

## Research Article

# Individual Knowledge on Institutional Capability of the Regional Legislative Council in the Formation of Regional Legal Products in Bolaang Mongondow Selatan Regency

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**Abstract.**

The formation of local legal products is a legislative function that is the responsibility of the Regional Legislative Council (DPRD). The issue of institutional capacity to the quality and level of knowledge of DPRD members in the formation of local regulations has often been a concern. This study aims to determine individual knowledge on the institutional capability of the DPRD in the formation of regional legal products in Bolaang Mongondow Selatan Regency. This research uses a qualitative descriptive method. The informants of this research are the head of legislation, leaders of the DPRD, Bapemperda, and the head of the legal section of the regional secretariat. Data collection methods included observation, interviews, and secondary data. The results showed that the majority of DPRD members do not have a background in law or legislation. Many come from various professions (entrepreneurs, activists, politicians), so their technical mastery of academic drafting, legal drafting techniques, and regulation harmonization is limited. Only a small number of DPRD members understand how to draft legal products that meet formal and substantive requirements. DPRD members play a more significant role in providing political direction or determining the substance of policies in outline, rather than in drafting normative details. The harmonization process is rarely understood by DPRD members. Harmonization is usually the task of the executive's legal department or expert consultants. There are capacity-building programs as training, workshops, and expert assistance that are routinely provided to DPRD members. However, these programs have a significant impact on the quality of individual knowledge of DPRD members.

**Keywords:** individual knowledge, institutional capability, regional legal products

## 1. Introduction

The formulation of regional legal instruments constitutes a manifestation of the legislative function executed by the Regional People's Representative Council (DPRD) as a legislative institution at the local governance level. This function holds paramount significance in establishing democratic, transparent, and accountable governance structures. Regional legal products, particularly Regional Regulations (Perda), function as normative instruments that regulate various aspects of societal life and serve as the juridical

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foundation for the implementation of regional policies. Consequently, the qualitative dimensions of produced legal instruments are significantly influenced by both the institutional capabilities and individual expertise of the formulating actors, particularly DPRD members.

Amidst societal demands for legal products characterized by quality, aspirational content, and responsiveness to local dynamics, multifarious challenges emerge concerning the DPRD's capacity to optimally execute its legislative function. A critical issue frequently arising pertains to the inadequate technical and substantive comprehension among DPRD members regarding the legislative drafting process. The regional legislative process necessitates comprehensive knowledge encompassing legislative drafting techniques, regulatory harmonization principles, and analytical capabilities in public policy substance evaluation [1].

This condition demonstrates particular relevance in the context of Bolaang Mongondow Selatan Regency, an autonomous region developing its governance systems and local regulations following territorial expansion. The DPRD, as a strategic partner to the regional government, maintains a crucial role in ensuring that each regional legal product not only fulfills legal-formal standards but also reflects the empirical needs of the constituency [2]. However, preliminary observations and local media reports indicate concerns regarding the limited legislative capacity among the majority of DPRD members, whether considered from educational background, technical experience, or frequency of specialized training received.

This problematic is further complicated when examining the compositional demographics of DPRD membership, which encompasses diverse professional backgrounds including entrepreneurs, social activists, religious figures, and career politicians, not all of whom possess foundational knowledge or experience in juridical and legislative domains. Consequently, their participation in the legislative process frequently assumes a political or symbolic character rather than a technocratic one. In numerous instances, the development of academic manuscripts and draft regional regulations (*Ranperda*) demonstrates significant dependence on expert staff, secretariat personnel, or even executive branch officials. Such dependencies may engender distortions in the principle of equitable partnership between executive and legislative branches, while simultaneously obscuring the substantive role of the DPRD as a legislative institution.

Conversely, the DPRD of Bolaang Mongondow Selatan Regency has received institutional capacity enhancement support through various programs, including regional

regulation drafting training, regulatory harmonization workshops, and expert facilitation from governmental and private institutions. However, the efficacy of these programs in enhancing individual knowledge among DPRD members remains incomprehensively measured. Certain DPRD members potentially participate in training sessions merely in formal capacity without developing profound comprehension of the material substance. Indeed, practical implementation frequently reveals incongruities between academic manuscripts and proposed regulatory drafts, whether in systematic structure, substantive content, or adherence to the principles of legislative formation.

This phenomenon necessitates research specifically examining the correlation between individual knowledge of DPRD members and the institutional capacity of the DPRD in formulating regional legal products. This investigation endeavors to identify the extent to which DPRD members comprehend the legislative process both technically and substantively, the role distribution patterns in legal product formation at the internal DPRD level, and the facilitating and inhibiting factors in legislative capacity enhancement within the DPRD environment of Bolaang Mongondow Selatan Regency.

This research presents significant value both practically and academically. From a practical perspective, the research findings are anticipated to serve as a reference for the DPRD Secretariat, regional government, and training institutions in designing more targeted legislative capacity strengthening programs with direct impact. From an academic standpoint, this research is expected to contribute to public administration studies, particularly regarding the role of local legislative actors in the formation of legally-based policies.

It is anticipated that this research will provide lucid and profound insights regarding the actual conditions of the DPRD's legislative capacity, while simultaneously formulating strategic recommendations for strengthening the DPRD's role within a democratic, participatory, and legally-based regional governance system.

## 2. Literature Review

The formulation of regional legal instruments represents a manifestation of the DPRD's legislative function, which is significantly contingent upon both institutional capacity and the individual knowledge of its constituent members. Within theoretical discourse, institutional capacity is conceptualized as an organization's capability to execute its duties, functions, and roles with efficacy, efficiency, and sustainability. According [3]

institutional capacity encompasses five principal dimensions: the capacity for collective action, the capacity to generate qualitative outcomes, the capacity for adaptive response to environmental changes, the capacity for resource development, and the capacity to legitimize actions in the public sphere[4]. Within the DPRD context, this capacity is determined not exclusively by organizational structure and supporting resources, but concurrently by the personal competencies of legislative members who participate directly in the regional regulation formulation process.

In congruence with this conceptualization, Human Capital Theory emphasizes that human resource quality constitutes the primary determinant of institutional performance [3], [5], [6]. The knowledge, skills, and experiential background possessed by individuals—specifically DPRD members—represent essential capital in executing complex legislative functions. Individual knowledge, as elucidated by [4], [5], bifurcates into explicit knowledge amenable to codification (e.g., legal statutes, legislative procedures) and tacit knowledge acquired through experiential learning and social interaction [7], [8]. Both knowledge forms critically determine the extent to which DPRD members can comprehend, interpret, and implement legal principles within legislative practice.

In practical application, deficient legal literacy and insufficient technical training frequently emerge as principal causative factors in the compromised quality of regional legal products. Research findings by [9], [10]demonstrate that the majority of DPRD members lack comprehensive understanding of legal drafting principles, consequently resulting in executive or third-party domination of regional regulation formulation processes. Similarly, [10], [11], [12]identified that limited comprehension of regulatory harmonization techniques precipitates numerous regional legal products that contravene higher-order regulations.

The New Institutionalism theoretical framework provides additional relevant conceptual structure. Within this perspective, institutional actors' behavior is determined not exclusively by instrumental rationality but concurrently by norms, established practices, and the institutional structure itself. This implies that impediments to legal product formation derive not solely from individual cognitive limitations but additionally from deeply embedded institutional norms, including work culture, coordination patterns, and role distribution between legislative and executive institutions [13], [14], [15].

Conversely, institutional capacity enhancement through training programs and technical assistance has become a ubiquitous strategy implemented across numerous regions. [16]indicates that continuous training in legislative drafting can augment DPRD

members' active participation in the legislative process, particularly regarding comprehension of academic manuscript structure and regulatory impact analysis. Nevertheless, the efficacy of such training programs remains contingent upon individual motivation, institutional support, and active engagement in the learning process.

With reference to the aforementioned theoretical frameworks and empirical findings, it can be substantiated that the formation of high-quality regional legal products necessitates synergistic interaction between institutional capacity and individual knowledge. The DPRD, functioning as a local legislative institution, must establish a continuous learning system characterized not only by formality but also capable of cultivating an adaptive, competency-based collective work culture. Consequently, it remains imperative to examine further how individual knowledge dynamics contribute to the DPRD's institutional capacity within concrete contexts, exemplified by developments in Bolaang Mongondow Selatan Regency.

### 3. Methods

This study implements a qualitative approach with a case study method to comprehensively explore the interrelationship between individual knowledge of DPRD members and institutional capacity in the formation of regional legal products in Bolaang Mongondow Selatan Regency. Data collection was carried out through methodological triangulation which included in-depth interviews with 25 key informants (including DPRD leaders and members, secretariat staff, executive officials, academics, and community representatives), participatory observation of 8 discussion sessions on draft regional regulations, documentation analysis of 15 regional legal products and their academic papers, and 3 focus group discussion sessions. Informant selection used a purposive sampling technique with the criteria of direct involvement in the regional legislative process. Data analysis adopted the interactive model of Miles, Huberman, and Saldana (2014) which included data condensation through thematic coding, data presentation in the form of analytical matrices and relational diagrams, preliminary conclusion drawing, and verification through member checking and expert validation. The validity of the research was established through four criteria: credibility (prolonged engagement, persistent observation, triangulation of sources and methods), transferability (thick description of the socio-political context of the region), dependability (systematic documentation of the research process), and confirmability (critical reflexivity of the researcher). The research was conducted for six months with systematic stages including pre-research

(literature study and preparation of instruments), field data collection, iterative analysis, and reporting and dissemination of results. This methodological approach is designed to produce a holistic understanding of the institutional dynamics in the formation of regional legal products, which can be an empirical foundation for the development of a structured and sustainable DPRD capacity building strategy.

## 4. Results and Discussion

### 4.1. Result

#### *a. Gap in Technical Capacity of DPRD Members in Drafting Legal Products*

One of the main findings in this study is the gap in the technical capacity of DPRD members in drafting regional legal products, especially in terms of drafting academic texts, legal drafting techniques, and harmonization of regulations. The majority of DPRD members of Bolaang Mongondow Selatan Regency do not have an educational background in law or professional experience in drafting legislation. Of the 20 DPRD members, only one has a Masters degree, while the other five have high school degrees, and the rest have Bachelors degrees, with the majority coming from the business world, activism, and politics.

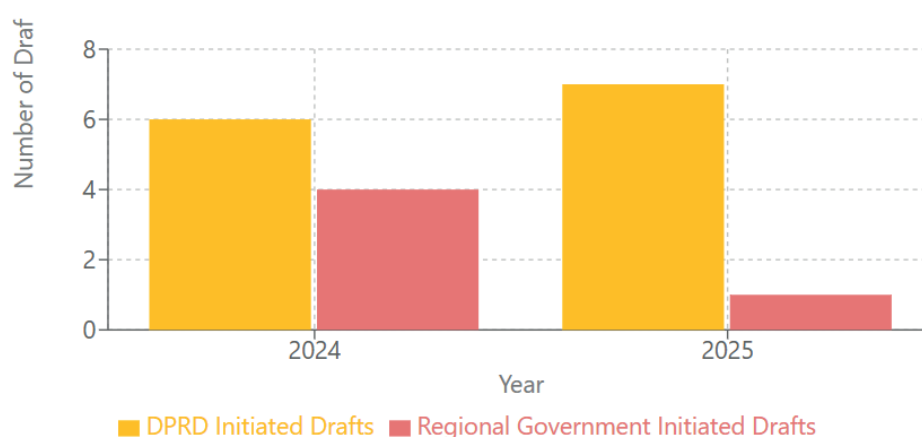
This lack of technical background has an impact on the low quality of DPRD substantive involvement in the legislative process. As stated by one of the sources, “We in the DPRD usually only provide general direction on substance, the matter of sentences per article and their conformity with the law is the business of experts. Not all of us understand the legal techniques.” This statement reflects that the main role of the DPRD is more on providing political direction, not on formulating normative details.

The harmonization process, which is one of the crucial stages in the preparation of regulations so that they do not conflict with higher regulations, is also rarely fully understood by DPRD members. This function is mostly carried out by the legal department of the local government or handed over to third-party consultants. This high dependence on external experts poses the risk of a low sense of ownership of the resulting legal products, because it does not involve in-depth understanding from the legislators themselves.

Although there are training and workshops that are held routinely, their effectiveness is still uneven. One member of Bapemperda said that, “Training is important, but sometimes we only participate as a formality, because time is also limited by other

agendas.” This confirms that the capacity building program has not been fully integrated into the legislative work system.

The visual data below shows that although the number of Raperda initiated by the DPRD has increased from 6 to 7 in the last two years, the quality of technical involvement has not necessarily increased, because it is not accompanied by a significant increase in individual capacity (Figure 1).



**Figure 1:** Number of Draft Regional Regulation by Initiator and Year.

#### *b. Low Quality of Academic Manuscripts and Weak Regulatory Harmonization*

Another important finding in this study is the low quality of academic manuscripts accompanying draft regional regulations and the weak regulatory harmonization process. In many cases in Bolaang Mongondow Selatan Regency, Draft Regional Regulations (Raperda) were drafted without being preceded by adequate academic manuscripts. There were even findings that several Raperda were submitted without any academic manuscripts at all, or were only drafted symbolically to meet formal requirements without in-depth philosophical, sociological, and legal studies.

This condition has an impact on the weak substance of regulations and often conflicts with higher legal norms. An informant from the Regional Government Legal Section stated that, “We often receive drafts from the DPRD or the initiating OPD whose academic manuscripts are only copy-pasted, not in accordance with local needs. This is very dangerous because it can be canceled through a judicial review at the Supreme Court.” This finding emphasizes that legal products that are methodologically weak are vulnerable to cancellation, and threaten legal certainty at the regional level.

The problem of regulatory harmonization is also a weak point in the legislative process. Harmonization, which should be an effort to ensure vertical and horizontal

consistency between regulations, is not carried out optimally. In practice, harmonization is more often left to external consultants or the legal department of the local government. This was acknowledged by one of the DPRD members who stated, “We are not too involved in harmonization. Usually that is the domain of the legal department or third parties. We only ensure that the substance is in accordance with the regional development vision.” This statement indicates that DPRD members’ understanding of the importance of harmonization is still limited, and has not become a primary concern in the legislative process.

TABLE 1: the inconsistency between the number of regional regulations produced and the existence of valid academic papers.

Year	Number of Regional Regulations	Regional Regulations with Valid Academic Manuscripts	Regional Regulations that have been Reviewed
2023	10	6	3
2024	8	4	2

From the Table 1 above, it appears that more than half of the regional legal products are not supported by strong academic papers, and some of them must be revised or canceled after evaluation by the governor or related agencies. Overall, the weak quality of academic papers and minimal attention to harmonization indicate that regional legislative practices are still far from the principles of good regulatory governance. Future improvement efforts must focus on strengthening the analytical function in the preparation of legal products and internalizing the importance of harmonization into the work structure of the DPRD and related OPDs.

c. Lack of Public Consultation and Community Involvement in the Legislative Process

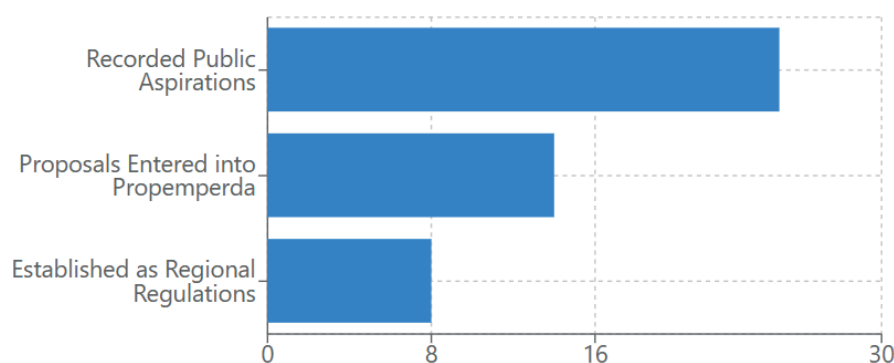
Community participation is a fundamental principle in the formation of democratic and inclusive legislation. However, in the context of the preparation of regional legal products in Bolaang Mongondow Selatan Regency, public involvement is still very minimal and tends to be merely a formality. The public consultation process, which should be a space for active community participation to convey aspirations, input, or criticism of the substance of draft regional regulations, is more often carried out in a limited manner within the internal scope of regional apparatuses or the DPRD.

This condition was acknowledged by one informant from the DPRD secretariat who stated that, “There is indeed socialization and public consultation, but usually only the relevant OPD and a handful of community leaders are invited. There is no mechanism



that is truly open and participatory.” This shows that the public consultation procedure has not been implemented substantively and has not been used as a strategic instrument to absorb input from community groups directly affected by the policy.

The lack of community involvement has an impact on the low quality of regulations, especially in terms of the suitability between the regulated norms and the factual needs in the field. Public aspirations conveyed through DPRD member recess or other mechanisms are rarely fully translated into the substance of draft regional regulations. Data shows that of the 25 public aspirations that emerged in the 2019–2024 period, only 8 were successfully formalized into Regional Regulations (Figure 2). The rest were not followed up legislatively because they were not included in the Propemperda priorities or were constrained by technical and political aspects.



**Figure 2:** Public Aspiration Processing in Reginal Legislation (2019-2024).

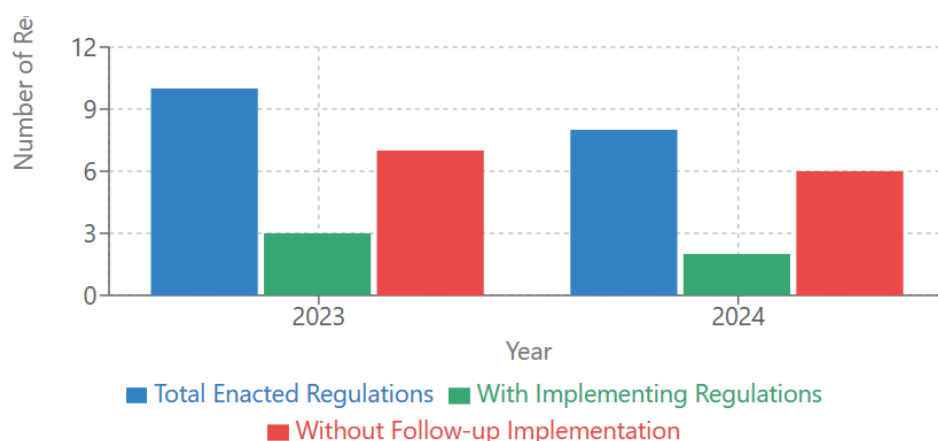
The lack of a public hearing mechanism and the absence of regular forums involving NGOs, academics, the business world, and vulnerable groups show a gap between the technocratic logic of drafting regulations and the principle of participation that should be upheld. A local community leader complained, “We often don’t know when the Draft Regional Regulation is being discussed, then suddenly it’s been passed. In fact, it directly concerns our lives.” This condition indicates that the drafting of regional legal products is still more elitist than deliberative. Without meaningful community involvement, the resulting Regional Regulation is prone to being inapplicable and has the potential to encounter resistance in its implementation. Therefore, reforms to the public participation mechanism need to be carried out structurally through the preparation of SOPs for community involvement, digitalization of consultation channels, and strengthening the capacity of participatory legislative facilitators in the DPRD and technical OPD environments.

*d. Dominance of Political Interests and Weak Integration with Regional Planning*

One of the strategic findings in this study is the dominance of political interests in the process of forming regional legal products and the weak integration between the regulations drawn up and development planning documents such as the RPJMD. In Bolaang Mongondow Selatan Regency, the legislative process is not fully controlled by the logic of the legal needs of the community, but is often influenced by short-term political agendas and compromises between legislative and executive elites.

Several informants revealed that the process of determining the substance of the Draft Regional Regulation is often directed by the interests of factions or parties, especially those with dominant power in the DPRD. A member of Bapemperda explained, “Sometimes the regulation is not driven by legal or development needs, but because there are political interests that want to be secured, for example regarding levies, asset management, or the appointment of officials.” This condition causes several regulations produced to be inconsistent with the direction of strategic regional policies, and even have no significant impact on resolving real public problems.

The weak integration between regional regulations and the RPJMD can be seen from the absence of a clear link between legislative documents and development planning documents. Several Perda that were passed did not have success indicators in the RPJMD, so their implementation was not included in the regional development monitoring and evaluation system. This is reinforced by the finding that only a small portion of regional legal products were evaluated after being passed. “Many Perda have no follow-up, no regent regulations that follow, no budget, so they are like dead documents,” said one of the officials in the legal department.



**Figure 3:** National Regulation Status (2023-2024).

The data from Figure 3 shows that the majority of regional regulations are not followed by implementing regulations. This indicates that there is no strong control

system to ensure that legal products contribute directly to the development targets designed in the RPJMD or Renstra SKPD. Institutionally, this weak integration shows a separation between political and technocratic processes in regional government. When regulations are drafted for short-term interests and are not systematically designed to support development policies, the effectiveness of regulations becomes low and public trust in regional governments is eroded. Therefore, it is necessary to strengthen the synchronization mechanism between the drafting of regulations and the development planning cycle, as well as the need for a strategic role for Bapemperda and the Regional Secretariat in bridging the political and technocratic dimensions in regional legislation.

*e. Organizational Structure, Coordination, and SOP Implementation in the Development of Regional Legal Products*

Organizational structure and work mechanisms constitute essential elements in determining both the efficiency and quality of regional legal product development. In the context of Bolaang Mongondow Selatan Regency, the formulation of regional regulations has normatively engaged several primary actors: the initiating regional apparatus, the Legal Division of the Regional Secretariat, and the Regional Parliament (DPRD)—particularly the Regional Regulation Formation Body (Bapemperda). These three entities represent the principal nodes in the regional legislative process. Nevertheless, the effectiveness of collaboration among these elements remains suboptimal due to weak implementation of standard operating procedures (SOPs) and limited substantive cross-institutional communication.

Formally, SOPs for the development of regional legal products are available and regulate the procedures for drafting Regional Regulations, Regent Regulations, and Regent Decrees. However, their application in daily practice has not been consistently implemented. One legal division staff member stated, “The SOPs exist, but in practice they are heavily influenced by political dynamics and time constraints. Sometimes discussions are merely formalities, and then the work is outsourced to third parties.” This illustrates that the constraints on SOP implementation are not merely technical-administrative but also related to work culture and political pressure.

Coordination between regional apparatus, the legal division, and the DPRD in preparing academic manuscripts and regulatory drafts also does not proceed in a structured manner. Thus far, academic manuscripts are almost always delegated to third parties (consultants) without a collaborative cross-actor discussion process. Limited time and the absence of an integrated forum make legal products appear “outsourced,” without

substantive oversight from the proposing institutions. A DPRD source complained, “Academic manuscripts arrive suddenly. We don’t know who prepared them. Sometimes even the articles don’t correspond to regional needs.”

This situation impacts the quality of internal deliberation and weakens institutional responsibility in ensuring that each regulation drafted has undergone a comprehensive review process. Additionally, the number of functional officials responsible for drafting legal products is extremely limited—only 5 legal drafters in the Legal Division and 1 in the DPRD Secretariat, with only 2 legal analysts overall. This disparity creates a high workload and narrows the space for conducting in-depth technical reviews.

Without a solid coordination system and consistent SOP implementation, regional legal products risk not only procedural defects but also substantive flaws. Therefore, a reformulation of collaborative mechanisms, enhancement of legal human resource capacity, and strengthening of technical institutions are necessary to ensure that the regional legal development structure functions as a complementary ecosystem rather than merely serving as an administrative channel.

#### f. Weak Evaluation, Supervision, and Implications of Implementation of Regional Legal Products

The effectiveness of a legal product is not only determined by the process of its preparation and ratification, but also by the success of its implementation and monitoring mechanisms. In Bolaang Mongondow Selatan Regency, one of the critical findings in this study is the weak evaluation and supervision system for legal products that have been ratified. After the regional regulation was enacted, the majority were not followed by technical implementing devices, their impacts were not evaluated, and they were not even implemented at all because they were not prepared with the necessary derivative regulations.

Many regional regulations became “barren” documents after ratification. This was caused by the failure to compile a Regent Regulation (Perbup) as an implementing regulation, as well as the absence of monitoring and evaluation instruments. An official from a technical OPD said, “We once asked for direction on how to follow up on a regional regulation, but there were no further instructions. There was no Perbup, no socialization, in the end it just became a document on the shelf.” This illustrates the breakdown of the legislative cycle after the ratification stage.

When explored further, this problem also stems from the limited number and capacity of functional human resources tasked with conducting reviews and evaluations. In the

current Regional Government structure, there are only two functional legal analyst officials, and one regulatory drafter in the DPRD environment. This imbalance in workload means that not all legal products can be reviewed post-implementation, even though evaluation is very important to ensure the relevance and effectiveness of regulations to socio-economic dynamics in the region.

In addition, there is no standard mechanism that regulates when and how regional legal products must be evaluated. There are no check and balance instruments from within the system, such as annual implementation reports or reviews based on success indicators. This condition makes supervision of the implementation of regulations tend to be incidental and dependent on the initiative of certain individuals or OPDs.

The impact of weak evaluation is the decline in the legitimacy of regional laws in the eyes of the public. Several regional regulations that regulate levies, spatial planning, or social protection cannot be applied consistently because the legal instruments are not complete. One community leader said, “We know there is a regional regulation on market levies, but there are no technical instructions, officers are also confused. Sometimes they are collected, sometimes they are not.” This statement reflects the failure of implementation rooted in the absence of tiered planning in the legislative process.

Thus, the weaknesses in the evaluation and supervision stages indicate the need for comprehensive reform in the regional legislative cycle. Regional governments and DPRD must develop periodic evaluation mechanisms, strengthen the role of the legislative oversight function, and build a reporting system for the implementation of regional regulations as a form of ongoing public accountability.

## 4.2. Discussion

The empirical findings from this investigation reveal multifaceted structural and cultural impediments in the regional legal product formation process within Bolaang Mongondow Selatan Regency. When juxtaposed with previously articulated theoretical frameworks, a substantial discrepancy emerges between the normative principles of regulatory development—as delineated in institutional capacity theory (Morgan, 2006) and Human Capital Theory (Becker, 1993)—and the observed empirical practices.

Primarily, regarding the technical capacity deficiencies among Regional Representative Council (DPRD) members, these findings substantiate Becker’s postulation that

human resource quality fundamentally determines institutional efficacy. The DPRD, as the principal legislative actor, should possess technical proficiency in comprehending legal substance, article formulation techniques, and the juridical implications of resultant products. However, empirical evidence indicates that the majority of DPRD members function predominantly as political directional agents rather than engaging in technical normative formulation. This observation corresponds with Rachmawati's (2019) research demonstrating that local legislative members' roles in legislation remain characterized by symbolic rather than technocratic functions.

Secondary findings concerning suboptimal academic manuscript quality and regulatory harmonization deficiencies evidence the analytical function attenuation within the legislative cycle. Within the legal product development framework, academic manuscripts occupy a strategically pivotal position as the scientific foundation for regulation. Nonetheless, in numerous instances, academic manuscripts are either perfunctorily executed or entirely delegated to third parties without substantive oversight. This contravenes the New Institutionalism approach (March & Olsen, 1984), which emphasizes institutional norms and standards in shaping actor behavior. Absent internalization of professional values and standards within DPRD and Regional Apparatus Organizations, the resultant product quality remains perpetually subject to political pragmatism pressures.

Tertiary evidence regarding minimal public consultation and community engagement indicates erosion of participatory principles in policy formation. Contemporary governance theory and good regulatory practice establish public participation as an instrumental mechanism for ensuring social legitimacy and regulatory effectiveness. This finding aligns with Nurdin's (2021) research in Parepare City, which demonstrates that regulations developed without community involvement tend toward unresponsiveness and implementation difficulties due to disregard for local sociocultural contexts. In Bolaang Mongondow Selatan Regency, despite 25 documented public aspirations over a quinquennial period, merely 8 achieved regional regulation status, evidencing a disconnect between aspirational mechanisms and formal legislative systems.

Quaternary observations regarding political interest predominance in regional regulation formulation substantiate that local legislative logic remains driven by short-term power orientations. Regulations frequently appear designed not to address long-term developmental requirements as mandated in the Regional Medium-Term Development Plan (RPJMD), but rather to accommodate factional or party elite interests. This contradicts Morgan's institutional capacity theory, which emphasizes strategic direction, public

legitimacy, and policy impact capability. Discontinuity between RPJMD and regional regulations further demonstrates integration mechanism deficiencies between planning and regulatory systems. Similar phenomena were identified in Wibowo's (2018) study, which indicates that synchronization between regional planning and regulation remains a vulnerability in numerous regional administrations.

Quinary findings regarding organizational structure and Standard Operating Procedure (SOP) implementation reveal that despite formal structural availability, implementation remains substantially suboptimal. Regulatory formulation SOPs frequently go unutilized, and inter-institutional coordination processes are commonly disregarded for procedural efficiency. This confirms that regional legal institutions remain in adaptational phases and have yet to evolve into productive work systems. Correspondingly, Nonaka and Takeuchi's theory regarding explicit and tacit knowledge manifests here: SOPs as explicit knowledge prove ineffective without concomitant consistent work practice habituation based on experiential reflection (tacit knowledge).

Finally, post-enactment evaluation and supervision deficiencies indicate that the regional legislative cycle remains systemically incomplete. Numerous regional regulations lack derivative regulations, implementation monitoring, or evaluative indicators. This confirms that local-level legislative approaches continue to prioritize procedural aspects (outputs) over substantive impacts (outcomes). The absence of internal review systems further demonstrates the nonexistence of reflective cultures within regional governance for learning from previous regulatory experiences, as emphasized in public policy evaluation literature.

Holistically, this discourse affirms that regional legal product formation continues to confront serious challenges across individual knowledge dimensions, institutional structures, and local political cultures. Consequently, ameliorative interventions cannot be sectorally implemented but must adopt systemic approaches—encompassing legislative training system improvements, harmonization mechanism reinforcement, public consultation forum development, and establishment of independent, professional regulatory evaluation units. Only through comprehensive approaches can the institutional capacity of DPRD and regional government in developing responsive, participatory, and impactful legal products be genuinely realized.

## 5. Conclusion

This investigation elucidates that the institutional capacity of the Regional People's Representative Council (DPRD) of Bolaang Mongondow Selatan Regency in regional legal product formation is significantly influenced by the knowledge level of individual legislative members. Empirical evidence demonstrates that the predominant majority of DPRD members possess neither juridical educational backgrounds nor adequate technical training in legislative affairs. Consequently, their participation in legislative processes manifests primarily as political rather than technocratic engagement, with role dominance in determining broad policy substance rather than normative formulation and regulatory harmonization. The suboptimal quality of academic manuscripts, minimal community engagement in legislative processes, and inadequate inter-actor coordination constitute primary factors diminishing regional regulatory effectiveness. A substantial proportion of legal products are formulated without robust academic assessment and lack alignment with development planning documentation such as the Regional Medium-Term Development Plan (RPJMD). Concurrently, legislative processes remain susceptible to ephemeral political interests and frequently fail to substantively reflect societal legal requirements. Evaluation and supervision of ratified legal products similarly demonstrate operational insufficiency. Numerous regional regulations lack follow-up technical regulations or implementation instruments, thus possessing inadequate implementative authority. The absence of periodic regulatory evaluation systems further evidences deficient institutional reflection regarding the qualitative dimensions of produced legal products. These findings necessitate comprehensive institutional capacity enhancement through systematic interventions in legislative training, regulatory harmonization mechanisms, and establishment of more robust evaluative frameworks to ensure regional legal products achieve their intended societal impact.

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