



Evaluating Procedures for Handling and Numbering Regional Legal Instruments: Evidence from Nabire Regency, Indonesia

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Abstract

This study evaluates the procedures for handling and numbering regional legal instruments within the Legal Division of the Regional Secretariat of Nabire Regency, Indonesia. It specifically examines procedural implementation in terms of timeliness, administrative orderliness, and compliance with standard operating procedures (SOPs), while identifying factors that constrain effectiveness. A descriptive qualitative approach was employed, with data collected through semi-structured interviews, observation, and document analysis. Five purposively selected informants representing managerial, technical, administrative, and information technology functions provided the primary data. Data were analyzed through data reduction, data display, cross-informant comparison, and conclusion verification. The findings indicate that the management of regional legal instruments follows a relatively clear and hierarchical process, encompassing draft submission, administrative examination, legal-basis verification, substantive review, harmonization, revision, final examination, enactment, numbering, registration, archiving, and distribution. However, the implementation is reasonably effective but remains suboptimal. Administrative orderliness and SOP compliance are relatively well established, whereas timeliness is constrained by incomplete submissions, repeated revisions, delayed follow-up, workload, and inter-organizational coordination. Additional constraints include limited technical competencies, regulatory changes, and partially manual registration and archival systems. The study highlights that procedural effectiveness is a cross-unit organizational issue rather than solely an internal responsibility of the Legal Division. Strengthening SOPs, standardizing submission requirements, developing staff competencies, establishing service-time standards, improving inter-unit coordination, and implementing an integrated digital registration, archival, and monitoring system are therefore essential for improving regional legal administration.

Keywords: regional legal instruments; administrative effectiveness; standard operating procedures; legal document management; digitalization

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1. INTRODUCTION

Effective public administration depends not only on the existence of laws and regulations but also on the institutional capacity to formulate, administer, document, and implement them consistently. Regulatory instruments constitute an essential component of public governance because they provide the legal basis for government action, define institutional authority, establish administrative standards, and provide certainty for citizens and public organizations. The quality of regulatory governance therefore depends on the extent to which rules are developed through coherent procedures, properly reviewed, effectively implemented, and periodically evaluated. The OECD emphasizes that governments need regulatory systems that are effective, coherent, evidence-based, and capable of adapting to changing policy environments. Its recent assessment further stresses that regulatory effectiveness depends not merely on drafting rules but also on the institutional processes through which rules are delivered, implemented, monitored, and reviewed (OECD, 2021, 2025).

This issue is particularly important in decentralized governance systems, where local governments possess authority to formulate legal instruments according to their administrative responsibilities and regional needs. In Indonesia, regional governments operate within a complex regulatory environment in which local legal instruments must remain consistent with higher-level legislation while simultaneously responding to local administrative and developmental requirements. Law No. 23 of 2014 on Regional Government establishes the institutional framework for regional administration and emphasizes the importance of effective and efficient local governance. Meanwhile, Law No. 13 of 2022, which amended Law No. 12 of 2011 on the Formation of Laws and Regulations, strengthened the legal framework for the formation of legislation by emphasizing planned, integrated, and sustainable regulatory processes. Importantly, the amendment also introduced provisions concerning electronic formation of legislation, demonstrating that regulatory administration in Indonesia is increasingly expected to incorporate digital processes.

The quality of regional legal instruments is consequently influenced by the effectiveness of the administrative procedures through which they are received, examined, harmonized, approved, numbered, registered, archived, and distributed. Previous studies have demonstrated that the formation of regional regulations in Indonesia continues to face challenges related to harmonization, institutional coordination, regulatory consistency, and administrative capacity. Cerdas et al. (2022), for example, highlight the potential for disharmony between regional and higher-level regulations and argue that responsibility for improving regulatory quality extends across different levels and institutions of government. Similarly, Masyithah and Rani (2021) emphasize the importance of institutional authority and supervision in the development of regional legal products within Indonesia's decentralization framework. These studies indicate that regional legal governance cannot be understood solely as a technical drafting activity; rather, it involves institutional coordination and administrative capacity across multiple actors.

Empirical evidence also indicates that procedural weaknesses can emerge at several stages of regional legal-product administration. Adam and Marpaung (2023), examining the facilitation of draft regional regulations, identify limited regulatory-drafting personnel, differences between the volume of legal-product drafts and statutory time limits, inadequate quality of proposed drafts, and insufficient understanding of facilitation mechanisms as important constraints. These findings are particularly relevant because they demonstrate that delays and procedural inefficiencies may arise from the interaction between document quality, human-resource capacity, workload, and inter-organizational processes rather than from a single administrative unit.

The challenge has become more complex with the increasing expectation that government regulatory administration should be digitally enabled. Indonesia has made considerable progress in digital government. According to the United Nations E-Government Survey 2024, Indonesia achieved an E-Government Development Index (EGDI) score of 0.7991 and ranked 64th among 193 countries, entering the *Very High EGDI* category for the first time. The national score reflected relatively strong performance in online government services, telecommunications infrastructure, and

human capital. Nevertheless, national progress in digital government does not necessarily imply that all administrative processes at the local level have achieved equivalent levels of digital integration. The OECD's *Digital Government Outlook 2026* reports that Indonesia's 2025 Digital Government Index score was 0.61, below the OECD average of 0.70. Although Indonesia performed strongly in *Digital by Design*, it continued to lag in areas such as *Open by Default*, *Government as a Platform*, *Data-driven Public Sector*, and *Proactiveness*. This suggests that the challenge has shifted from simply adopting digital technologies toward integrating them effectively across government institutions and administrative processes.

The management of regional legal instruments illustrates this implementation challenge. Recent research has begun to explore digitalization specifically within regional legal administration. Satria et al. (2026), for instance, found that the implementation of E-Perda in Baubau City and South Buton Regency was constrained by limited digital capacity, institutional resistance, and the absence of sufficiently binding implementation arrangements, despite relatively adequate infrastructure. Their findings demonstrate a persistent gap between formal digital-government aspirations and actual administrative practice. Similarly, research on the development of web-based regional legal-product submission systems has shown that manual submission processes can generate inefficiency, delays, and weak document traceability, while digital tracking and role-based access mechanisms can improve monitoring and administrative control.

These broader issues are particularly relevant to the administration of regional legal instruments in the Legal Division of the Regional Secretariat of Nabire Regency. The Legal Division has a strategic role in receiving and processing draft legal instruments submitted by regional government agencies, examining administrative completeness, verifying legal bases, conducting substantive review and harmonization, facilitating revisions, coordinating approval, assigning numbers, maintaining registration records, and archiving documents. The empirical evidence from this study shows that these procedures are already organized through a relatively clear and hierarchical sequence, beginning with draft submission and document receipt and continuing through administrative examination, legal-basis verification, substantive

review, harmonization, revision, final examination, enactment, numbering, registration, archiving, and distribution.

However, the existence of a formal procedure does not automatically guarantee effective implementation. The findings of this study indicate that the procedures for handling and numbering regional legal instruments in Nabire Regency are reasonably effective but not yet optimal. Administrative orderliness and compliance with SOPs are relatively well established. The registration system is used to control numbering and reduce the possibility of duplicate numbers, while personnel generally understand and follow the established procedural sequence. Nevertheless, timeliness remains problematic when submitted documents are incomplete, revisions are required repeatedly, follow-up actions are delayed, or a large number of documents enter the process simultaneously.

More importantly, the empirical findings indicate that the sources of procedural inefficiency extend beyond the Legal Division itself. Incomplete administrative requirements, inappropriate document formats, outdated legal references, delays in submitting drafts, limited technical competence, increased workload, regulatory changes, and incomplete digital integration collectively influence the effectiveness of the process. This finding is consistent with recent studies showing that regulatory administration involves interconnected institutional and organizational factors. Research on the harmonization of regional regulations has identified institutional fragmentation and regulatory inconsistency as persistent challenges, while studies of regional legal-product facilitation have emphasized the importance of qualified legal drafters and the quality of submitted drafts (Cerdas et al., 2022; Adam & Marpaung, 2023).

A further issue concerns the relationship between regulatory quality and digital administrative capacity. Law No. 13 of 2022 explicitly provides a legal basis for electronic formation of legislation, indicating a national policy direction toward more digitally integrated legislative processes. Yet, the present study finds that registration and archival activities in Nabire have not been fully integrated into an electronic system. Manual administrative practices remain present, while the need for electronic

registration, digital archiving, data security, backup systems, access control, and system integration has become increasingly evident. This situation is not unique to Nabire. Recent research on digitalization of law formation in Indonesia similarly identifies institutional readiness, human-resource capacity, and implementation arrangements as important determinants of successful digital transformation (Mastorat et al., 2024; Satria et al., 2026).

Despite this growing body of research, an important empirical gap remains. Existing studies have predominantly examined the normative aspects of regional legal formation, including harmonization, central-local regulatory authority, facilitation, supervision, and the legal status of regional regulations (Masyithah & Rani, 2021; Cerdas et al., 2022; Adam & Marpaung, 2023). More recent studies have begun to address digitalization and E-Perda, but their primary concern is generally the legal framework, technological adoption, or the development of digital applications. Less attention has been given to the day-to-day administrative process of handling and numbering regional legal instruments as an integrated organizational process, particularly by simultaneously examining timeliness, administrative orderliness, SOP compliance, human-resource capacity, coordination, and digital record management. This gap is especially relevant in district-level government institutions, where administrative capacity and inter-organizational coordination can substantially shape how formal regulatory procedures operate in practice.

Research Urgency

The urgency of this study therefore lies in the need to move beyond assessing whether formal procedures exist toward understanding how effectively those procedures operate in an actual local-government setting. The case of Nabire Regency is particularly relevant because it demonstrates that procedural effectiveness is not solely an internal function of the Legal Division. Instead, it emerges from the interaction among the Legal Division, regional leadership, submitting government agencies, human resources, document quality, regulatory changes, workload, and technological infrastructure. The study consequently provides an empirical basis for strengthening regional legal administration through standardized document requirements, clearer

service-time standards, improved staff competencies, stronger inter-unit coordination, and integrated digital registration, archival, and monitoring systems. This perspective is consistent with the contemporary regulatory-governance emphasis on effective implementation, institutional capacity, coordination, and digital transformation (OECD, 2025).

Against this background, this study evaluates the procedures for handling and numbering regional legal instruments in the Legal Division of the Regional Secretariat of Nabire Regency, Indonesia. Rather than treating the process solely as a legal-drafting function, the study conceptualizes it as an administrative and organizational process involving multiple actors and sequential stages. The study addresses the following research questions:

1. How are regional legal instruments handled and numbered by the Legal Division of the Regional Secretariat of Nabire Regency?
2. To what extent are the procedures effectively implemented in terms of timeliness, administrative orderliness, and compliance with standard operating procedures?
3. What administrative, human-resource, coordination, regulatory, and technological constraints affect the effectiveness of handling and numbering regional legal instruments?

2. LITERATURE REVIEW

2.1 Evaluation of Administrative Procedures

Evaluation is a systematic process for assessing the value, effectiveness, and performance of a program or organizational activity to support managerial decision-making and improvement (Stufflebeam & Shinkfield, 2007). In public administration, evaluation can be used to assess whether procedures are implemented according to established standards, identify implementation constraints, and determine areas requiring improvement (Dunn, 2018). In this study, evaluation is directed at examining the implementation of procedures for handling and numbering regional legal instruments, particularly in terms of timeliness, administrative orderliness, and compliance with standard operating procedures (SOPs).

2.2 Procedures and Standard Operating Procedures

A procedure provides a structured sequence of activities that guides employees in performing organizational tasks consistently. In administrative settings, SOPs are particularly important because they clarify work stages, responsibilities, documentation requirements, and control mechanisms. For legal document management, a clear SOP can reduce administrative errors, duplication, inconsistent practices, and delays.

This research identifies the main procedure for handling regional legal instruments as a sequential process consisting of document submission, receipt and registration, administrative examination, legal-basis verification, substantive review, harmonization, revision, final examination, enactment, numbering, registration, archiving, and distribution.

2.3 Regional Legal Instruments

Regional legal instruments constitute important administrative and legal instruments through which local governments exercise their governmental authority and implement regional policies. Under the Indonesian regulatory framework, regional legal instruments include regulations and administrative decisions. Their formation requires compliance with formal procedures, legal hierarchy, authority, and substantive requirements.

The formation and harmonization of regional regulations have become increasingly important following amendments to Indonesia's legislative framework. Harmonization is intended to ensure that regional regulations are consistent with higher-level regulations and to minimize normative conflicts (Cerdas et al., 2022; Ikhwan & Khairani, 2024).

2.4 Handling, Numbering, and Registration of Legal Instruments

Handling regional legal instruments is not merely an administrative activity. It involves legal verification, substantive review, harmonization, documentation, numbering, registration, and archiving. Numbering functions as a document-control mechanism that provides each legal instrument with an official identity and supports traceability and accountability.

Accordingly, numbering should be performed only after the document has passed the required verification and approval stages. A proper registration system is also necessary to prevent duplicate numbers and facilitate retrieval of legal documents.

2.5 Effectiveness of Administrative Procedures

Effectiveness refers to the extent to which organizational activities achieve their intended objectives. In this study, procedural effectiveness is assessed through three dimensions: timeliness, administrative orderliness, and SOP compliance. Timeliness concerns the ability to complete the process within the required period; administrative orderliness concerns document completeness, registration, numbering, and archiving; while SOP compliance concerns the consistency with which established procedural stages are followed.

This perspective is consistent with the empirical literature showing that the effectiveness of regional legal formation depends not only on formal procedures but also on harmonization, institutional coordination, and administrative capacity. Cerdas et al. (2022) emphasize the importance of harmonization in preventing conflicts between regional regulations and higher-level legal norms. Meanwhile, Redhani and Hadin (2024) highlight that excessive institutional involvement in the supervision of regional regulation formation can create inefficiencies and slow the regulatory process.

2.6 Digitalization of Legal Administration

Digitalization is increasingly relevant to the management of regional legal instruments because electronic registration and archiving can improve accessibility, traceability, and administrative efficiency. However, digital transformation requires adequate infrastructure, human-resource capabilities, institutional readiness, and regulatory support. Recent research on E-Perda demonstrates that the availability of digital infrastructure alone does not guarantee implementation, as limited digital capacity and institutional resistance may remain significant barriers (Satria et al., 2025).

3. RESEARCH METHODS

This study employed a descriptive qualitative research design to evaluate the procedures for handling and numbering regional legal instruments at the Legal Division of the Regional Secretariat of Nabire Regency, Indonesia. A qualitative approach was considered appropriate because the study sought to obtain an in-depth understanding of administrative procedures, implementation practices, inter-unit coordination, and constraints encountered by personnel involved in the process rather than to test statistical relationships. The study focused on three dimensions of procedural effectiveness, namely timeliness, administrative orderliness, and compliance with standard operating procedures (SOPs). Qualitative research is appropriate for

examining organizational processes and practices in their natural institutional context, particularly when researchers seek to understand how participants interpret and experience a phenomenon (Creswell & Poth, 2018).

The relevant population consisted conceptually of organizational actors who possess knowledge of or direct involvement in the handling, examination, coordination, numbering, registration, and documentation of regional legal instruments within the Nabire Regency Government. Participants were selected using purposive sampling, whereby informants were intentionally chosen based on their position, experience, knowledge, and direct involvement in the research phenomenon. This approach enabled the study to obtain information from actors representing different organizational perspectives rather than relying exclusively on personnel within the Legal Division.

Five informants participated in the study: the Regional Secretary of Nabire Regency, the Assistant for Government Affairs, the Head of the Legal Division, the Head of the Legislation Subdivision, and the Head of the Cryptography Division of the Communication and Informatics Office. Their positions provided complementary perspectives concerning policy and supervision, governmental coordination, technical legal review, registration and numbering, document management, information technology, and digitalization. The interviews were conducted between 22 and 30 June 2026. The composition of informants was intended to capture both internal and cross-unit perspectives on the implementation and effectiveness of regional legal instrument administration.

The research was conducted at the Legal Division of the Regional Secretariat of Nabire Regency, Papua, Indonesia. The location was purposively selected because the Legal Division has direct responsibilities related to the formulation, examination, harmonization, administration, numbering, registration, and documentation of regional legal instruments. It also functions as an important coordination point between regional leadership and regional government agencies involved in the preparation of legal instruments. The research was conducted over approximately one month, covering preparation, field data collection, data verification, analysis, and reporting. Primary

interviews were conducted from 22 to 30 June 2026, with observations and documentary examination conducted as part of the fieldwork process.

Data were collected through semi-structured interviews, direct observation, and documentation. Interviews were used to obtain detailed information concerning the actual procedures, responsibilities, coordination mechanisms, perceived effectiveness, and constraints associated with the handling and numbering of regional legal instruments. Observation was used to examine the implementation of administrative procedures in practice, including document receipt, administrative checking, registration and numbering, archiving, use of administrative technology, and interaction among personnel. Documentary data were used to complement the interview and observation findings and included numbering records, registers, SOP documents, lists of regional legal instruments, organizational documents, activity reports, and relevant legislation. The combination of these techniques enabled triangulation between participants' accounts, observed practices, and documentary evidence.

The data were analyzed using the interactive qualitative analysis model of Miles et al. (2014), consisting of data condensation, data display, and conclusion drawing and verification. Data condensation involved selecting, focusing, simplifying, and categorizing information relevant to the research questions, particularly information concerning procedures, SOP compliance, administrative orderliness, timeliness, human-resource capacity, coordination, and technological support. The condensed data were subsequently organized into descriptive narratives and thematic displays to identify patterns and relationships among the findings. Conclusions were then developed through an iterative process of interpretation and verification, allowing the researcher to revisit the data when necessary. This analytical approach is consistent with Miles et al. (2014), who emphasize systematic data management, display, interpretation, and verification as interconnected stages of qualitative analysis.

The credibility of the findings was strengthened through source triangulation, technique triangulation, and member checking. Source triangulation involved comparing information obtained from different organizational actors, while technique triangulation compared interview findings with observations and documentary

evidence. Member checking was used to clarify interview interpretations and confirm whether the researchers' understanding was consistent with the informants' intended meaning. These procedures were applied to reduce interpretive bias and strengthen the credibility and consistency of the findings.

4. RESULTS AND DISCUSSION

4.1 Overview of the Research Setting

The research was conducted in the Legal Division of the Regional Secretariat of Nabire Regency, Indonesia. The Legal Division has a strategic role in supporting regional government administration, particularly in the preparation, review, harmonization, numbering, registration, documentation, and archiving of regional legal instruments. Within the broader structure of the Regional Secretariat, the division functions as an institutional unit that provides legal-administrative support to the regional government and coordinates with regional government agencies involved in the preparation and submission of legal instruments. The study therefore positioned the Legal Division not merely as an administrative processing unit, but as the central technical control point within a broader inter-organizational process.

The empirical setting is particularly relevant because the handling of regional legal instruments involves multiple stages and actors. The process begins when a regional government agency submits a draft legal instrument and continues through administrative examination, verification of the legal basis and authority, substantive review, harmonization, revision, final examination, coordination, enactment, numbering, registration, archiving, and distribution. The findings demonstrate that the quality of the final legal instrument depends not only on the performance of the Legal Division but also on the completeness of the documents submitted by proposing agencies, the responsiveness of those agencies to corrections, inter-unit coordination, staff competence, and the availability of administrative technology.

This organizational setting also explains why the evaluation of procedural effectiveness was examined through three dimensions: timeliness, administrative orderliness, and compliance with standard operating procedures (SOPs). The evidence shows that the procedure itself is relatively clear and hierarchical, but its effectiveness is affected by conditions that extend beyond the internal control of the Legal Division. In particular, the study identifies a recurring tension between a formally established procedure and the practical conditions under which documents are prepared, corrected, coordinated, registered, and archived.

4.2 Characteristics of Informants

The study involved five purposively selected informants whose positions provided complementary perspectives on the handling and numbering of regional legal instruments. Their professional experience ranged from 10 to 36 years. The informants represented three analytical perspectives: strategic leadership, technical and operational control within the Legal Division, and the perspective of a regional government agency that interacts with the Legal Division. This composition enabled source triangulation because information obtained from technical implementers could be compared with the perspectives of senior officials and an external organizational partner.

Table 1. Characteristics of Informants

No.	Informant	Position/Institution	Years of Service	Interview Date	Main Contribution
1	Yulianus Pasang, S.Pd., M.Pd.	Regional Secretary, Regional Secretariat of Nabire Regency	21 years	22 June 2026	Policy, supervision, coordination, and evaluation of procedural implementation
2	La Halim, S.Sos.	Assistant for Government Affairs, Regional Secretariat of Nabire Regency	36 years	23 June 2026	Inter-unit coordination, administrative examination, process control, and relations with regional agencies
3	Yulian Mulianto	Head of the Legal Division, Regional Secretariat of Nabire Regency	11 years	29 June 2026	Technical procedures, examination, harmonization, numbering, registration, archiving, and internal control
4	Helgawati, S.H.	Head of the Legislation Subdivision, Regional Secretariat of Nabire Regency	10 years	29 June 2026	Substantive examination, legal basis, drafting, harmonization, SOP compliance, and registration

5	Anjela Konyora, A.Md.	Head of the Cryptography Division, Communication and Informatics Office of Nabire Regency	25 years	30 June 2026	Perspective of a regional agency concerning document submission, coordination, information technology, security, and digitalization
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Source: Research data, 2026.

The composition of informants is analytically important. The Regional Secretary and Assistant for Government Affairs provided a strategic and coordination-oriented perspective; the Head of the Legal Division and Head of the Legislation Subdivision provided direct technical evidence regarding the operational process; while the Head of the Cryptography Division provided an external organizational perspective, particularly concerning inter-unit coordination and digital information management. Their relatively long professional experience also indicates that the informants possessed substantial institutional knowledge of regional government administration.

4.3 Thematic Analysis of Interview Findings

Thematic analysis of the interview data produced six interrelated themes: (1) a structured and hierarchical procedural flow, (2) administrative orderliness and numbering control, (3) relatively strong SOP compliance, (4) timeliness constraints caused by inter-organizational dependencies, (5) human-resource, workload, and regulatory constraints, and (6) digitalization as an emerging institutional requirement. These themes were derived through comparison across informants and were subsequently examined against the three research questions.

Table 2. Thematic Analysis of Interview Findings

Theme	Main Finding	Supporting Evidence from Informants	Interpretation
1. Structured and hierarchical procedure	The handling and numbering process follows a relatively clear sequence from submission to archiving.	Informants described submission, administrative examination, legal verification, substantive review, harmonization, revision, enactment, numbering, registration, and archiving as sequential stages.	The procedure provides a clear administrative and legal control structure.

2. Administrative orderliness and numbering control	Registration and sequential checking of numbers support administrative order.	The Head of the Legal Division and Head of the Legislation Subdivision explained that the latest registered number is checked before a new number is assigned.	Numbering functions as both identification and document-control mechanism.
3. SOP compliance	SOP compliance is relatively good, although consistency depends on all parties involved.	The Regional Secretary stated that the process generally follows applicable SOPs; technical officers described hierarchical checking and correction mechanisms.	SOP implementation is established internally, but collective compliance by proposing agencies remains necessary.
4. Timeliness constraints	Processing is faster when documents are complete but becomes delayed when revisions, additional harmonization, or coordination are required.	Informants identified incomplete documents, delayed follow-up, regulatory changes, simultaneous document submissions, and differing response times among agencies.	Timeliness is a shared organizational outcome rather than solely an internal Legal Division issue.
5. Human resources, workload, and regulatory change	Technical competence and workload affect processing capacity.	The Head of the Legal Division and Head of the Legislation Subdivision emphasized the need for stronger legal and regulatory drafting competencies.	Continuous capacity development and workload management are necessary for procedural effectiveness.
6. Digitalization and integrated monitoring	The current system combines manual and electronic processes and is not yet fully integrated.	Informants recommended electronic registration, digital archiving, monitoring, security controls, backup, access management, and system integration.	Digitalization is not merely an efficiency tool but an institutional requirement for traceability, security, and accountability.

Source: Thematic analysis of interview data, 2026.

4.4 Procedure for Handling and Numbering Regional Legal Instruments

The first research question concerned how regional legal instruments are handled and numbered by the Legal Division. The findings indicate that the procedure is relatively clear, systematic, and hierarchical. The process starts with the submission of a draft by the proposing regional government agency. The document is then received and

examined administratively, followed by verification of the legal basis, substantive review, harmonization, revision where necessary, final examination, coordination, enactment, numbering, registration, archiving, and distribution. This sequence demonstrates that numbering is not an isolated administrative activity but the final component of a broader control process.

The interview evidence strongly supports this finding. The Regional Secretary explained that the process begins with submission by the relevant regional agency and continues with administrative and substantive examination before approval and enactment. After signing, the legal instrument is assigned a number, registered, documented, and distributed. Similarly, the Head of the Legal Division explained that every incoming draft is registered and examined for administrative completeness before proceeding to substantive review and harmonization.

The administrative examination is particularly important because the quality of the initial submission determines the efficiency of subsequent stages. The five informants consistently indicated that proposed documents may need to be returned when supporting documents, legal bases, formats, attachments, or other requirements are incomplete. This creates a direct connection between document quality at the point of submission and the eventual processing time.

The substantive and legal review stages also reveal that the Legal Division performs more than a clerical function. The review examines the conformity of the draft with higher-level legislation, the authority of the regional government, the consistency of substantive provisions, legal terminology, and possible overlap with other regulations. Harmonization therefore functions as an important quality-control mechanism before enactment.

Numbering is subsequently conducted after the draft has passed the relevant stages and received authorization. The evidence indicates that the number is determined according to the type of legal instrument, registration sequence, and year of enactment. Before assigning a new number, the previous number in the register is checked to prevent duplication. This indicates that numbering performs an important document-control function, rather than simply providing an administrative label.

The first research question can therefore be answered as follows: the handling and numbering of regional legal instruments in Nabire Regency follows a structured, hierarchical, and multi-stage procedure. However, the procedure still requires improvement in the standardization of initial documentation, electronic registration, digital archiving, and process monitoring.

4.5 Effectiveness of Procedure Implementation

4.5.1 Timeliness

The second research question examined procedural effectiveness based on timeliness, administrative orderliness, and SOP compliance. Among the three dimensions, timeliness emerged as the most vulnerable dimension. The findings indicate that processing can be completed relatively quickly when the submitted documents are complete and do not require substantial revision. However, delays occur when documents are incomplete, substantive revisions are required, harmonization must be repeated, or coordination with proposing agencies takes longer than expected.

The Regional Secretary and Assistant for Government Affairs provided broadly similar assessments, while the Head of the Legal Division emphasized that processing time depends heavily on the completeness and complexity of the draft. The Head of the Legislation Subdivision identified incomplete documents, delayed follow-up to corrections, regulatory changes, and the simultaneous arrival of multiple documents as important sources of delay. The external informant further emphasized that proposing agencies also have responsibility for timeliness because delays in preparing or revising documents directly affect the Legal Division's processing time.

This finding is particularly important because it changes the interpretation of procedural delay. The evidence does not support the conclusion that delays originate solely from the Legal Division. Instead, timeliness is an inter-organizational outcome shaped by the quality of initial submissions, the speed of responses to corrections, the complexity of legal substance, workload within the Legal Division, and coordination among organizational units. The study therefore identifies ***shared procedural responsibility*** as an important explanatory theme.

4.5.2 Administrative Orderliness

Administrative orderliness was found to be relatively good. Legal instruments that have passed the relevant stages are entered into a register containing information such as number, date, type, title, and other relevant details. Before a new number is assigned, officers check the previous registered number to minimize the possibility of duplication. This mechanism indicates that basic document-control practices have been institutionalized.

However, administrative orderliness is not fully optimal because the quality of documents submitted by regional agencies remains inconsistent. The findings indicate that some drafts still contain incomplete attachments, outdated legal bases, or inappropriate document formats. The external informant suggested the use of a requirements checklist so that proposing agencies could verify completeness before submission.

Thus, the administrative system has a relatively strong internal control mechanism, but its effectiveness is partially dependent on upstream document quality. This finding reinforces the broader interpretation that administrative effectiveness should be assessed across the entire process rather than solely within the Legal Division.

4.5.3 Compliance with SOPs

SOP compliance was assessed as relatively good. The informants consistently indicated that the process follows established stages and that examination is performed hierarchically before a document is forwarded to the authorized official. The Regional Secretary stated that the process generally refers to the applicable SOP and regulations, while the Head of the Legal Division and Head of the Legislation Subdivision described internal checking and correction mechanisms designed to ensure procedural compliance.

Nevertheless, procedural compliance cannot be understood solely as the responsibility of the Legal Division. The findings show that proposing agencies must also understand the required documentation, formats, and procedural sequence. Incomplete submissions can prevent the ideal SOP sequence from being implemented smoothly even when Legal Division officers follow the established procedure. Consequently, SOP effectiveness depends on collective compliance across organizational boundaries, not merely on internal compliance within the Legal Division.

Overall, the three indicators lead to the conclusion that the implementation of the handling and numbering procedure is ****moderately effective but not yet optimal****. Administrative orderliness and SOP compliance are relatively strong, while timeliness remains the principal area requiring improvement.

4.6 Constraints Affecting the Handling and Numbering Process

The third research question concerned the constraints affecting the process. The thematic analysis identified ten closely related constraints: incomplete documentation, late submission of drafts, delayed follow-up to corrections, limited technical legal competence, workload, regulatory changes, uneven inter-agency coordination, technological and network limitations, partially manual registration and archiving, and the absence of an integrated monitoring system.

The most recurrent constraint was incomplete documentation. The five informants provided broadly consistent evidence that drafts may be submitted without complete attachments, updated legal bases, appropriate formats, or supporting documents. Such deficiencies cause documents to be returned to the proposing agency, thereby creating additional correction cycles and extending processing time.

A second constraint concerns late submission and delayed follow-up. Some regional agencies reportedly submit drafts when the legal instrument is already urgently needed. Because legal review requires careful examination, late submission reduces the

time available for verification and correction. The evidence therefore supports treating timeliness as a shared responsibility between the Legal Division and proposing agencies.

Human-resource capacity and workload constitute another constraint. The Head of the Legal Division and Head of the Legislation Subdivision emphasized the need for personnel with stronger technical competence in legal drafting, harmonization, and regulatory development. Workload becomes more significant when multiple drafts arrive within the same period, potentially affecting the speed and depth of examination.

Regulatory change also creates an ongoing requirement for professional updating. Because legal instruments must remain consistent with current legislation, changes in higher-level regulations require the Legal Division to re-examine the legal basis and substantive conformity of drafts. Continuous professional development is therefore necessary to maintain the quality and accuracy of legal review.

Inter-organizational coordination constitutes another critical factor. Coordination generally takes place through direct communication, official correspondence, and joint discussions, but the speed of response differs across regional agencies. When the Legal Division issues corrections, further processing depends on the proposing agency completing the required revisions.

4.7 Digitalization as an Emerging Finding

Digitalization emerged as a cross-cutting theme rather than merely a supporting recommendation. The existing system combines manual and electronic processes, but registration is not yet fully integrated. The Head of the Legal Division described the current system as a combination of manual and electronic processes, while the Head of the Legislation Subdivision emphasized the need to develop electronic registration. The Head of the Cryptography Division further argued that digitalization should incorporate data security, backup, access control, and system integration.

The implication is that digital transformation should not be limited to converting paper records into electronic files. An integrated system should ideally connect submission, administrative examination, correction, monitoring, numbering, registration, and archiving. Such integration would provide greater visibility over the status of each draft, reduce repeated manual recording, improve retrieval, and strengthen accountability. The finding is consistent with recent Indonesian research showing that digital platforms such as E-Perda can improve legislative efficiency, transparency, and accessibility, although implementation depends on digital capacity, institutional commitment, and supporting infrastructure.

The digitalization finding is also consistent with the broader development of electronic government administration in Indonesia. Recent government initiatives have increasingly emphasized electronic systems for regulatory and government processes,

including the development of E-Harmonisasi for the submission of requests for harmonization of legislation. The Nabire findings therefore suggest that modernization of regional legal administration should move beyond isolated electronic storage toward an integrated workflow and monitoring architecture.

4.8 Discussion: From Internal Procedure to Cross-Unit Administrative Governance

The central contribution of the findings is the recognition that the effectiveness of regional legal instrument management cannot be explained solely by the internal performance of the Legal Division. The formal procedure is already relatively clear, and the internal examination, numbering, registration, and SOP mechanisms are generally functioning. Yet the overall effectiveness remains moderate because the process depends on upstream and downstream actors.

The findings reveal a chain of interdependence: document quality affects administrative examination; administrative completeness affects substantive review; substantive corrections affect coordination; coordination affects timeliness; registration affects traceability; and digital integration affects the ability to monitor the entire process. This means that an apparently simple activity such as assigning a legal instrument number is actually the endpoint of a multi-stage administrative governance process.

This interpretation also provides an important explanation for why timeliness is weaker than administrative orderliness and SOP compliance. The latter two dimensions are more directly controlled by the Legal Division, whereas timeliness is more dependent on interactions among several actors. A document may therefore be processed according to SOP but still not be completed within the expected timeframe because the proposing agency has not provided complete documentation or has delayed responding to corrections.

The findings are also consistent with recent Indonesian scholarship emphasizing the importance of harmonization and digitalization in regional legal formation. Recent evidence on E-Perda indicates that digital instruments can improve efficiency, transparency, and accessibility, while implementation gaps may persist because of limited digital capacity and institutional resistance. Likewise, recent work on regional regulation formation identifies coordination and harmonization as important mechanisms for improving the quality and consistency of regional legal instruments.

Accordingly, the study extends the interpretation of procedural effectiveness by conceptualizing it as a cross-unit administrative governance outcome. Improving the performance of the Legal Division alone is insufficient. A more effective system requires standardized submission requirements, collective understanding of SOPs, clear service-

time expectations, stronger technical competence, responsive inter-unit coordination, and an integrated digital system.

4.9 Answers to the Research Questions

The first research question, concerning how regional legal instruments are handled and numbered, is answered by the finding that the process follows a clear and hierarchical sequence: ****draft submission, document receipt, administrative examination, legal-basis verification, substantive review, harmonization, revision, final examination, enactment, numbering, registration, archiving, and distribution****. The procedure is operationally established, although the initial completeness of documents and digital registration and archiving require further strengthening.

The second research question, concerning the effectiveness of implementation in terms of timeliness, administrative orderliness, and SOP compliance, is answered by the finding that implementation is ****moderately effective but not yet optimal****. Administrative orderliness and SOP compliance are relatively good, whereas timeliness is the weakest dimension because it is affected by incomplete documentation, repeated revisions, delayed follow-up, workload, regulatory changes, and inter-unit coordination.

The third research question, concerning the constraints affecting the process, is answered by identifying ten principal constraints: incomplete documents, late submissions, delayed responses to corrections, limited technical competence, workload, regulatory changes, uneven inter-agency coordination, technological and network limitations, partially manual registration and archiving, and the absence of an integrated monitoring system.

Taken together, the findings indicate that the procedure is ****administratively established but operationally constrained****. Its basic institutional architecture is functioning, but its effectiveness can be substantially improved by addressing the interfaces between organizational units, strengthening staff capabilities, standardizing document requirements, establishing clearer time standards, and developing an integrated digital system for submission, examination, monitoring, numbering, registration, and archiving.

5. CONCLUSION

This study concludes that the handling and numbering of regional legal instruments in the Legal Division of the Regional Secretariat of Nabire Regency are implemented through a structured and hierarchical administrative process, beginning with draft submission and administrative examination and continuing through legal verification, substantive review, harmonization, revision, enactment, numbering,

registration, archiving, and distribution. Overall, the procedure is moderately effective but not yet optimal. Administrative orderliness and compliance with established standard operating procedures are relatively well maintained, whereas timeliness remains the main weakness. Delays are primarily associated with incomplete submissions, repeated revisions, delayed follow-up by proposing regional government agencies, workload, regulatory changes, and variations in inter-unit coordination. The study therefore demonstrates that procedural effectiveness is not solely determined by the internal performance of the Legal Division but emerges from the interaction among the Legal Division, proposing agencies, authorized officials, and supporting administrative systems.

Theoretically, the findings extend the understanding of administrative procedural effectiveness by positioning the handling and numbering of regional legal instruments as a cross-unit governance process, rather than a narrowly internal administrative function. The three dimensions examined in this study, namely timeliness, administrative orderliness, and SOP compliance, demonstrate that a formally established procedure does not automatically guarantee optimal implementation when its performance depends on inter-organizational coordination, document quality, human-resource capacity, and technological infrastructure. Practically, the findings imply that improving the process requires more than strengthening internal controls within the Legal Division. Regional government agencies should be provided with standardized submission requirements and clearer procedural guidance, while the Legal Division needs to strengthen staff competencies, establish clearer service-time standards, improve coordination and monitoring, and progressively integrate registration and archival processes into a secure digital system. Such improvements would strengthen document traceability, reduce avoidable processing delays, improve administrative accountability, and support more reliable regional legal governance.

Limitations and Directions for Future Research. This study has several limitations that should be considered when interpreting its findings. First, the research employed a descriptive qualitative design involving five purposively selected informants within a single regional government setting, meaning that the findings reflect the institutional context of the Legal Division of the Regional Secretariat of Nabire Regency and cannot be generalized statistically to other local governments. Second, the study primarily examined procedural effectiveness from the perspectives of key officials and one representative of a regional government agency, while the perspectives of a broader range of operational staff and other proposing agencies were not extensively represented. Third, the evaluation focused on timeliness, administrative orderliness, and SOP compliance and did not quantitatively measure processing duration, volume of legal instruments, error rates, or the efficiency gains associated with digitalization. Future research should therefore compare several regional governments, involve a broader range of actors, and combine qualitative evidence with quantitative administrative data to examine variations in processing time, document quality, revision

frequency, and procedural performance. Future studies could also evaluate the implementation of an integrated digital legal-administration system to determine whether electronic registration, monitoring, and archiving measurably improve efficiency, transparency, traceability, and accountability.

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