

# Protection of Community in Relation to Broadcasting Performed by Internet-Based Broadcasting Institutions

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## ABSTRACT

Broadcasting in Indonesia is not only carried out by conventional broadcasters in the form of television and radio, but also by Youtube and Netflix, which are internet-based broadcasting institutions. The refusal of the RCTI application by the Constitutional Court through Decision Number 39/PUU-XVIII/2020, and the non-binding of internet-based broadcasting institutions to the provisions contained in the Broadcasting Law have had consequences for Indonesia's young generation. The purpose of this study is to determine the regulation of broadcasting in Indonesia, and the protection of the public in relation to broadcasting by internet-based broadcasting institutions. The research method used is descriptive normative law and a law approach. Based on the results of the analysis, broadcasting in Indonesia must be based on Pancasila and the 1945 Constitution of the Republic of Indonesia with the principles, objectives, functions, and directions of broadcasting regulated in the Broadcasting Law. From this research, there is no protection for the viewers of internet-based broadcasting institutions. It is recommended that the government make changes to Law Number 32 of 2002 concerning Broadcasting so that there are regulations on broadcasting carried out by internet-based broadcasting institutions, and the public who view broadcasts of internet-based broadcasting institutions receive legal protection.

**Keywords:** *Broadcasting, Legal Protection, Internet-based broadcaster*

## 1. INTRODUCTION

Broadcasting is a process to convey messages with broadcasts that begin with the preparation of materials and concepts, followed by the production process or taking pictures and preparing information that will be broadcast and watched by the public or the public.[1] Broadcasting has existed and is familiar in Indonesia since 1925, this was found during the Dutch East Indies government when Komans and De Groot succeeded in radio communication using radio stations in Malabar, West Java. Nowadays the times have developed and the broadcasting system is getting more advanced to adapt to the development of existing technology. With this, the public has made it easier to access all broadcast media almost all over the world quickly and the most famous broadcast media is television.

According to Adi Badjuri, television is both a viewing medium and an audio-visual medium because people do not only look at or watch the images shown on television, but also hear and digest the narration of the images.[2] Currently, television is no longer the only media that can broadcast, because there are applications and social media that broadcast various broadcasts, there are even live broadcasts that can be watched by the public at the same time as the broadcasting is carried out by the broadcaster. For example applications that can broadcast via the internet,

namely Youtube and Netflix. Youtube is an internet-based application that is used by the public as a place to upload videos online/offline [3] and Netflix is an internet-based subscription application where people can watch movies online without ads.[4]

The application gives access to the audience to search for various types of shows from almost all countries in the world according to their choice without any time and genre restrictions. In order to provide guidance and supervision of broadcasting, the Government issued Undang-Undang Nomor 32 Tahun 2002 (hereinafter referred to as the UU Penyiaran) where in Pasal 1 ayat (2) it is stated that:

“Penyiaran adalah kegiatan pemancarluasan siaran melalui sarana pemancaran dan/atau sarana transmisi di darat, di laut atau di antariksa dengan menggunakan spektrum frekuensi radio melalui udara, kabel, dan/atau media lainnya untuk dapat diterima secara serentak dan bersamaan oleh masyarakat dengan perangkat penerima siaran”.[5]

With so many broadcasting media currently available, there is competition in reaching customers. As a result, many broadcast media deviate from the principles and objectives of broadcasting as stipulated in the Broadcasting Law.

In connection with the proliferation of internet-based broadcasting media, one of the conventional broadcasting media in this case RCTI which is a local TV channel submitted an application to the Constitutional Court (MK)

to review the Broadcasting Law against the 1945 Constitution of the Republic of Indonesia (UUD NRI 1945). As for the reason for the petition, namely Pasal 1 ayat (2) of the Broadcasting Law, it is deemed to have caused constitutional harm to the Petitioner which resulted in different treatment of conventional broadcast media. This is because internet-based broadcasting media are not bound by the Broadcasting Law. The Constitutional Court Decision Number 39/PUU-XVIII/2020 rejected the Petitioner's application in its entirety. In the opinion of the Constitutional Court, the lawsuit filed by the Petitioner is without legal grounds.

In the opinion of the Constitutional Court, law enforcement for violations of internet broadcasting content is not only stipulated in Undang-Undang Nomor 11 Tahun 2008 concerning Informasi dan Transaksi Elektronik (UU ITE) and Undang-Undang Nomor 36 Tahun 1999 concerning Telekomunikasi (UU Telekomunikasi) but is also based on various other sectoral laws that correlate with the content being violated. The refusal of the RCTI application by the Constitutional Court, and the non-binding of internet-based broadcasting institutions to the provisions contained in the Broadcasting Law have the potential to have bad consequences for Indonesia's young generation. This is in view of the possibility that videos uploaded on the Youtube application, and films watched on the Netflix application contain broadcast content that is contrary to or violates the provisions of Pasal 2, Article 3, and Pasal 36 ayat (1) and (3) of the UU Penyiaran.

### **1.1. Related Work**

Based on the foregoing, a research was conducted on "Protection of the public in relation to broadcasting conducted by internet-based broadcasting institutions"

#### *1.1.1. Broadcasting Regulations in Undang-Undang Nomor 32 Tahun 2002 concerning Penyiaran*

In accordance with Pasal 2 of the UU Penyiaran, broadcasting is carried out based on Pancasila and the 1945 Constitution of the Republic of Indonesia with the principles of benefit, fairness and equity, legal certainty, security, diversity, partnership, ethics, independence, freedom, and responsibility.[6] The objectives of broadcasting are to strengthen national integration, build the character and identity of a nation that is faithful and pious, educates the nation's life, and advances the general welfare; in order to build an independent, democratic, just and prosperous society, and to grow the Indonesian broadcasting industry[7] In its role as a mass communication medium, broadcasting has several functions, namely as a medium of information, education, healthy entertainment, control and social glue, and in carrying out these functions broadcasting also has economic and cultural functions.[8]

Broadcasting is directed to: (a) uphold the values of Pancasila and the 1945 Constitution of the Republic of

Indonesia; (b) maintain and improve morality, religious values, and national identity; (c) improve the quality of human resources; (d) maintain and strengthen the unity and integrity of the nation; (e) raising awareness of compliance with national laws and disciplines; (f) channeling public opinion and encouraging the active role of the community in national and regional development and environmental conservation; (g) prevent monopoly ownership and support fair competition in broadcasting; (h) encouraging the improvement of the people's economic capacity, realizing equity, and strengthening the nation's competitiveness in the era of globalization; (i) provide true, balanced and responsible information; and (j) promote national culture.[9]

To organize broadcasting, a broadcasting commission is formed called the Komisi Penyiaran Indonesia (KPI) which is obliged to regulate broadcasting. The KPI consists of the Central KPI and the Regional KPI where in carrying out their duties and authorities the Central KPI is supervised by the Dewan Perwakilan Rakyat Republik Indonesia (DPR RI) and the Regional KPI is supervised by the Dewan Perwakilan Rakyat Daerah (DPRD). KPI which is a form of community participation has a function to accommodate the aspirations of the community and represent the public interest in broadcasting.

KPI has 5 (five) authorities, namely: (a) to set broadcast program standards; (b) formulate regulations and establish codes of conduct in broadcasting; (c) supervising the implementation of broadcasting rules and codes of conduct; (d) imposing sanctions on violations of broadcasting regulations and codes of conduct as well as broadcast program standards; and (e) coordinate and/or cooperate with the Government, broadcasting institutions, and the public.

In addition, KPI has 6 (six) duties and obligations, namely: (a) guaranteeing the public to obtain proper and correct information in accordance with human rights; (b) contribute to the regulation of infrastructure in the broadcasting sector; (c) participate in building a climate of fair competition between broadcasting institutions and related industries; (d) maintain a fair, equitable and balanced national information system; (e) accommodate, research, and follow up on complaints, objections, as well as criticism and appreciation from the public on broadcasting operations; and (f) formulating human resource development plans that ensure professionalism in the broadcasting sector.[10]

#### *1.1.2. Broadcasting Regulations in Undang-Undang Nomor 8 Tahun 1999 concerning Perlindungan Konsumen*

In the following, a study of the UU Perlindungan Konsumen will be presented to determine whether the Consumer Protection Act also regulates the protection of consumers or the audience for broadcasts broadcast by Youtube and Netflix, which are internet-based broadcasting institutions. Consumer protection is "all efforts that guarantee legal certainty to provide protection to consumers". What is meant by consumer is "everyone who uses goods and/or

services available in the community, whether for the benefit of oneself, family, other people, or other living creatures and not for trading".

In carrying out consumer protection, it must be based on the principles of benefit, justice, balance, consumer safety and legal certainty. The objectives of consumer protection are as follows:

- (1) to increase consumer awareness, ability and independence to protect themselves;
- (2) elevating the dignity of the consumer by avoiding the negative excesses of using goods and/or services;
- (3) improve the ability of consumers to choose, determine, and claim their rights as consumers;
- (4) create a consumer protection system that contains elements of legal certainty and information disclosure as well as access to information;
- (5) raise awareness of business actors regarding the importance of consumer protection so that an honest and responsible attitude in doing business grows; and
- (6) improve the quality of goods and/or services so that the continuity of the business of producing goods and/or services, health, comfort, security, and consumer safety are guaranteed. [11]

According to the provisions of Pasal 29 UU Penyiaran, "The government is responsible for fostering the implementation of consumer protection which guarantees the acquisition of the rights of consumers and business actors as well as the implementation of the obligations of consumers and business actors. and/or related technical minister. Guidance on the implementation of consumer protection includes efforts to:

- (1) creating a business climate and growing healthy relationships between business actors and consumers;
- (2) the development of non-governmental consumer protection institutions; and
- (3) increasing human resources and increasing research and development activities in the field of consumer protection".

Supervision of the implementation of consumer protection and the implementation of statutory provisions shall be carried out by the government, the community, and non-governmental consumer protection institutions. This supervision is carried out by the Minister and/or related technical ministers. Supervision by the community and non-governmental consumer protection institutions is carried out on goods and/or services circulating in the market

The government establishes a Consumer Dispute Settlement Agency to settle consumer disputes out of court. The duties and authorities of the Consumer Dispute Settlement Body are as follows:

- (a) Carry out handling and settlement of consumer disputes by means of mediation or arbitration or conciliation;
- (b) Provide consumer protection consultancy;
- (c) Supervise the inclusion of standard clauses;
- (d) Reporting to the general investigator if there is a violation of the provisions of the law;

- (e) Receive written and unwritten complaints from consumers regarding violations of consumer protection;
- (f) Conduct research and examination of consumer protection disputes;
- (g) Summon business actors suspected of having violated consumer protection;
- (h) Summoning and presenting witnesses, expert witnesses and/or any person deemed to know the violation of this law;
- (i) Requesting assistance from investigators to present business actors, witnesses, expert witnesses, or any person as referred to in letters g and h who are not willing to comply with the summons of the Consumer Dispute Settlement Agency;
- (j) Obtain, examine and/or issue letters, documents, or other evidence for investigation and/or examination;
- (k) Decide and determine whether or not there is a loss on the part of the consumer;
- (l) Notifying the decision to business actors who violate consumer protection;
- (m) Imposing administrative sanctions on business actors who violate the provisions of this law.

### *1.1.3. Protection of the Community in Relation to Broadcasting Conducted by Internet-Based Broadcasting Institutions in Undang-Undang Nomor 32 Tahun 2002 concerning Penyiaran.*

After a review of Undang-Undang Nomor 52 Tahun 2002 concerning Broadcasting (Broadcasting Law) it was found that the Broadcasting Law regulates administrative sanctions, and criminal sanctions in a number of articles in it, namely as follows Pasal 55 is contained in BAB VIII SANKSI ADMINISTRATIF which consist of 1 (one) pasal, namely Pasal 55 paragraphs (1)-(3). In accordance with the provisions of Pasal 55 ayat (1)-(3) of UU Penyiaran, anyone who violates the provisions of a number of articles in the UU Penyiaran is subject to administrative sanctions. The administrative sanctions as referred to in paragraph (1) may be in the form of:

- a) Written warning;
- b) Temporary suspension of the problematic agenda after going through certain stages;
- c) Limitation of broadcast duration and time;
- d) Administrative fines;
- e) Freezing of broadcast activities for a certain time;
- f) No extension of broadcasting operation license is granted;
- g) Revocation of broadcasting operation license.[12]

In addition to administrative witnesses, the UU Penyiaran also regulates criminal sanctions. This criminal sanction is contained in CHAPTER X CRIMINAL PROVISIONS which consists of 3 (three) articles, namely Pasal 57, Pasal 58, and Pasal 59. For more details, the following is quoted in Pasal 57 – Pasal 59 of the UU Penyiaran. Investigations into criminal acts regulated in this Law shall be carried out in accordance with the Criminal Procedure Code;

(2) Especially for criminal acts related to violations of the provisions as referred to in Article 34 paragraph (5) letter b and letter e, the investigation is carried out by Civil Servant Officials in accordance with the provisions of the applicable Law.

#### *1.1.4. Protection of the Community in Relation to Broadcasting Conducted by Internet-Based Broadcasting Institutions in Undang-Undang Nomor 8 Tahun 1999 concerning Perlindungan Konsumen*

The Consumer Protection Law in addition to regulating the principles and objectives of consumer protection, consumer rights and obligations, rights and obligations of business actors, prohibited actions for business actors, business actors' responsibilities, guidance and supervision, non-governmental consumer protection institutions, national consumer protection agencies, dispute resolution, as well as consumer dispute resolution agencies also regulate sanctions. The provisions for these sanctions are contained in Pasal 9 ayat (3), Pasal 17 ayat (2), and Chapter XIII which regulates administrative sanctions in Pasal 60 and criminal sanctions in Pasal 61-Pasal 63. Which can be imposed on business actors. For more details, the following is the text of the six articles.[13]

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Administrative sanctions in the form of stipulation of compensation for a maximum of Rp. 200,000,000.00 (two hundred million rupiahs).

The criminal sanctions as referred to in Article 62 may be used as additional punishments, in the form of:

- a. confiscation of certain goods;
- b. announcement of judge's decision;
- c. payment of compensation;
- d. orders to stop certain activities that cause consumer losses;
- e. obligation to withdraw goods from circulation; or
- f. revocation of business license.

### **1.2. Our Contribution**

The purpose of this research is to find out about the protection of the public in relation to broadcasting carried out by internet-based broadcasting institutions.

### **1.3. Paper Structure**

This research on "Protection of the public in relation to broadcasting carried out by internet-based broadcasting institutions" is a normative legal research. The nature of this research is descriptive, namely "aims to accurately describe the nature of a particular individual, condition, symptom or group, or to determine the frequency of a symptom. The approach used in this legal research is the statute approach, meaning that this research "uses laws and regulations as the initial basis for conducting the analysis".

## **2. BACKGROUND**

### **2.1. Overview of Broadcasting**

Broadcasting is an activity to organize radio or television broadcasts by a radio or television broadcasting organization. According to J.B. Wahyudi as quoted by Abdul Rachman, broadcasting is a process of communication to viewers by sending information from someone who is called a producer to the public by the process of transmitting electromagnetic or high waves.[12] In Article 1 number 2 of the Broadcasting Law, a special definition of broadcasting has been affirmed. The specific definition here means that it relates to the regulatory function mentioned in the Broadcasting Law, so that there are restrictions on broadcasting activities that use public space. In this public space, broadcasting has used the broadcasting frequency spectrum but for the time being the broadcasting has not entered the public area or is still internal to the broadcasting station concerned, it is not included in the regulation of the law, therefore broadcasting stations are free to determine whether the broadcast is self-produced or not. from the production house but if the broadcasting material enters the public space, it must follow the rules on broadcasting that have been regulated by KPI. Broadcasting is basically a basic skill that humans have when they are unable to create and use messages effectively to communicate, in this case broadcasting is a tool to advance the capacity and effectiveness of mass communication. [13]

In the theory of media and society, there are several assumptions regarding the formation of mass society, namely:[14]

- a. Mass media has a dangerous and infectious effect on society. To deal with this problem, in Europe in the 1920s broadcasting was controlled by the government although in the end it was bad because it caused propaganda;
- b. The mass media has the power to influence the mindset of the audience, which is getting bigger and bigger over time;
- c. On average, people who are affected by mass media have a disconnect from social institutions that previously protected them from the negative effects of

the media, although these negative effects can be filtered through education.

Research on broadcasting as mass communication raises several theories regarding the effects of mass communication, namely the Stimulus-Response Theory, Two Step Flow Theory, and the Diffusion Theory of Innovation.

- a. This theory argues that effect is a reaction to a certain situation, which creates an expectation for someone to convey a message through broadcasting. In this theory there are three elements, namely the message (stimulus), receiver (receiver), and effect (response). The weakness of this theory is the generalization of individuals, because after all the messages that will be received by individuals will be the same and do not look at different psychological conditions.
- b. This theory is the result of Paul Lazarsfeld's research on the effects of mass media in the presidential election campaign in the United States in 1940. This theory contains the influence of the mass media not directly on individuals, but first to opinion leaders.
- c. In this theory the influence of the media is not seen directly to the individual, but there are non-media sources that are considered to affect the effectiveness of media messages. It's just that in this theory it does not refer to opinion leaders but to anyone who can influence such as neighbors or friends, therefore this theory involves knowledge, persuasion, decisions, and confirmation.

## **2.2. Overview of Consumers and Consumer Protection**

The word "consumer" comes from the word "consumer" or "consumer". The meaning of "consumer" is the opposite of Producer, which is "people who use goods". The purpose of using the goods or services determines which group the consumer belongs to. According to the English-Indonesian Dictionary, "consumer" means "user" or "consumer". According to the Big Indonesian Dictionary, "consumer" means "people who use manufactured goods, advertisers, and service users." [15] Consumer protection in general is a form of legal protection given to consumers in meeting their daily needs. According to Az Nasution, legal protection is part of Consumer Law, namely "all the principles and rules governing the relationship and problems of providing and using products (goods and/or services) between providers and their use, in social life." [16] Consumer protection is an effort to ensure legal certainty that provides protection to consumers. This understanding which states "efforts to ensure legal certainty" is expected to be a bulwark so that there are no arbitrary actions that harm business actors only for the benefit of consumer protection.

## **2.3 Legal Protection Theory**

To meet their needs, humans tend to interact and socialize with other humans or community groups, because humans

cannot fulfill their needs only relying on themselves, but need the help and involvement of others. Basically, human interaction requires a harmonious relationship, but in practice there are many conflicts between human beings who feel aggrieved by other parties. Therefore, regulations are needed that can protect their interests and respect the rights of others. The law is basically a set of rules or rules in a common life, regarding behavior that applies in life, which can be enforced because it contains sanctions for those who violate it. According to Mochtar Kusumaatmaja, law is not only about the overall principles and rules that govern human life, but also regulates the institutions and processes in realizing the application of these rules in reality. [17] There are several experts who have opinions about legal protection, including Fitzgerald, Satjipto Raharjo, Phillipus. M Hadjon, as well as Lily Rasyidi and I.B. Wisa Putra. According to Fitzgerald, the law aims to integrate and coordinate the various interests of the community, because in social life the protection of certain interests can be done by limiting various interests on the other hand. The legal interest is to take care of human rights and interests so that the law has the highest role in protecting human rights and interests. Legal protection is born from all legal provisions and regulations originating from the community which are basically community agreements to regulate the relationship between the community and the relationship between individuals and the government which are considered to represent the interests of the community.

According to Satjipto Raharjo, legal protection aims to provide protection for human rights that are harmed by others and this protection is given to the community rather than being able to enjoy all the rights granted by law. According to Phillipus M. Hadjon, legal protection is provided by the government with preventive and repressive purposes. Preventive legal protection aims to prevent disputes from occurring, including handling in the judiciary and repressive legal protection aims to resolve disputes. [18]

## **2.4. Overview of Consumers and Consumer Protection**

In the XVIII century BC, the state had an absolute system of government, namely the king could rule arbitrarily and the people had no right to opinion. It was only in Ancient Greece that a new law emerged, namely the freedom of thought and expression. This form of state law was called the Polis which implemented a "Direct Democratic Government System". The situation changed after the Greek state was defeated by the Roman Empire and the direct democratic system, namely the Polis, was no longer implemented and turned into a monarchy or kingdom where the country was divided into several regions that had a capital. In the Middle Ages the state system turned into a Christian religious power where God was the highest authority but at this time the state and church usurped the sovereignty of the people and became the Dark Ages. Then the Age of Enlightenment where the people had political rights which the king had unlimited rights. As a

result of the centeredness of power on the king and the opinion that humans have political rights, the idea of limiting state power and the realization that the state cannot be implemented based on the will of the king becomes a concrete form as a political system or government system. The realization that the state cannot be implemented based on the will of the king has created the "modern state concept" in which the highest power is in the hands of the people.

a. Continental European Legal Traditions

Friedrich Julius Stahl, a legal expert from Continental Europe, gave the characteristics of the Rechtsstaat, namely:

1. Protection of Human Rights;
2. Separation or division of powers to guarantee human rights;
3. The government is in accordance with the laws and regulations; and
4. Administrative justice in disputes. Rechtsstaat developed towards positivism and the law occupies the highest position.

b. Anglo Saxon Legal Traditions

An Anglo Saxon legal expert named Albert Venn Dicey gave the characteristics of the Rule of law, namely:

1. Supremacy of the law, there is no arbitrariness so that someone will be punished if he violates the law;
2. Equality before the law, there is a balance in the law towards ordinary people and the government; and
3. Guaranteed community rights in laws and court decisions.

### 3. CONCLUSION

The regulation of broadcasting in Indonesia is contained in Law Number 32 of 2002 concerning Broadcasting. In accordance with the Broadcasting Law, there are 2 (two) types, namely radio broadcasting and television broadcasting, which are organized by Public Broadcasting Institutions, Private Broadcasting Institutions, Community Broadcasting Institutions, and Subscriber Broadcasting Institutions. Broadcasting in Indonesia must be based on Pancasila and the 1945 Constitution of the Republic of Indonesia with the principles of benefit, fairness and equity, legal certainty, security, diversity, partnership, ethics, independence, freedom and responsibility. In addition, broadcasting in Indonesia is carried out in a national broadcasting system with the aim of strengthening national integration, fostering the character and identity of a nation that is faithful and pious, educating the nation's life, promoting general welfare, in the context of building an independent, democratic, just and prosperous society. and growing the Indonesian broadcasting industry. Therefore, the content of broadcasts must be in accordance with the principles, objectives, functions, and directions of broadcasts regulated in the Broadcasting Law. In this regard, the contents of the broadcast must: (a) contain information, education, entertainment, and benefits for the formation of intellect, character, morals, progress, national

strength, maintain unity and integrity, and practice Indonesian religious and cultural values; and (b) providing protection and empowerment to special audiences, namely children and youth, by broadcasting the program at the right time, and broadcasting institutions are required to include and/or mention the classification of audiences according to the content of the broadcast. For broadcasts broadcast by internet-based broadcasters (Youtube and Netflix) there is no regulation in Law Number 32 of 2002 concerning Broadcasting and Law Number 8 of 1999 concerning Consumer Protection.

With the issuance of the Constitutional Court Decision Number 39/PUU-XVIII/2020 it can be said that internet-based broadcasting institutions (Youtube and Netflix) are not bound by the provisions contained in Law Number 32 of 2002 concerning Broadcasting, and Law Number 8 of 1999 concerning Consumer Protection. Thus, there is no protection for the public (audience) viewers of internet-based broadcasting institutions (Youtube and Netflix).

### ACKNOWLEDGMENT

Our profuse gratitude to the staff, lecturers, and colleagues at Universitas Tarumanagara whose support in the research and writing of this paper has been immeasurable.

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