A FORM OF CONSUMER PROTECTION FROM BEAUTY PRODUCTS THAT CONTAIN HARMFUL CHEMICALS

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Abstract
The purpose of writing this scientific journal is to understand and know the forms of regulation and legal protection for consumers against dangerous cosmetics that are sold freely by analyzing the responsibility of business actors for the products they market. In the formulation of scientific writing, the research method used is normative law with reference to the analytical and conceptual approach to legislation. Regarding the source of the data used in this study, it comes from primary legal materials sourced from statutory regulations and literature review. From the results of the study it can be concluded that consumers are required to be more careful and careful in consuming a product and item. If consumers have carried out their obligations and feel aggrieved, they have the right to obtain legal protection and submit existing legal remedies and business actors must also be responsible for their obligations. Here the role of the government is needed to convey education to the public, especially consumers regarding education on cosmetic products in circulation that do not meet predetermined quality standards and this can have an adverse impact on consumers who use and are users of the final product. The Consumer Protection Law accommodates two important principles, namely product liability and professional liability. Business actors are obliged to be responsible for consumers who suffer losses due to defects in the products circulated by business actors.

Keyword: Chemicals; Cosmetic; Consumer; Products, Protection.

A. INTRODUCTION

In general, legislation, or in this case the law, is seen as a tool used in political bargaining, which according to Ronald Dworkin is a compromise. Against this view of legislation according to Dworkin, Ofer Raban argues that a legal system is essentially a system of regulation grounded in publicly

1 Peter Mahmud Marzuki, Teori Hukum , Kencana, 2020, page.125
Raban's rationale is derived from the principle of equality before the law. The principle of equality before the law is not only a substantial principle in the judiciary, but also a substantial principle in legislation. Against the principle of equality before the law, a law should contain the same treatment for all people in the same situation and condition.

The legislators in each of their preparations almost certainly always put a number of principles or principles that form the basis for the formation of a statutory regulation. Legal principles are important to be used as a basis because basically legal principles are the foundation in the establishment of a statutory regulation and also accompanied by its implementing regulations. Putting aside the principles or principles of law, what will happen is the collapse of the building of the law and its implementing regulations. Without putting the principles or principles of law in a legislation can cause the legislation to be quickly eroded by time.

The sustainability of Act No. 8 of 1999 on Consumer Protection includes the principles underlying consumer protection. The principles that are the foundation so that the law is still valid today even though it has been issued for a long time are those contained in Article 2, namely the principle of benefits, the principle of justice, the principle of balance, the principle of consumer safety and security, and the principle of legal certainty.

Business actors in achieving one of the goals in business, namely to achieve maximum profit, often override the safety and security of consumers, which should also be the main priority of business actors in running their business so as not to struggle with the law. One of the ways that business actors, especially in the field of cosmetics, do this is by adding chemicals, especially those that can cause long-term effects that can even damage health, into business products that are sold to consumers. Cosmetics like any product containing water and organic/inorganic compounds, require preservation against microbial contamination to guarantee consumer’s safety and to increase their shelf-life.

The desire of a woman to keep looking beautiful makes the sale of cosmetics experience a significant increase, this provides an opportunity for the perpetrators to be able to reap more profits. Until now, there are still many cases of cosmetics containing harmful ingredients scattered online, from the existing data BPOM managed to confiscate illegal cosmetic products worth 10 billion rupiah, these findings are found in many illegal cosmetics such as skin care and facial products that are sold freely online through e-commerce platforms. The increase in this case occurred due to

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4 Yusuf Sofie, *Pelaku Usaha, Konsumen Dan Tindak Korporasi*, Ghalis Indonesia, 2002, page.18
the lifestyle of the community, especially women who want to have bright skin in an instant way.⁶

In research conducted by Natasha Ameli, there are still many consumers who are not fully protected because the information that business actors provide in trading their products is not included correctly and clearly. Legal efforts that can be made by consumers are through two ways, namely outside the court by reporting their complaints to YaPKA, BBPOM or making direct warnings and in court by suing business actors.⁷ Research conducted by Desi Sommaliagustina, product safety is another note, because there are still beauty products purchased by consumers that are overdue or expired but are still sent to consumers. If you look at the conditions that occur, of course, it can result in the position of business actors and consumers becoming unbalanced. Consumers can become the object of business activities from business actors and become the injured party.⁸

This is certainly contrary to the government’s efforts to provide protection to the public through Act No. 8 of 1999 concerning Consumer Protection. No less important it can also cause losses for consumers who use beauty products not only lose money because the goods are not as they should be, but there are also losses arising from the side effects caused by beauty products which contain hazardous chemicals, so that there is a need for an effort from business actors to provide compensation or compensation. Therefore, there is a need for legal protection that protects consumers, especially for beauty products where the side effects of a beauty product can have a negative impact on consumers as end users.

B. RESEARCH METHODS

In the formulation of scientific writing, the research method used is normative law with reference to the analytical and conceptual approach to legislation. Regarding the source of the data used in this study, it comes from primary legal materials sourced from statutory regulations and literature review. The purpose of this study is to analyze the Application of Principles in Act No. 8 of 1999 concerning Consumer Protection Against Beauty Products Containing Hazardous Chemicals and Criteria for Beauty Products Containing Hazardous Chemicals and Their Side Effects According to the Regulation of the Food and Drug Supervisory Agency Number 17 of 2022 concerning Amendments to the Regulation of the Food and Drug Supervisory Agency Number 23 of 2019 concerning Technical Requirements for Cosmetic Ingredients.

C. RESULTS AND DISCUSSION

1. The Application of Principles in Act No. 8 Year 1999 on Consumer Protection of Beauty Products Containing Hazardous Chemicals

How to whiten your face is offered by many beauty products with famous and beautiful models. This is spread on almost all television through commercial advertisements, online sites, and even social media. Consumer satisfaction is influenced by the perception of service quality, product quality, price and other personal and situational factors. By paying attention to this phenomenon, business actors in the field of cosmetics take advantage of this to create various beauty products that claim to whiten the skin instantly. Whereas something that is obtained instantly will certainly have a harmful effect on the skin.

The pharmaceutical and cosmetic industry is one of the halal industries that has had a positive upward trend in the last eight years. The average increase is up to 5% per year. One of the beauty products favored by consumers is whitening cream. Whitening creams that are widely offered are creams that are used to brighten or change unwanted skin color. Most whitening creams contain white pigments to cover the skin so that consumers who use the cream feel their skin becomes brighter. When in fact the skin looks whiter as a result of the white pigment coating effect on the outermost layer of the skin and there is no reduction in the actual skin pigment levels.

Whitening agents are ingredients or combinations of ingredients that interfere with a stage of the melanogenesis pathway, melanin transfer or desquamation (shedding of epithelial elements, especially skin, in the form of scales or smooth sheets) resulting in decreased pigmentation on the skin surface. One ingredient that is commonly used and widely found in whitening creams is the compound hydroquinone.

Hydroquinone or Hydroquinone with the molecular formula C6H6O2 with a molecular weight of 110.11, has a fine white needle-like shape, easily soluble in water. This compound contains alcohol, ether, and has the property of easily darkening when exposed to light and air. Hydroquinone in cream form is widely used to remove black spots on the face because hydroquinone is able to cause exfoliation of the outer skin and inhibit the formation of melanin which makes the skin look black. In addition, hydroquinone is used in cosmetics because it has antioxidant properties and as a reduction of dark color in the skin (depigmenting agent).

The Food and Drug Administration Regulation No. 17 Year 2022 on the Amendment to the Food and Drug Administration Regulation No. 23 Year 2019 on Technical Requirements for Cosmetic Ingredients limits...
the use of hydroquinone compounds. The restriction is regarding the composition tolerance related to the use of hydroquinone, which is only a maximum of 0.02%. Not only that, the use of hydroquinone can only be applied by professionals (in this case a specialist doctor) who understand exactly the limitations regarding the use of these chemicals. This is because the side effects of using hydroquinone on the skin are irritation, redness or erythema, and burning. These effects will occur when hydroquinone is used in high concentrations, above 4%.

Continuous long-term use of hydroquinone at concentrations below 2% will cause the skin to become white due to the absence of pigment grains (leukoderma) and darkening of the skin along with dark spots (ochronosis) when applied to the skin.

2. **The Criteria for Beauty Products Containing Hazardous Chemicals and Their Side Effects According to Food and Drug Administration Regulation No. 17 of 2022 on Amendments to Food and Drug Administration Regulation No. 23 of 2019 on Technical Requirements for Cosmetic Ingredients**

Legal protection can simply be defined as protection by law using legal institutions and means legal protection can be interpreted as all government efforts to ensure legal certainty to provide protection to its citizens so that their rights as citizens are not violated, and those who violate them will be subject to sanctions according to applicable regulations. Legal protection can be done in several ways as follows:

a. Making regulations (by giving regulations), which aims to:
   1) Providing rights and obligations;
   2) Guaranteeing the rights of legal subjects;

b. Enforce the rules (by the law enforcement) by:
   1) State administrative law that functions to prevent (preventive) violations of consumer rights, with licensing and supervision;
   2) Criminal law that functions to overcome (repressive) the occurrence of violations of laws and regulations, by providing legal sanctions in the form of criminal sanctions and penalties;
   3) Civil law that serves to restore rights (curative, recovery) by paying compensation or compensation for losses.

Legal protection for consumers is often a taboo for bad business actors who only seek as much profit as possible without caring about the rights that should be obtained by consumers who also always justify all means, one of which is by committing illegal acts. Consumers can pay special attention to the responsibilities that should be carried out by business actors, because basically responsibility is an important matter in the study of consumer protection law.


Before getting to know more about the responsibility of business actors towards consumers, it is necessary to examine more deeply how far Act No. 8 of 1999 concerning Consumer Protection provides rights and obligations for related parties. Article 1 Point 2 of the GCPL explains that what is meant by consumer is every person who uses goods and/or services available in the community, both for the benefit of themselves, their families, other people, and other living beings and not for trade.

The explanation of Article 1 Point 2 of GCPL regarding the definition of consumer based on its elements is as follows:\footnote{Ibid.}

a. Every person; the subject called a consumer is every person who has the status of a user of goods and/or services. The term person here does not distinguish whether as a natuurlijke persoon or as a rechtspersoon, so that the scope of persons in this law is not limited to natural persons but also legal entities as legal subjects.

b. User; according to the concept of Article 1 Point 2 of GCPL, the word user emphasizes the end consumer. The term user in this case can be used in the formulation of these provisions, as well as indicating that the goods/services used are not necessarily the result of a sale and purchase transaction, so as a consumer, there does not always have to be a contractual sale and purchase between the consumer and the business actor.

c. Goods and/or services; GCPL defines goods as objects, both tangible and intangible, movable and immovable, expendable and non-expendable objects, which can be traded, used, utilized, or utilized by consumers. Meanwhile, services are defined as any service in the form of work or achievement provided for the community to be utilized by consumers.

d. Available in the community; in current trade this requirement is no longer absolutely demanded by consumers, because some products cannot be presented in the midst of consumers at the time of the transaction, such as in development companies (developers). So that in trade transactions when the existence of the goods being traded is no longer something that is prioritized.

e. Not for trade; GCPL provides firmness that the consumers to be protected are the end consumers, namely those who directly consume goods or services.

After knowing the definition of a consumer, the next step to seek legal protection is to recognize the types of consumers. Az Nasution distinguishes into 3 types of consumers based on their function,\footnote{Az Nasution, \textit{Hukum Perlindungan Konsumen Suatu Pengantar}, Diadit Media, Jakarta, 2001, page.52} namely:

a. Commercial consumer, namely every person who obtains goods and/or services that are used to produce other goods and/or services with the aim of making a profit.
b. Intermediate consumer, which is any person who obtains goods and/or services that are used for resale also with the aim of making a profit. This intermediate consumer can be a supplier, distributor, or retailer.

c. The ultimate consumer/end user is the last user or利用者 of a product. The use of the term user in the GCPL Law indicates that the product is used for himself and his family or others. This end consumer can be a person or legal entity that consumes goods directly.

In some cases of violation of consumer rights, care is needed in analyzing who should be responsible and how far responsibility can be imposed on the parties concerned. In general, the principles of responsibility in consumer protection law can be distinguished as follows:

a. Principle of liability based on the element of fault/negligence

Liability based on fault/negligence is a subjective principle of responsibility, is a responsibility determined by the behavior of the business actor.\(^\text{15}\) The negligence of business actors results in harm to consumers, which is a determining factor for consumers in claiming compensation for business actors.

Negligence is a behavior that does not comply with the standards of conduct established by law for the protection of members of the public against irrational risks. When running their business, business actors apply economic principles, namely wanting to get the maximum possible profit, thus encouraging business actors to act in ways that are detrimental to consumers.\(^\text{16}\) In other words, there is an act that is done with less care and caution. Negligence itself has the following conditions:\(^\text{17}\)

1) behavior that causes harm, inconsistent with normal prudence;
2) It must be proved that the defendant was negligent in the duty of care owed to the plaintiff; and
3) The conduct was the proximate cause of the loss incurred

The provisions relating to Act No. 8 of 1999 on Consumer Protection are based on the general theory in procedural law, namely the principle of audi et alteram partem, which means that the same position between all parties to the case. Every case must be clear who is the subject or perpetrator of the wrongdoing. In legal theory, two principles are known, namely:

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\(^{15}\) Inosentius Samsul, Perlindungan Konsumen: Kemungkinan Penerapan Tanggung Jawab Mutlak, Universitas Indonesia, Jakarta, 2004, page.48


\(^{17}\) Ahmadi Miru dan Sutarman Yodo, \textit{Hukum Perlindungan Konsumen}, PT. Raja Grafindo Persada, Jakarta, 2005, page.5
1) Vicarious Liability/Respondeat Superior, which means that the employer is responsible for the losses of other parties caused by the people/employees under his supervision.

2) Ostensible Agency, This means that a corporation gives the impression to the public that the people who work under the auspices of this corporation must be subject to and obey the rules of the corporation, so that the corporation must be responsible to consumers.

b. Presumption of Liability
   This principle is intended to state that the defendant is always considered responsible until he can prove his innocence, so the burden of proof is on the defendant. Proof in this way is often referred to as reverse proof. The GCPL also seems to adopt this system of proof, as stated in Articles 19, 22, 23, and 28.18

   The premise of the reverse proof principle is that a person will always be presumed guilty, until he can prove his innocence. This is contrary to the principle of presumption of innocence the principle teaches that whatever accusations are made against a person, he must be presumed innocent as long as there is no court decision with permanent legal force stating that he is indeed guilty as stated in the accusations against him19 which is commonly applied in criminal law. However, it will be very relevant if applied in consumer protection cases. In the use of this principle, the obligation to prove fault lies with the defendant.

   Defendants must present evidence that they are innocent. This aims to provide convenience for consumers, who in this case as plaintiffs do not need to prove the guilt of the business actors who are the defendants.20

   In the process of criminal cases, the presumption of innocence is defined as a provision that considers a person undergoing a criminal process to remain innocent so that his rights as a citizen must be respected until there is a district court decision declaring his guilt.21

c. (Presumption of Nonliability)
   Defendants must present evidence that they are innocent. This aims to provide convenience for consumers, who in this case as

18 Margo Hadi Pura, Asas Akusator Dalam Perlindungan Hukum Atas Hak Tersangka Berdasarkan Undang-Undang Nomor 8 Tahun 1981 Tentang Kitab Undang-Undang Hukum Acara Pidana, Jurnal Hukum Sasana, Vol. 7, No. 1, June 2021, page.79-95
plaintiffs do not need to prove the guilt of the business actors who are the defendants.²²

d. **Strict Liability**

Against the background of the weak position of consumers (as plaintiffs) in terms of proving the fault of business actors (as defendants) due to lack of knowledge and inadequate means for that, in its development the courts in the United States took another way to hold business actors accountable, namely by using the principle of strict liability.

*Strict liability* this principle is a special form of tort, namely the principle of liability in tort that is not based on fault, but this principle obliges the business actor to be directly responsible for the losses arising from the tort. This is interesting insofar as Savigny only very briefly mentions cases of strict liability in his Law of Obligations. He refers to them as obligations *ex varis causarum figuris*.²³ This principle no longer questions the presence or absence of fault, but the business actor is directly liable for the loss caused by the defective product, because the business actor was less careful and because the business actor had to prevent the loss.²⁴

In the existing legal system in Indonesia, the principle of absolute liability can be found implicitly in Article 1367 BW, which reads ²⁵: “A person is not only liable for damages caused by his own actions, but also for damages caused by the actions of those who are his dependents or by goods under his supervision.”

Parents and guardians are liable for damages caused by minor children, who reside with them and over whom they exercise parental and guardian powers. Employers and those who appoint other persons to represent their affairs, are liable for damages incurred by their servants or subordinates in performing the work for which these persons are employed.

School teachers and master craftsmen are liable for damages incurred by their pupils and craftsmen during the time these persons are under their supervision. The aforementioned liability ends if the parents, guardians, schoolteachers and master craftsmen prove that they could not have prevented the act for which they are liable.

In its application, Article 1367 BW has been used as one of the keywords related to "goods under his supervision" can be seen as a factor that stands alone as a cause of loss. The same applies to children and workers, which means that there is no need for fault on the part of the owner, guardian, or employer. In the context of

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²⁴ Janus Sidabalok, *Hukum Perlindungan Konsumen Di Indonesia*, PT Citra Aditya Bakti, Yogyakarta, 2014, page.4
²⁵ Pasal 1367 BW (n.d.).
liability based on the provisions of article 1367 BW, attention must be paid not only to paragraphs (1) to (4) but also to pay attention to the provisions contained in paragraph (5), so that a loss that creates liability) is not only borne by the company on the basis of the Vicarious Liability and Responded Superior doctrines as a whole, while the concept of a Limited Liability Company recognizes limited liability.  

The application of this concept of absolute responsibility in the field of consumer protection, The issue of consumer protection does not seem to be of particular concern either by the government or by the wider community as consumer, especially product liability, will facilitate proof. In the end, it really provides protection to consumers as the principle of consumer security and safety stated in Article 2 of the GCPL. The use of the concept of strict liability is not intended to put business actors in a difficult position, but because the position of business actors is much stronger financially, so it is possible for business actors to use the best legal expert services in dealing with a case.

The Consumer Protection Law accommodates two important principles, namely product liability and professional liability. Consumer protection is all efforts that ensure legal certainty to provide protection to consumers. The main consumer protection legal instrument is the Consumer Protection Law. The legal relationship is the reciprocal relationship between the rights and obligations of consumers and business actors in the agreement. Product liability is the responsibility of business actors for products marketed to consumers. In this case, business actors must be responsible for consumers who suffer losses due to defects in the products circulated by business actors. Meanwhile, professional liability is a service-related responsibility, which is the responsibility arising from the services provided by business actors with clients, such as a doctor who provides professional services to his patients.

e. **Limitation of Liability**

This principle is the principle most favored by business actors to be included in the exoneration clause in the standard agreement they make. The principle of liability with this limitation is very detrimental to consumers if it is determined unilaterally by business actors. In the GCPL Law, business actors are not allowed to

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unilaterally determine clauses that are detrimental to consumers, including limiting the maximum responsibility. If there are restrictions, they must be based on laws and regulations.

D. CONCLUSION

The use of the principle of casuistic priority, legal objectives in order to achieve justice, benefit, and legal certainty all depend on the conditions faced in each case. In relation to the case of beauty products containing hazardous chemicals, the author relates to the principle of consumer safety and security as contained in Article 2 of Act No. 8 of 1999 concerning Consumer Protection. The principle of consumer safety and security contained in Article 2 can be grouped into the principle of benefit, this is because the safety and security of consumers themselves are included in the benefits of the implementation of the protection provided to consumers in addition to the overall business interests. Regarding the losses suffered by consumers, especially users of beauty products, it cannot be provided optimally. This is because in Article 19 paragraph (2), between the sentences 'refund or replacement of goods and / or services of similar or equivalent value' and 'health care and / or compensation in accordance with the provisions of applicable laws and regulations' the word "or" is inserted. This can be interpreted that compensation for consumers of beauty products can only be given one of them, not both. Whereas consumers who use beauty products have lost money to buy these products, they have also lost their health. The Consumer Protection Law accommodates two important principles, namely product liability and professional liability. Business actors are obliged to be responsible for consumers who suffer losses due to defects in the products circulated by business actors. Meanwhile, professional liability is service-related liability, which is the responsibility arising from services provided by business actors with clients, such as a doctor who provides professional services to his patients.

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