 2025) .

The failure of responsive and participatory legislation often has an impact on the level of public trust in state institutions. When the public sees that the laws that are passed accommodate the interests of capitalists or elite groups, the legitimacy of the government is eroded. This condition not only creates a legal crisis, but also a political crisis of trust that is dangerous in the long term. The breakdown in communication between the people and legislators through an elitist legislative process creates an institutional distance, where the law is no longer seen as a tool for fair social engineering, but rather an instrument of coercion from above(Chandranegara, 2020) .

On the other hand, there is an urgency to formulate regulations that are in line with the principle of sustainability in the modern era. Climate change, environmental degradation, and the need for sustainable development demand the creation of new legal regulations that are integrative and pro-environment. This dimension is becoming increasingly important because adaptive regulations are not only limited to socio-economic issues but must also be based on the sustainability needs of future generations. Failure to respond to sustainability issues demonstrates the state's weakness in designing progressive laws (Hartono, 2023) .

As a piece of research, it is important to highlight the dynamics of drafting and revising legislation in Indonesia through a literature review because legal literature, both national and international, has extensively discussed the theory and practice of responsive law, public participation, and constitutionalism. This review provides an opportunity to re-examine the extent to which legislative practices in Indonesia are consistent with or contradict established theories. By comparing Indonesia's legislative

practices with the literature on responsive law, this study aims to identify gaps and opportunities to promote a more adaptive legislative system.

Research Method

The research method used in this study is a literature review with a normative-empirical legal approach. Literature-based research was conducted through a systematic review of books, reputable journal articles, legislation, Constitutional Court decisions, and previous research reports relevant to the dynamics of drafting and revising laws in Indonesia. The normative approach was used to analyse regulations and constitutional principles, while the empirical approach was used to assess how these regulations were responded to by the community and institutional practices (Hamzah, 2020). The analysis is conducted qualitatively with an emphasis on the concepts of responsive law, participatory democracy, and constitutionalism, to produce a comprehensive understanding of the extent to which the legislative process in Indonesia is able to adapt to social, economic, and technological changes, while remaining in line with the principles of justice, legal certainty, and constitutional legitimacy (Elijah & Aslan, 2025).

Results and Discussion

Regulatory Responsiveness to Social, Economic, and Technological Change

Regulatory responsiveness essentially refers to the ability of a legal system to adapt to developments in society. This concept stems from the idea that law should not be viewed as a static text, but rather as a regulatory instrument that constantly interacts with social, economic and technological changes. In Indonesia, regulatory responsiveness is crucial because society is changing very rapidly, while the legislative mechanism is often still bogged down in bureaucratic procedures and political tug-of-war. This situation creates a gap between the real needs of society and the substance of the laws that are produced (Lestari, 2024).

Social change in Indonesia over the past two decades has been greatly influenced by globalisation and developments in communication technology. The influx of information through the internet, social media, and digital platforms has accelerated the formation of public opinion and public legal awareness. Phenomena such as the digital movement in public policy advocacy show that the public is now more active in voicing their opinions. On the one hand, this is an opportunity for the state to accommodate aspirations in the formulation of laws. However, on the other hand, if regulations are slow to adapt, the potential for conflict and public resistance to government policies will increase (Anggraini, 2025).

Social change is also evident in the emergence of new issues that previously did not receive legal attention. Issues regarding gender equality, diversity of identity, protection of vulnerable groups, and the right to a healthy environment are now on the

modern legal agenda. Regulations that are slow to anticipate these issues will lose legitimacy because they are irrelevant to the values that are developing in society. Therefore, responsive regulations are required to accommodate changes in values and social awareness, rather than simply maintaining rigid old patterns (Utami, 2024) .

In the economic context, Indonesia faces major challenges due to global economic transformation. Trade liberalisation, the growth of foreign investment, and increased interconnectivity between countries have forced the government to reorganise regulations relevant to business, employment, and investment. Regulations that are too rigid tend to hamper economic growth, but regulations that are too loose risk sacrificing the public interest, especially workers and small businesses. The balance between the investment climate and public protection is a measure of the economic responsiveness of a regulation (Salim, 2023) .

The birth of the "digital economy" has had a tremendous impact on Indonesia's economic structure. E-commerce, fintech, and platform-based applications have fundamentally changed the patterns of production, distribution, and consumption in society. However, to date, regulations governing the digital economy are still partial, with overlapping authorities between ministries (Ibrahim, 2023) . As a result, there are many legal loopholes, including consumer protection, business competition, and business certainty for digital MSME players. Responsive regulations in this sector should be able to create a legal ecosystem that is adaptive, clear, and able to keep up with the acceleration of technological innovation (Saputra, 2023) .

The Omnibus Law on Job Creation can be used as a concrete example of how the state is attempting to be responsive in the economic sector. Through the simplification of thousands of regulations and the synchronisation of policies, the government is attempting to create legal efficiency in order to attract investment. However, the drafting process was considered to lack transparency and public participation. As a result, although the aim was to improve the business climate, the political and social legitimacy of the law was eroded. This shows that regulatory responsiveness cannot be measured solely by the speed of legal change, but must also take into account the dimensions of democracy and legitimacy(Wattimury, 2024) .

The impact of digital technology on regulation is increasingly felt with the emergence of new issues in the realm of cyber law. Issues such as personal data protection, electronic transaction security, digital crime, and regulations related to artificial intelligence require proactive steps from lawmakers. Responsive legislation must be able to provide legal protection for the public without hindering innovation. The challenge lies in the inability of legislators to keep up with the pace of technological advancement, resulting in regulations that are often outdated by the time they are implemented (Choudhry, 2020) .

The Electronic Information and Transaction Law (EIT Law) is one example of the state's response to developments in digital technology. However, its implementation

has sparked debate because certain articles are used to restrict public expression in the digital space(Fruhstorfer, 2022) . Public criticism shows that although the regulation was introduced in response to the technological era, its substance has the potential to be repressive. This phenomenon emphasises that responsive regulation should not only be measured in terms of its temporal aspect—i.e., how quickly the rules are made—but also in terms of its substantive aspect, whether it truly protects the rights of citizens while responding to new realities(Prasetyo, 2024) .

The responsiveness of regulations to technological changes cannot be separated from international developments. For example, personal data protection has now become a global standard through the European Union's General Data Protection Regulation (GDPR). Indonesia, through the enactment of the Personal Data Protection Law, is attempting to follow these standards so that domestic regulations are compatible with international norms. This shows that responsive regulations are not only required to be compatible with internal realities, but must also be in line with global legal dynamics in order to maintain international competitiveness and legitimacy (Nasrullah, 2024) .

Social, economic, and technological factors are often interrelated in influencing regulatory needs. The digital economic transformation, for example, not only impacts business growth but also societal patterns, such as the emergence of *gig economy* workers. This phenomenon raises new issues, including the legal status of workers, social security rights, and wage protection. Responsive regulations should be able to provide legal protection that balances modern work flexibility and basic welfare guarantees without burdening business innovation (Purnama, 2024) .

The biggest challenge for responsive regulation in Indonesia is the slow legislative process in keeping up with the pace of social and technological change. When policies take a long time to be consulted, discussed, and passed, the reality on the ground has often already changed. This situation creates a wide gap between legal norms and the socio-economic practices of society. This is reflected in various sectors, from creative industry regulations, digital banking, to application-based transportation, where people are already using these services while legal regulations are still struggling to respond(Pomaza-Ponomarenko, 2023) .

To address this challenge, responsive regulation requires more flexible and adaptive legislative mechanisms. *Soft law* models, principle-based regulations, and the application of *regulatory sandboxes* can be used as alternative approaches. For example, in the fintech sector, regulatory sandboxes provide space for countries to test technological innovations before establishing permanent rules. This pattern is able to maintain a balance between the need for supervision and the drive for innovation, while also serving as a concrete example of legal responsiveness in the face of a rapidly changing era (Yuliana, 2024) .

However, it is important to note that regulatory responsiveness does not mean that laws are made hastily. Regulations that are rushed without public participation have the potential to lead to lawsuits in the Constitutional Court, as was the case with the Omnibus Law. This means that responsive regulations must balance speed and quality, innovation and certainty, economic efficiency and the protection of citizens' constitutional rights. Failure to maintain this balance will make the law a source of uncertainty rather than a solution (Rahmi, 2023).

Thus, it can be understood that the responsiveness of regulations to social, economic, and technological changes is an absolute requirement for a modern rule of law. Adaptive regulations not only strengthen the legitimacy of the law but also maintain public trust while ensuring justice in an era of great change. For Indonesia, this challenge is even greater given the rapid pace of socio-economic change and the rapid advancement of digital technology. However, behind these challenges lie great opportunities to build a legislative system that is responsive, participatory, and in line with the aspirations of society and the development of global constitutionalism.

Participatory and Constitutional Approaches to Lawmaking

The formation of laws in Indonesia is not only viewed as a technical process of drafting norms, but also as a political and legal event imbued with the values of democracy and constitutionalism. Within the framework of the Pancasila legal state, laws must be an expression of the will of the people as well as an implementation of the constitution. Therefore, a participatory and constitutional approach to the legislative process cannot be separated. Both ensure that regulations are not only procedurally valid but also substantively legitimate (Wahyudi, 2024).

The participatory approach emphasises the need for public involvement in all stages of legislation, from planning to evaluation of law implementation. This concept is in line with the idea of deliberative democracy, which assumes that legal products will be fairer and more acceptable if the public plays a role in contributing their views. Community participation also narrows the gap between legislators and the people, so that the resulting laws truly reflect public needs, not just the interests of the political elite (Sembiring, 2023).

Public participation in the drafting of laws can take the form of public consultations, hearings, written feedback mechanisms, and even digital initiatives through online platforms. However, in practice, many regulations in Indonesia are drafted with minimal public involvement or merely as a formality (Nasution & Putri, 2023). This raises serious concerns because elitist legislative processes often ignore the needs of the community. In fact, according to the principle of responsive law, public involvement is an absolute requirement for the creation of regulations that are relevant to social realities (Wen, 2023a).

The drafting of the Omnibus Law on Job Creation was an important turning point in highlighting the weakness of public participation in Indonesia. This law was processed quickly, involved limited consultation, and lacked transparency. The ambiguity of the draft and the lack of civil society involvement sparked a wave of protests that reflected the failure of the participatory approach. The Constitutional Court subsequently ruled that the formation of the law was conditionally unconstitutional, highlighting the importance of public participation as a constitutional requirement in the drafting of laws (Wen, 2023b) . In addition to public participation, constitutional principles are also an important foundation in the formation of laws. Constitutionalism requires that every piece of legislation complies with the basic norms of the 1945 Constitution, upholds human rights, and is based on the principles of legal certainty, justice, and equality. This is not just a matter of legal formalities, but also concerns the moral legitimacy of regulations. Without a constitutional basis, laws are vulnerable to being challenged through the judicial review mechanism at the Constitutional Court (Fitria, 2024) .

The constitution also functions as a *limiter* on legislative power. Through the judicial review mechanism, the Constitutional Court plays an active role in reviewing laws against the 1945 Constitution. The existence of the Constitutional Court acts as a counterbalance to ensure that legislation does not conflict with the basic principles of a democratic state based on the rule of law. Thus, the constitutional approach is not only normative but also a real mechanism to protect the people from potential abuse of authority in the formation of laws (Bukit & Sipayung, 2025)).

When linked to public participation, constitutional principles can be seen as "guidelines" that must be followed so that participation is not only procedural but also substantive. The constitution guarantees the right of the people to be heard and to participate in the political process. In other words, failure to open up space for public participation in law-making can be considered a violation of the constitutional rights of citizens. This reinforces the argument that participation and constitutionalism are two sides of the same coin that complement each other (Kusuma & Rahman, 2024) .

Unfortunately, in Indonesia there is still tension between political-lawmaking interests and participatory-constitutional principles. Legislators often use the logic of speed and effectiveness as a reason to close the space for public participation, even though the substance of democracy lies precisely in the involvement of the people. As a result, laws lose their legitimacy and often end up being challenged by the public or corrected by the Constitutional Court. This indicates that participatory and constitutional values have not been fully internalised in the legislative system (Ramadhan, 2024) .

To strengthen the role of public participation in legislation, innovation is needed in the mechanism for drafting laws. One such innovation is the use of digital technology to facilitate *e-legislation* and online consultations that are open to the wider community. In this way, the diversity of public aspirations can be captured more effectively. The

experience of other countries shows that the use of technology strengthens the legitimacy of the law because the public feels involved in the formation of the rules that govern them(Tarigan, 2025) . In addition to public participation, information disclosure is also an integral part of participatory and constitutional democracy. Good laws must be drafted through a transparent process, so that every draft, academic paper, and meeting minutes can be accessed by the public. This transparency not only strengthens the legitimacy of the law, but also serves as a form of public control over legislators. Through transparency, the potential for transactional political practices in the legislative process can be minimised(Rachmat S.P. et al., 2025) .

From a constitutional perspective, public participation is not only a right but also an obligation of the state to facilitate it. The 1945 Constitution, which upholds the principle of people's sovereignty, requires that the people not only be objects of law but also active subjects in determining the direction of legislation. Thus, strengthening public participation is a tangible form of implementing the principle of people's sovereignty. This is in line with the spirit of Pancasila democracy, which emphasises deliberation to reach consensus (OECD, 2012) .

The Constitutional Court has repeatedly affirmed in its decisions that public participation is an important aspect of law-making. Formal reviews of several laws, including the Job Creation Law, show how crucial this requirement is. The Constitutional Court emphasises that public involvement must be substantive, meaning that the people must be truly heard, not merely invited to forums. The constitutionalisation of public participation places the people on an equal footing with the state in determining the direction of legal policy (Widodo, 2023) .

Thus, participatory and constitutional approaches to law-making reinforce each other. Public participation ensures that laws are born out of the real needs of the community, while constitutional principles ensure that these rules do not conflict with human rights, legal certainty, or the basic principles of the state. This combination produces regulations that are not only responsive but also politically and legally legitimate. Without these two elements, laws will be vulnerable to rejection by the public or annulment by the Constitutional Court.

Therefore, the reform of Indonesia's legislative system must be directed towards strengthening participatory and constitutional mechanisms as key principles. Legislators should not only focus on the speed of producing legal products, but also pay attention to the quality and legitimacy of the drafting process. With inclusive public participation and respect for the constitution as the highest norm, legislation in Indonesia can become a democratic instrument that truly favours the people.

Conclusion

The dynamics of drafting and revising legislation in Indonesia show that the law is constantly caught between the need to respond to social, economic and

technological changes and the demands of legal certainty and constitutionalism. Rapid social change, digital economic development, and technological disruption have created new challenges that must be responded to immediately by regulations. However, reality shows that legislative delays, overlapping regulations, and minimal public participation often result in laws that do not fully address the needs of the times and even cause social resistance.

A participatory and constitutional approach is an important foundation in ensuring that regulations are not only adaptive but also legitimate. Substantial public participation provides space for real community involvement in the legislative process, so that laws are truly born out of public needs, not just the interests of the political elite. Meanwhile, constitutionalism affirms that every law must be in line with the principles of justice, legal certainty, protection of human rights, and people's sovereignty as stipulated in the 1945 Constitution. Without these two approaches, the responsiveness of regulations will be fragile, merely a formality, and easily challenged in the Constitutional Court.

Thus, this literature review confirms that the success of legislation in Indonesia is not only determined by the speed of responding to social, economic, and technological changes, but also by the quality of the process that upholds public participation and respect for the constitution. Going forward, efforts to strengthen the legislative system need to be directed at improving more inclusive participation mechanisms and consistently institutionalising constitutional principles. Only in this way can Indonesia build a progressive, democratic legal system that is capable of facing the challenges of globalisation and technological transformation without losing its political and moral legitimacy.

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