THE LANGUAGE DEVELOPMENT IN INDONESIAN PRESIDENTIAL DECREES

Desty Wulandari
Faculty of Humanities, Universitas Indonesia

Frans Asisi Datang
Faculty of Humanities, Universitas Indonesia

ABSTRACT

President has an authority to establish policies in order to run the government, one of which is through Keputusan Presiden Republik Indonesia (Indonesian Presidential Decree). As written documents, the Decrees have language development which can be seen from the writing patterns. Therefore, this study aims to examine the writing patterns of Decrees from time to time to support forensic linguistic study, such as document forgery analysis. We took sixteen Presidential Decrees from 1945 to 2018 as the data then analyzed them by using qualitative method. The data were obtained from the National Archives of the Republic of Indonesia and the official website of the Cabinet Secretariat of the Republic of Indonesia (www.sipuu.setkab.go.id). This study indicates that language development in Indonesian Presidential Decrees is found in the structure of the Decrees, diction, and sentence structure. On the Decree structure, 1945 and 1946 Decrees contain one long sentence to explain the intent, whereas in the 1947—2018 Decrees, intents are elaborated in several clauses. Additionally, there are various types of diction used in the consideration sections. On the syntax, various types of sentences can be found in the Decrees. 1940s Decrees contain simple sentences and complex sentences while 1950s—2010s Decrees contain simple sentences, complex sentences, compound sentences, and mixed sentences.

KEYWORDS: Keputusan Presiden Republik Indonesia, language development, Decree sentence structure, Decree syntax, diction

INTRODUCTION

Official letters have an important position in a public institution or government and private institutions. The government have more stringent legal forms and responsibilities in correspondence than private agencies. Official letters are indispensable for running the governance smoothly. For those reasons, official letters must be written with clear intentions and information. One type of official letter is a Decree, which is a letter that contains rules, policies, or decisions issued by superiors to subordinates (Arifin, 1996:53). A Decree is binding, so its recipients must carry out the contents of the Decree.

As regulated in the 1945 Constitutions of Republic of Indonesia article 4 (1), a president, as the head of government, has the authority to issue policies in the form of a Decree called the
Presidential Decree of Republic of Indonesia. Indonesian Presidential Decree is a statement that containing general regulations or decisions in the interests of constitutional and governance (Erliyana, 2005: xi).

The languages and structures of Presidential Decrees have developed from time to time. A Presidential Decree made in 1945 is different from the one made in 2018. The differences are seen in the Decree structures, diction, and sentence structures.

Language development in a Decree is indispensable for forensic linguistics research in studying a text. In some cases, forensic linguistics is related to language development. It is important since there are many issues about documents forgery that can be proven in court by looking at language development in certain data or documents.

Based on the explanation above, the authors formulate the problem as follows. How is the development of the language of the Presidential Decrees from 1945 to 2019? The purpose of this research is to determine the writing patterns in the Decrees across the aforementioned time span. This study refers to the Datang’s study (2015, 2019) which asserts that language development can help the study of forensic linguistics, such as tracking linguistic evidence. Therefore, the outcome of this study is expected to be a helpful material that can be used for people who are analyzing linguistic evidence of a case.

Language development has been studied by several researchers. Several previous studies examined language development in the form of articles and thesis, such as Datang (2015) and Melliana (2013). Datang (2015) examined language development in an article and explained that language changes can be useful for forensic linguistics studies. A linguist can clarify legal issues related to language, such as the issue of the will’s contents, threats, and writing requests for ransom. Datang concluded that aspects of language change can be used to explain the problem of forgery cases. These changes can be seen in terms of spelling, diction, and sentences that used. Arna Melliana (2013) identified that the sentences used in the constitutions of 1980, 1990, 2000 and 2010 had not yet fully followed the Indonesian language writing rules. However, the constitutions have experienced language development in terms of sentence patterns and sentence effectiveness.

Both of Melliana’s study and this study together discuss the development of language. However, the object of this study and Melliana’s study are different. Melliana’s thesis discusses the development of legal language in constitution. Meanwhile, this study discusses the development of legal language in government letters, which until now, the authors have not found a similar study.

Musliichah (2016:33) stated that Decree is a letter that issued and signed by the head of the organization to establish policies. A Decree consists of consideration, desideratum, and dictum. Considerations are reasons or careful thoughts involved when making a decision conveyed in a Decree. It is marked by the words menimbang, mengingat, membaca, mendengar, and memperhatikan. The word menimbang refers to what are taken into consideration in making a Decree. The word mengingat proceeds elaboration of statute law. The word membaca includes rules that are not directly related to the matter but can strengthen the consideration. The word mendengar is used to include suggestions submitted by certain parties in decision making. Meanwhile, the word memperhatikan is the decision of a meeting held to make a Decree.

Besides consideration, a Decree also has a desideratum section. Musliichah (2016:36)
argues that desideratum contains the purpose of making a Decree. However, desideratum can be stated implicitly in consideration or dictum. In addition, a Decree has a dictum that contains provisions. In the dictum, the word used is memutuskan which is followed by menetapkan. The dictum can be mentioned in Arabic numbers or letters.

As a product of law, Presidential Decree has rules on titles writing. According to Soeprapto (2007:94—95), the title of law product contains a brief description of the contents of the law that consists of type, letter number and year of establishment, and brief sentences that reflect the decision.

Based on the description above, it can be concluded that a Decree has provisions in terms of structure. The structure of the Decree consists of (1) title and brief description of Decree, (2) letter number and year of Decree making, (3) opening greeting, (4) consideration, (5) dictum, (6) place and date of Decree making, and (7) the leader who issues the Decree and also the position name, signature, and name of the official who signed the Decree. Decrees can be accompanied by copies if needed.

Language development can also be seen from the types of sentence used. The type of sentence can be seen in terms of the number of clauses. Based on the number of clauses, Kridalaksana (1999:183—187) groups sentences into five, namely simple sentences, compound sentences, complex sentences, dependent sentences, and mixed sentences. Sentences can also be grouped based on the structure of the clause. Kridalaksana (1999:188) distinguishes into two, namely complete sentences and incomplete sentences.

This study uses qualitative methods, which are an approach to explore and understand the meaning that are related to certain problems (Creswell, 2014:5). Qualitative methods are used to identify language changes used in Indonesian Presidential Decrees. This study will explain the differences in the structures of Decree and sentence from time to time. In addition, it will also explain the differences in diction used in the Presidential Decrees.

The data of this study are the Presidential Decrees issued by the President of the Republic of Indonesia in the 1940s—2010s, namely the Indonesian Presidential Decrees between 1945 and 1953, 1958, 1968, 1978, 1988, 1998, 2008, and 2018. The Presidential Decrees from 1945 to 2008 was obtained from the National Archives of the Republic of Indonesia. Meanwhile, the Presidential Decree of 2018 is downloaded from the official website of the Cabinet Secretariat of the Republic of Indonesia which can be accessed through www.sipuu.setkab.go.id.

This research was conducted in several steps. First, the authors look for and sort out the appropriate Decrees to be used as data, namely the Presidential Decrees. After that, the authors analyzed the differences in the Decree structure of the Decrees, such as letterhead, title, letter number, opening greetings, consideration, dictum, copy of the Decree, and signature. Furthermore, the authors analyzed the use of sentence structures used in the Presidential Decrees in terms of consideration and dictum sections. Finally, the authors concluded how language development in the Presidential Decrees occurred.

THE DEVELOPMENT IN PRESIDENTIAL DECREE STRUCTURE

A Decree consists of two important parts, namely consideration and dictum. Consideration contains reasons for making decisions whereas dictum contains the establishment of
decisions. These parts are characterized by several word choices, such as menimbang, mengingat, membaca, mendengar, and memperhatikan on consideration section, and memutuskan and menetapkan on dictum section. This characteristic shows a clear difference between consideration and dictum in a Presidential Decree.

However, 1945 Decree has a different form because it uses one long sentence to explain the intention. That makes the consideration and dictum do not have clear differences. The difference between the two parts is only seen in the word menetapkan which is underlined as an affirmation of the dictum. Meanwhile, the consideration part tends to be hardly recognized because there is no sign of the beginning of it. This study considers that the phrase bersetoedjoean dengan is the beginning of the consideration because the sentence contains the reason for making the Decree. The following is an example of the 1945 Decree that the structure of the letter is no longer found in other Presidential Decrees.

![Figure 1](https://example.com/figure1.jpg)

Indonesian Presidential Decree of 1945 (Source: ANRI, 1995)

The form of the Presidential Decree was changed in 1946. On sentence structure, consideration and dictum were still written in one long sentence. However, the difference between the consideration and dictum can be clearly seen. Both parts used several clauses that end with semicolons (;). In addition, the dictum consists of several items in a detailed way that forms of Arabic numeral numbers (1, 2, 3). Each dictum item ends with a semicolon (;) and the final part of the dictum is given a full stop (.). A following figure is a form of 1946 Decree.
The 1947 Decree was written in a detailed way on the consideration and dictum that likens 1946 Decree. The details are marked with a colon (:) after a particular diction marking the consideration or dictum section. This structure was still used until the 2010 Decree. In addition, several clauses in 1947 Decree are ended with a comma (,). The Presidential Decree of 1947 can be seen in the following figure.
In 1947, the specific diction in the consideration section and dictum were written using capital letters for a whole. In addition, the dictum is parallel to the consideration. However, the layout and manner of writing Presidential Decrees have changed. In the Presidential Decrees of 1948 and 1949, the word was not written using capital letters. The word *memutuskan* is also not placed parallel to the consideration but placed in the middle of the text. Writing with such forms was still evident in the 1950s to 2010s’ Presidential Decrees.

In those Decrees, the consideration and dictum sections are presented in clauses ending in semicolons (;). However, the following clause uses capital letters at the beginning of each word in the clause which makes the use of capital letters becomes incorrect. This form is not only found in the consideration section but is also found in the dictum section in some Presidential Decrees. In addition, there are two words used in the dictum, namely, to *memutuskan* and *menetapkan*. The way the dictum is written is also different from the Presidential Decrees of the 1940s. The word *memutuskan* was used in the middle of the text, while the *menetapkan* was used in line with the preamble of the words. This can be seen in the following picture.
Presidential Decrees also have differences in the delivery of consideration points and dictum. In the 1940s Decrees, when the Presidential Decree has more than one preamble with the same wording, the word *pula* was added, as the phrase *mengingat pula* (Decree 1947). However, the use of the word *pula* was no longer found in the Presidential Decrees from the 1950s to 2010s. In that era, the consideration section that has more than one item tended to use numberings, such as 1, 2, 3 or a, b, c.

The presentation of dictum items can be done in three ways of writing. *First*, the dictum is presented in one sentence and combined with the general explanation, as illustrated in the Presidential Decree of 1945. *Second*, if there are many dictums, the dictum items are numbered (1, 2, 3) or words are used, such as *Kesatu, Kedua, Ketiga* (First, Second, Third). Notably, the presentation of the dictum in the form of numbering (1, 2, 3) was only found in the Presidential Decree of 1946. Meanwhile, the presentation of the dictum in words (*Kesatu, Kedua, Ketiga*) was found in most Presidential Decrees which contained more than one dictum.

*Third*, the dictum item can also be explained by using the word *pasal*. The use of the word *pasal* in the dictum presentation was found in the Presidential Decrees of 1978 and 1998. When viewed from its contents, the possibility of the use of the word *pasal* in the dictum item was

Figure 4

Indonesian Presidential Decree of 1968 (Source: ANRI, 2015)
evident in decrees containing regulations. This is in line with Erliyana (2005:xi) that the Indonesian Presidential Decree can be in the form of general regulations or decisions. Hence, the contents of the Presidential Decree of 1978 which used the word *pasal* indicates that there are regulations regarding transmigration.

Changes in structure in the consideration and dictum sections occurred from the Presidential Decrees of 1945—2018. The Decrees issued at the beginning of independence tends to have one long sentence, such as the Presidential Decrees of 1945 and 1946. In 1947, the structure of the letter changed. The description of the consideration and the dictum is made in the form of details so that readers can clearly see the consideration and dictum of the decision. The use of the letter structure as in the Presidential Decree of 1947 was still used until 2018. However, there are some differences in the writing of the points of consideration and dictum. In the Presidential Decrees of the 1940s, consideration items were written using conjunctions *pula*. Meanwhile, the points in the consideration of the Presidential Decrees of the 1950s—2010s tended to have numbering.

The Decrees issued after the 2000s had an opening greeting before the phrase *Presiden Republik Indonesia* in the consideration section. The opening greeting consists of phrase *Dengan Rahmat Tuhan yang Maha Esa* written in capital letters. The addition of opening greetings was due to the enactment of Law Number 10 of 2004 concerning the Establishment of Legislation. The phrase reflects that every legal product is prepared by God's grace in accordance with the meaning of Pancasila number one (Soeprapto, 2007:94—95). This can be seen in the following picture.

![Figure 5](https://www.sipuu.setkab.go.id, 2018)

Indonesian Presidential Decree of 2018 (Source: www.sipuu.setkab.go.id, 2018)
Language development is also seen in terms of writing the titles and letter numbers. The Presidential Decree of 1945 has a different title with another Presidential Decree, namely Poetoesan Presiden, with a brief description of the contents of the Presidential Decree located at the top right. It does not have the usual letter number printed on other letters, but only the 1945 No. This made it unclear about the number of letters issued by the president in 1945. Meanwhile, the Presidential Decree of 1946 does not have a title like the Presidential Decree of 1945. The absence of the title and letter number indicates an emergency in issuing the letter. The Presidential Decree of 1946 began with phrase Kami Presiden Republik Indonesia (We (as) President of the Republic of Indonesia) as the title.

The Presidential Decree of 1947 began with the phrase Presiden Pemerintah Republik Indonesia (President of the Republic of Indonesia Government). The phrase is suspected as a title because there is an underscore, and it ends with a full stop (.). Writing in this form is the characteristic of presidential title writing in the 1950s. In addition, the numbering of letters only appeared in 1947. In the Presidential Decree of 1947, the letter number was written using a hyphen (-) between the elements, such as No.: 97-A-’47. This numbering is also seen in the Presidential Decree of 1949. However, rather than a hyphen, a slash (/) was used between the elements, such as No.: 79 / A / 49. However, the layout of the writing number on the two Presidential Decrees remains the same, which is in the upper left.

In Presidential Decrees of 1948 and 1949, there was a word surat (letter) in the title section: Surat Keputusan Presiden No. 46 / P.M11. / 48 (1948) and Surat Keputusan Presiden Republik Indonesia (1949) which was not accompanied by a letter number. Meanwhile, the letter number in the Presidential Decree of 1949 was one space below the title located on the left. This can be seen in the following picture.

Figure 6
Indonesian Presidential Decree of 1949 (Source: ANRI, 1995)
The use of *surat* in the title section is no longer used in the Presidential Decrees issued after 1949. The title of the letter in the Decrees of the 1950s changed to the *Keputusan Presiden Republik Indonesia*. The use of the title is still used today. In the Decrees between 1950s and 1960s, the title of the letter consisted of the type and number of letters, such as *Keputusan Presiden Republik Indonesia No. 15 Tahun 1958*. The title is underlined and ends with a full stop (.). This was a characteristic of the title of the letter issued by the government in the 1950s to 1960s. The following is a Decree issued in 1958.

![Figure 7](https://example.com/fig7.png)

**Figure 7**

Indonesian Presidential Decree of 1958 (Source: ANRI, 2016)

The title and number of the Decree have changed again in the 1970s. As a legal product, the title of the Decree consists of the type of letter, number and year of the stipulation, and a brief description of the contents of the provisions (Soeprapto, 2007:94). In the Decrees issued from 1970s to 2010s, a brief description is marked with *tentang* after the mention of the letter number. This was seen in the Presidential Decree of 1978 which had the title of *Keputusan Presiden Republik Indonesia Nomor 1 Tahun 1978 tentang Kesempatan Bagi Penduduk Setempat Berpindah ke dalam Proyek Transmigrasi*. This form was still used until 2018 which can be seen in the following example.
From time to time, letterhead in the Decree changes. The Presidential Decree of 1945 has a different letterhead, which is written the phrase *Himpoenan Oendang-Oendang Negara Republik Indonesia*. All letters in the phrase use capital letters that end with a full stop (.). The form of letterhead like that is no longer found in other Presidential Decrees. Meanwhile, the 1946 letter did not have letterhead which could be assumed there was an emergency in issuing letters.

The form of letterhead in Presidential Decrees of 1947 and 1949 has similarities, namely *Presiden Republik Indonesia* in the upper left. However, the Presidential Decree letterhead of 1947 was underlined without bold printing, while the Presidential Decree of 1949 letterhead was written in bold. Meanwhile, in Presidential Decrees of the 1950s, there was a change in the letterhead. The letterhead was in the middle above which reads the *Presiden Republik Indonesia* with the presidential emblem. The form of letterhead is still used until the Presidential Decree of 2010.

In the Decree, the place and time of decision making, and the signature of the official are written at the end of the letter as amendment of the decision. The place and time of the decision on the Decree of the Presidential Decree of 1945 are located on the left side of the position of the letter settler, namely the President of the Republic of Indonesia. The name of the president is
written under the position name without including a signature. However, writing in this form was no longer found in Presidential Decrees after 1945.

The writing of the place and time of the decision making in the Presidential Decree of 1946 is different from that of Presidential Decree of 1945. In 1946, the place and time of the appointment were written in the name of the position of Presiden Republik Indonesia located at the bottom right of the letter. Place name is in uppercase letters. In addition, the stipulation time is written in numbers, namely 6-2-1946. The Presidential Decree of 1946 was not only determined by the president, but also by the Minister of Defense. Meanwhile, the Presidential Decree of 1945 was only determined by the president.

Changes or amendments of the Decree were also seen in the Presidential Decree of 1947. In that year, the place and time of appointment were written in the upper right. The months are not written in numbers, but with letters, like Djuli. The difference is also seen in the signature. In general, an original Presidential Decree is marked by the signing of the signature at the end of the letter. However, in the copy of the Presidential Decree of 1947, the word salinan (copy) was written in the upper right hand of the title of the letter while the signature is represented by the abbreviation tt. In addition, the phrase sesuai dengan aslinya was written at the end of the letter. Copies of manuscript also include authorization from government agencies. In the Presidential Decree of 1947, the phrase stating that it is the copy of amendment is found at the end of the letter, on the right margin of the copy.

The 1948 data is also a copy of the text. However, there are differences in the placement of copy marks. In the Presidential Decree of 1948, the word salinan was placed at the top left of the title. The Presidential Decree of 1947 used the phrase sesoeai dengan aslinja as a sign of endorsement of the copy. Meanwhile, the Presidential Decree of 1948 used a sentence sebunji dengan aslinja which was under the president’s signature to signify the endorsement of the copy. This can be seen in the following picture.

Figure 9
Indonesian Presidential Decree of 1948 (Source: ANRI, 2015)
The similarity between Presidential Decrees in 1948 and 1949 was the location of the word that indicates that it was a copy is found above the amendment of the Decree. However, the diction used is different. Copies of the Presidential Decree of 1948 used the word *kutipan*, while a carbon copy of the Presidential Decree of 1949 used the word *turunan*. Also, the place and time of the Decrees were signed are in the bottom right; however, the two Presidential Decrees use different diction. In stating where the Decree was issued, Presidential Decree of 1948 used phrase *dikeluarkan di...*, while Decree of 1949 used phrase *ditetapkan di...*. The form of amendment in the Presidential Decree of 1949 was still used until Presidential Decree of 2018.

Data in 1949 is an excerpt from the Decree. It is marked in the *petikan* above the letter title. Quotations only contain what matters are decided, so consideration of the decision is not included in the letter excerpt sheet. In legal products, excerpts and copies have differences. A copy is a derivative of the published decision, while the excerpt is a quote or excerpt of the contents of the decision. In addition, the structure of carbon copywriting in the 1950s has similarities with writing in the 1940s, which is above the amendment of the Decrees. However, in the 1960s, the copy was written in the dictum. This can be seen in the Presidential Decree of 1968 which includes information on copies of the third dictum. Copies of the letter were no longer found in the Presidential Decrees between the 1970s to 2010s.

THE DEVELOPMENT IN DICTION

The diction in the consideration and dictum sections also changes. In the Presidential Decree of 1945, the phrase *bersetoedjoean dengan* was used to indicate the part of the consideration. In *Kamus Besar Bahasa Indonesia*, *bersetujuan* has the meaning ‘having the same direction (purpose, direction, intention, etc.)’. The diction shows that the Presidential Decree of 1945 was issued as a decision agreed upon by Indonesian employees. However, *bersetoedjoean dengan* was no longer used in the Presidential Decrees issued afterward.

In the 1946 Decree, the words *membaca* and *mendengar* were used in the consideration section. Each word starts with a conjunction *setelah*. However, the diction used in 1947 had little difference. In 1947, the consideration section consists of words such as *mengingat, mengingat pula, menimbang, and setelah mendengar*. This diction is also found on the Presidential Decrees of 1948 and 1949. When there is more than one preamble, the conjunctions *pula* was added, such as *mengingat pula*, which can be solely found in the Presidential Decrees issued afterward.

In the 1946 Decree, the words *membaca* and *mendengar* were used in the consideration section. Each word starts with a conjunction *setelah*. However, the diction used in 1947 had little difference. In 1947, the consideration section consists of words such as *mengingat, mengingat pula, menimbang, and setelah mendengar*. This diction is also found on the Presidential Decrees of 1948 and 1949. When there is more than one preamble, the conjunctions *pula* was added, such as *mengingat pula*, which can be solely found in the Presidential Decrees of the 1940s.

The difference in the use of diction in the consideration section is also seen in the Presidential Decrees of the 1950s. The 1950 Decree used words such as *menimbang, mendengar, and mengingat*, while 1958 Decree used the words such as *membatja, menimbang, mengingat, mendengar, and membaca*.

---

2 In the present era, phrases *bersetoedjoean dengan* can be matched with *memperhatikan*. In the Decree, the word *memperhatikan* is used to mention what meetings have contributed to the establishment of a Decree (Musliichah, 2016:36).
In the Decrees of 1950s—1960s, the word *menimbang* was consistently followed by the preposition *bahwa* and the reasons for issuing the Decree. In the Presidential Decree of 1968, the word *memperhatikan* in the consideration section is distinct because it cannot be found in the previous Decrees. The diction in the consideration sections tends to be consistent with the Presidential Decrees between 1970s and 2010s. In that era, there were only two words used, namely *menimbang* and *mengingat*.

In general, the words used in the dictum are *memutuskan* (to decide) and *menetapkan* (to determine). According to Kamus Besar Bahasa Indonesia, the word *memutuskan* and *menetapkan* has the same meaning. *Memutuskan* means ‘menetapkan’ or ‘memutuskan’, while *menetapkan* means ‘make a decision’ or ‘decide’. In the Tesaurus Tematis Bahasa Indonesia, the word *memutuskan* has synonyms such as decide, determine, sentence, resolve, settle, sentencing. It shows that the words *memutuskan* and *menetapkan* have continuity of meaning.

However, in the 1940s, the word used in the dictum was only one of the two words. For example, in 1945 and 1946, the word used was *menetapkan*, while in 1947—1949 the word *memutuskan* was used. The difference diction is probably due to differences in the contents of the decision. The contents of the decision in the Presidential Decree of 1945 and 1946 tended to be in the form of establishing or holding someone’s position, while the contents of the decision in the Presidential Decrees between 1947 and 1949 tend to contain ratified regulations.

However, in the 1950s to 2010, both words were used in the dictum. The words *memutuskan* and *menetapkan* are along with the description of the contents of the dictum. In the Presidential Decrees of the 1950s and 1960s, the word *menetapkan* was followed by the contents of the dictum. Meanwhile, in the Presidential Decrees between the 1970s and 2010s, the word *menetapkan* was followed by a description of the summary of the contents of the dictum as stated in the section title. Based on the diction used in the consideration and dictum sections, changes to the Presidential Decrees can be seen in the following table.
Table 1 The Changes of Diction from Time to Time

<table>
<thead>
<tr>
<th>Year of Decree</th>
<th>Diction on Consideration</th>
<th>Diction on Dictum</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>menimbang</td>
<td>mengingat</td>
</tr>
<tr>
<td>1945</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1946</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1947</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1948</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1949</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1950</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1951</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1952</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1953</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1958</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1968</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1978</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1988</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1998</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>2008</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>2018</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>

The table above shows that there is no significant change in the use of diction in the dictum. The diction used in the dictum only comprises two words, namely *memutuskan* and *menetapkan*. In the Decrees issued in the 1940s, the word used in the dictum was either one of them. However, in those of the 1950s until 2010, both words were used as markers of dictum.

However, this is different from the diction found in the consideration section. The table shows that the diction used in the 1940s was inconsistent because it always changed in terms of the consideration from time to time. The most widely used diction in the consideration section from the 1940s to 2010s is the word *mengingat*. In general, the diction is followed by the legal basis for making a Decree. This shows that the Presidential Decrees made from time to time is always based on the existing legal basis. Another word choice often used is *menimbang* which is generally followed by reasons for making a Decree. All this shows that the Presidential Decrees were carefully considered beforehand.
The words of membaca and mendengar were only found in the Presidential Decrees of the 1940s and 1950s despite their differences. The Decrees of the 1940s used a conjunction after each of those two words. In addition, in that era, the word membaca was followed by the inclusion of letters entered the government as proposals for decisions, such as surat Menteri Dalam Negeri dan Pekerjaan Umum dan Tenaga tanggal 29 April 1953 No. Des.9/22/6 (1953 Decree). Meanwhile, the word mendengar was followed by the inclusion of parties who advised the decision making, such as the Menteri Urusan Pegawai (1952 Decree). The word memperhatikan was only found in the Presidential Decree of 1968 followed by the pendapat Dewan Pembangunan Bank Pembangunan Indonesia. This means that the Presidential Decree of 1968 was made in meetings held by certain parties. These three words were not found in the 1970s—2010 Presidential Decrees. This is likely to occur because suggestions, both verbally and in writing, were no longer needed at that time.

In Kamus Besar Bahasa Indonesia, the word menimbang means ‘remember’ or ‘heed’, while the word mengingat means ‘pay attention’, ‘think about’, ‘view’ (with minds). Seeing the similarity of meanings of those words, the use of these two words is distinguished so that it is not ambiguous. The word menimbang is used to describe the consideration of making a letter outside the legal basis, while the word mengingat is used to describe the consideration of making a letter based on the law. Meanwhile, memperhatikan which means ‘observe’, ‘look at’, ‘watch’ is the meaning of mengingat. However, the word memperhatikan is used when there are considerations from a discussion or a meeting. Considering the meaning of those words, other word choices in the consideration section, such as membaca and mendengar, are not related to the previous word choices. Changes in the use of diction in the consideration section of the Presidential Decrees are caused by the fact that no more diction is needed to membaca, mendengar, and memperhatikan. Words that still have a meaning in line are menimbang and mengingat so the two words are still used today. 3

The choice of other words that describe the contents of the judgment or dictum also underwent development. The 1940s Decrees were still influenced by Dutch. This is proven by the existence of several Dutch language dictionaries in the 1946 and 1947 Decrees, such as advies which means ‘advice’, executief which means ‘executive’, and legislatieve meaning ‘legislative’. In addition, the spelling used at the beginning of Indonesian independence was van Ophuijsen’s spelling, such as oe in poetoesan, j in jang, and tj in kepertjajaan (Sneddon, 2003:116). However, there are interesting things from the Presidential Decree of 1945 and 1946. In both Decrees, the word republik is the only word that uses the letter u.

Another interesting thing is identified in the ways of writing acronyms, abbreviations, and repetitions. In the Decrees from 1940s to 1960s, acronyms and abbreviations were written by using a point (.) after each letter. For example, A.L.R.I. (1948 Decree) and I.M.F. (1968 Decree). However, this form was no longer used in the Presidential Decrees from the 1970s to

3 In the Tesaurus Tematis Bahasa Indonesia, the word menimbang and mengingat are often used in legal articles. The word menimbang is synonymous with ‘remember’ suggesting that both words have continuity of meaning. Meanwhile, membaca is synonymous with ‘interpreting’ and mendengar is synonymous with ‘listening’. Memperhatikan, in the meaning of government, is ‘facilitating, accommodating, and accommodating’.

905
2010s. In those Decrees, the writing of acronyms and abbreviations was written without using points (.). For instance, *FPU* (2008 Decree). In addition, in the 1940s, the rewriting of the form used in number two (2), such as the repetition of the word *laporan* was written into *laporan*2. This form was not found in the Presidential Decrees issued after 1949.

In general, each Presidential Decree has a phrase of *Presiden Republik Indonesia* that precedes the consideration and dictum. The phrase confirms that the Presidential Decree was issued by the president. However, that phrase was altered to *Kami, Presiden Republik Indonesia* as seen in the 1946 Decree, 1949, and the 1950s Decrees. The use of *kami* pronouns in the phrase the *Presiden Republik Indonesia* is considered appropriate because the decision was signed by two leaders, namely the president and the minister concerned. However, this cannot apply to the Presidential Decree of 1949. The use of *kami* pronoun is inappropriate because the Decree was only signed by one leader. In the Decrees issued between 1970s and 2010s, *kami* pronoun was eliminated. The phrase that preceded the judgment and dictum became the *Presiden Republik Indonesia*. This was considered appropriate because the decision was only signed by one leader, namely the president. The elimination of *kami* pronoun is also seen in the Decrees of 1948 and 1968.

THE DEVELOPMENT OF SYNTAX

Language development can be seen from the structure of the sentence. From time to time, presidential decisions are made with various sentence structures. This can be seen in the consideration and dictum sections that use simple sentences, compound sentences, compound sentences, and mixed sentences. In fact, several Presidential Decrees explained the contents of the decision in incomplete sentences. From 16 presidential data, the authors found 67 sentences consisting of 13 simple sentences, 2 compound sentences, 2 complex sentences, 35 complex-compound sentences, 1 mixed sentence, and 14 incomplete sentences. In the analysis, the authors uses one slash (/) to separate syntactic functions, two slashes (//) to indicate subordinate clauses, and parentheses ((())) to indicate the conjunction (Kj.). Simple sentence consists of one complete clause (Kridalaksana, 1999:18). One example of a simple sentence structure can be seen in the Presidential Decree of 1968.


The sentence consists of subject (*pelaksanaan keputusan ini*), predicate (*diatur*), and complement (*oleh Pengawas Harian Bank Pembangunan Indonesia*).

Compound sentences are sentences that have one complete clause and at least one bound clause (Kridalaksana, 1999:184). Based on the data, the authors only found two compound sentences, which were found in 1950 and 1988 Decrees. One sentence does not only consist of one

---

4 Based on *Pedoman Umum Ejaan Bahasa Indonesia*, abbreviations consist of the initial letters of each institution name or document which are written in capital letters without a dot after each element. Therefore, writing of *FPU* in the Presidential Decree of 2008 is in accordance with the writing rules of the Indonesian language.
complete clause and one bound clause, but one sentence can consist of several bound clauses. Compound sentences are formed because there is one subject that has more than one predicate. The following is one example of a compound sentence in the 1950’s Presidential Decree.


Based on the structure of the clause, the sentence above includes complete sentences consisting of one subject (kami, presiden republik indonesia), five predicates (menimbang, mendengar, mengingat, memutuskan, dan menetapkan), three objects, and one complement. The sentence can be classified into multilevel sentences because it has one complete clause and four bound clauses.

In a Presidential Decree, multiple sentences occur in several clauses in each sentence ending with a semicolon (;), such as the sentence in 1950 Decree. The clauses that end with semicolons (;) cannot yet be said as complete sentences. The clause has the potential to be one complete sentence if there are a subject and final intonation. In addition, the use of capital letters at the beginning of the word in each predicate is also incorrect. If the above clauses are intact, the initial letters of the predicate should not use capital letters but lowercase letters instead.

Complex sentences are a combination of complete clauses that have a coordinative relationship (Kridalaksana, 1999:185). Based on the data, the authors only found two compound sentences equivalent to one structure: Presidential Decrees of 1949 and 1952. The following are examples of complex sentences.


In terms of syntactic functions, the sentence structure consists of two subjects (Salinan keputusan ini dan petikan keputusan ini), two predicates (dikirimkan dan diberikan), and complements. The second function is filled by a noun phrase subject and predicate function filled both passive verbs di-. The sentence has two free clauses associated with conjunction dan. Based on the number of clauses, the sentence above is included in a complex sentence that is additional.
The complex-compound sentence is a combination of complete clauses consisting of superordinate clauses and subordinate clauses (Kridalaksana, 1999:186). In this study, complex-compound sentences consist of one superordinate clause and several subordinate clauses. The authors found 35 complex-compound sentences with different subordinate clauses. One example of a complex-compound sentence is seen in the following 1945’s Presidential Decree.

(Bersetodjoean dengan) kepoetoesan pegawai-pegawai Indonesia dari segala jabatan dan tingkatan // (baliwa) mereka / adalah / pegawai Negara Republik Indonesia, // (maka dengan ini) / kami, Presiden Republik Indonesia, // menetapkan / pegawai-pegawai itoe / sebagai pegawai Negara Republik Indonesia, // dengan penerbit kepentjajaan, // (baliwa) mereka / akan meneompahkan / segala pikiran, tenaga, djiwa dan raga / oentoeck keselamatan Negara Republik Indonesia. // (Keppres Tahun 1945).

In the Presidential Decree of 1945, the consideration and dictum sections were presented in one complex-compound sentence. The sentence structure consists of one superordinate clause and three subordinate clauses. The superordinate clause is in the form of kami, Presiden Republik Indonesia menetapkan pegawai-pegawai itoe. Meanwhile, the subordinate clause consists of the information function in the sentence. The above structures have a position that is not equivalent or subordinate to the information function. The function undergoes expansion so that the sentence above belongs to a complex-compound sentence.

The complex-compound sentence does not only occur because of the expansion of the information function. The expansion also occurs in other functions, such as subject, object, and complement. In the following quotes, complex-compound sentences occur because of the expansion of the subject's function.

(Pasal 6) // Penduduk setempat // yang berpindah dan bertempat tinggal di Proyek Transmigrasi // wajib membantu terselenggara nya / ketenteraman dan keterbitan, / memelihara / semua kegunaan fasilitas-fasilitas // yang disediakan / (serta) mengembangkan / Proyek Transmigrasi // yang bersangkutan baik secara bersama maupun sendiri-sendiri (Keppres RI Tahun 1978).

Excerpt of the sentence above uses complex-compound sentences. The sentence structure consists of one subject (penduduk setempat) and three predicates (membantu, memelihara, and mengembangkan). In this sentence, the phrase yang berpindah dan bertempat tinggal di Proyek Transmigrasi is an extension of the subject penduduk setempat. In addition, not only is the subject experiencing expansion, but the object is also expanding.

Several types of sentences can be combined in one sentence called a mixed sentence. According to Kridalaksana (1999:187), mixed sentences can be (1) a combination of dependent clauses and simple sentences, (2) a combination of compound sentences and simple sentences, and (3) a combination of compound sentences and simple sentences. The authors found one mixed sentence in the 2018 Decree. The following is the quote of the sentence.


---

5 Keraf (1991: 201) says that compound sentences are sentences consisting of two sentence patterns that have an unequal relationship.

6 According to Keraf (1991: 202), a mixed sentence (kalimat kombinasi) is called a mixed-complex sentence (kalimat majemuk campuran) that consist of a combination of complex and complex-compound sentences.
The data above shows a combination of compound sentence structures and simple sentences. The compound sentence from the sentence above is *Setelah Presiden berada kembali di tanah air, penugasan berakhir.* Meanwhile, a simple sentence in the form of a *Wakil Presiden segera melaporkan pelaksanaan tugas tersebut kepada Presiden.*

Incomplete sentences can be grouped into four, namely elliptical sentences, side sentences, sequence sentences, and minor sentences (Kridalaksana, 1999:18) Based on the data, the authors only found elliptical sentences as incomplete sentence categories. Elliptical sentences are incomplete sentences due to the omission of a part of the clause.

The structure of the sentence above is an example of an incomplete sentence. When viewed from the structure of the clause, the sentence above only has the syntactic function of predicate, object, and two statements. The incomplete sentence is due to the subject lapse of the predicate *memerintahkan.* If the sentence above is assumed to be a compound sentence, the subject referred to in the sentence above is *presiden.* Sentence will be *Agar setiap orang mengetahuinya, presiden memerintahkan pengundangan Keputusan Presiden ini dengan penempatannya dalam Lembaran Negara Republik Indonesia.*

Based on sentence analysis, the most widely used sentence structure is a complex-compound sentence structure of 35 sentences. Almost every Presidential Decree tends to use complex-compound sentences in describing the contents of the decision. Meanwhile, the sentence structure that is least used is the mixed sentence structure which can only be found in the 2018 Decree. The tendency to use certain sentence structures from each Presidential Decree period can be seen in the following table.
Table 2 Types of Sentences that Used in Decree

<table>
<thead>
<tr>
<th>Year of Decree</th>
<th>Simple Sentence</th>
<th>Compound Sentence</th>
<th>Complex Sentence</th>
<th>Mixed Sentence</th>
<th>Incomplete Sentence</th>
<th>Total (each year)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1945</td>
<td></td>
<td></td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>1946</td>
<td></td>
<td></td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>1947</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>5</td>
<td>7</td>
</tr>
<tr>
<td>1948</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>1949</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>1950</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>1951</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>1952</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>1953</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>1958</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>1968</td>
<td>3</td>
<td>-</td>
<td>2</td>
<td>-</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>1978</td>
<td>1</td>
<td>-</td>
<td>10</td>
<td>-</td>
<td>-</td>
<td>12</td>
</tr>
<tr>
<td>1988</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>6</td>
</tr>
<tr>
<td>1998</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>2008</td>
<td>1</td>
<td>-</td>
<td>7</td>
<td>-</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>2018</td>
<td>1</td>
<td>-</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>13</td>
<td>2</td>
<td>2</td>
<td>35</td>
<td>1</td>
<td>14</td>
</tr>
</tbody>
</table>

The table above shows that Decrees in the 1940s—1950s tended to expose the contents of the decision in only one to two complete sentences. In the era of the 1940s—1950s, the Presidential Decree of 1947 has the most sentences, namely 7 sentences. However, the sentence used tends to be incomplete. Meanwhile, the Presidential Decrees between 1960s and 2010s tend to have more than two complete sentences. Even though, the use of incomplete sentences is still found in several Presidential Decrees within the same period. That said, the table above also shows that the Presidential Decrees tend to have complex-compound sentences. This shows that complex sentences are needed in the presentation of decisions.

CONCLUSION

Based on the explanation above, the result of this study indicates that there is language development in Indonesian Presidential Decrees. It can be found in the Decree structure, diction, and sentence structure. On the Decree structure, changes can be seen from the consideration and dictum of the writing, the addition of opening greetings, title and letter number, and the legalization
of the Decree. These changes allow the Presidential Decrees to be grouped into three eras, namely the 1940s, 1950s—1960s, and 1970s—2010s, each of which has its own characteristics. The 1940s Decree uses one long sentence to explain the intention of the consideration and dictum. However, there was a change in its writing pattern shown in detailed contents of the Decree which makes the differences of consideration and dictum can be seen. Details of consideration did not use numbering, but it uses prepositions as *pula*, such as *mengingat pula*. Meanwhile, changes in diction are seen in the consideration and dictum sections. These parts use different word choices, such as *bersetoedjoear dengan, membatja, mendengar, menimbang, mengingat, menetapkan,* and *memutuskan*.

The 1950s—1960s Decree also has its own characteristic: the absence of a brief description of the Decree in the title. The title is only in the form of types and letter numbers. Meanwhile, the characteristics of the 1970s—2010s Decree are they just use only two words, namely *menimbang* and *mengingat* for the consideration, and *memutuskan* and *menetapkan* in the dictum. The title of the letter consists of the types, letter number, and a brief description of the contents of the Decree which also mentioned on the dictum section. In addition, the Presidential Decrees that were established after the 2000s have another characteristic which is the phrase of *Dengan Rahmat Tuhan Yang Maha Esa* (by the grace of God Almighty) found in opening greeting.

On the sentence structure, the Presidential Decrees contain several types of sentences. The 1940s Decree has simple sentences and complex sentences, while the 1950s—2010s Decrees have simple sentences, compound sentences, complex sentences, and mixed sentences. However, the explanation of decisions tends to use complex-compound sentences. It indicates that complex sentences are more preferred in explaining the decisions. The sentences also have variations in construction due to the use of various punctuation marks. However, the error in the use of the punctuations is blurring the sentence construction. In addition, the development of Presidential Decree is also seen from the quantity of sentences used. The Presidential Decrees of the 1940s—1950s have one to two complete sentences, while the 1960s—2010s Decrees have more than two complete sentences. At first, the Presidential Decrees contained one long sentence in describing decisions with various diction. However, the later Decrees conveyed the intention in a detailed way to present the contents more clearly and use certain types of diction more consistently. In addition, the complete sentences used have increased in number with a tendency to use complex-compound sentences. This proves that the Indonesian Presidential Decree has apparent language development in the aforementioned three areas.

Lastly, this study finds several things that must be considered. There are several errors in the use of capital letters and punctuation which make the construction of the sentence irregular. It shows that as a legal document, the Indonesian Presidential Decrees does not fully comply to the Indonesian writing rules. In addition, since the Decrees contain some complex-compound sentences, accuracy is crucial to clearly communicate the intention of a Decree. Some complex-compound sentences could have been written in simple sentences so that there would be no mistake in understanding the contents of the decision.
REFERENCES

DATA CORPUS


_____. Daftar Arsip Statis Sekretariat Kabinet Republik Indonesia: Seri Produk Hukum Tahun 2000—2010, Jakarta, 2016, Nomor Inventaris 1195 A.


Keputusan Presiden Republik Indonesia Nomor 2 Tahun 2018 tentang Penugasan Wakil Presiden Melaksanakan Tugas Presiden.