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Strengthening Provincial Government Capacity for Digital Governance of Regional Legislation through E-Perda

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Abstract: Digital transformation has become a strategic priority in Indonesia's governance reform, including the digital transformation of regional legislative processes through the E-Perda platform. Introduced by the Ministry of Home Affairs, E-Perda intended to facilitate the drafting and review of regional regulations more efficiently. However, its implementation remains uneven across government levels. In Southeast Sulawesi, although the provincial government government has utilized E-Perda to facilitate 26 Draft Regional Regulations (Ranperda), none of the regency/city governments within the province have adopted the platform, indicating weak vertical integration in regional legislative digital transformation. This study explores leveraging provincial government capacity to integrate E-Perda adoption across subordinate local governments. It employs a normative-empirical legal method combined with an evidence-based policy approach using regulatory analysis, official documents, platform usage records, and purposive interviews. The findings show more strongly associated with institutional and governance constraints than with basic technological availability, including weak coordination, absence of designated operators, lack of internal procedures, limited technical guidance, and inconsistent institutional commitment. This study proposes a provincial capacity model based on institutional coordination, subsidiary regulation, human resource development, digital monitoring systems, and performance-based incentives. Strengthening provincial leadership is essential to accelerating integrated digital legislative transformation and advancing digital government reform in Indonesia.

INTRODUCTION

Digital transformation in public governance has become a strategic national agenda in Indonesia and plays an important role in realizing the objectives of Asta Cita, particularly the seventh priority concerning bureaucratic reform and adaptive governance (Afzal & Panagiotopoulos, 2024; Alshawabkeh & Aljasmi, 2025; Aminah & Saksono, 2021). This agenda is not solely intended to improve administrative efficiency, but is also aligned with the commitment to achieve the Sustainable Development Goals (SDG 16) (Sharifi et al., 2024; Zulfikar et al., 2023), which emphasize the development of effective, transparent, accountable, and inclusive public institutions as fundamental pillars of good governance (Marwan et al., 2022; Roehl & Hansen, 2024). In this regard, the integration of digital technology into governmental processes has become increasingly necessary to strengthen institutional performance and improve the quality of public services (Andersson et al., 2022a; Djatmiko et al., 2025; Mutiarin et al., 2024; Rusmini et al., 2024).

Within the context of regional governance, digital transformation is particularly relevant to the formation of regional legal products (Hurka et al., 2024; Martitah et al., 2021, 2023). As instruments of decentralization, regional regulations are required to respond effectively to social change, technological development, and administrative demands. Conventional legislative procedures that rely heavily on manual coordination and fragmented documentation often create delays and inefficiencies (Hedling, 2025; Khaqunnisa, 2022; Knap et al., 2025). Consequently, the modernization of legislative processes through digital systems has become an important policy

direction to ensure that regional law-making remains responsive, efficient, and legally accountable.

This national commitment is explicitly reflected in the National Medium-Term Development Plan (RPJMN) 2025–2029), especially under National Priority 7 concerning Digital Government. One of the concrete manifestations of this policy is the development of E-Perda, a digital platform introduced by Ministry of Home Affairs of Indonesia to support the facilitation of Draft Regional Regulations (Ranperda). E-Perda is designed to accelerate administrative review processes, improve transparency, ensure systematic documentation, and strengthen coordination among levels of government in the formation of regional legal products.

Normatively, the legal position (*rechtpositie*) of E-Perda is supported by several regulatory instruments, including Law Number 23 of 2014 on Regional Government, Presidential Regulation Number 95 of 2018 on Electronic-Based Government Systems, and Minister of Home Affairs Regulation Number 70 of 2019 on Regional Government Information Systems. These legal foundations indicate that the implementation of digital governance in regional legislative processes is not merely optional innovation, but forms part of the broader institutional mandate for administrative modernization (Agamagomedova, 2024; Alshawabkeh & Aljasmi, 2025).

Despite this regulatory support, the practical implementation of E-Perda at the regional level remains uneven. Based on data from the official E-Perda platform, 1,335 draft regional regulations have been facilitated nationally. However, in Southeast Sulawesi, although the provincial government Government has utilized E-Perda for the facilitation of 26 Draft Regional Regulations, all regency/city governments within the province have not used the platform at all. This condition demonstrates that the diffusion of digital innovation in regional legislative governance has not yet occurred comprehensively across all levels of local government.

The disparity is significant because successful digital transformation requires vertical integration, institutional coordination, and policy synchronization between provincial and subordinate governments (Andersson et al., 2022b; Lubis, 2025; Martitah et al., 2023). Without such alignment, digital platforms may only function partially at the provincial government level while failing to generate systemic improvements throughout the regional governance structure. In the context of legislative administration, this fragmentation may hinder harmonization, delay regulatory facilitation, and weaken the intended benefits of digital government reform (Carrigan et al., 2024; Drummond & Radaelli, 2024).

In the case of Southeast Sulawesi, this phenomenon underlines the importance of optimizing provincial institutional capacity as the key actor responsible for coordinating, guiding, and integrating E-Perda implementation across its administrative territory. Provincial governments occupy a strategic intermediary position between the central government and regency/city governments, enabling them to promote policy adoption, build technical readiness, and ensure intergovernmental coherence.

Based on these considerations, this study addresses the following research problem: how can the capacity of the provincial government Government of Southeast Sulawesi be utilized to promote vertically integrated digital transformation of regional legislation through the use of E-Perda? The urgency of this research lies in the empirical gap between provincial adoption and the complete non-adoption by regency/city governments, which reflects unresolved institutional barriers in achieving integrated digital governance.

Previous studies have examined E-Perda primarily in relation to the digitalization of regional legal-product formation and its utilization at the subnational level (Martitah et al., 2023; Satria et al., 2025). This literature establishes the relevance of E-Perda for modernizing regional legislative administration, but its analytical emphasis remains on the platform and its use rather than on the institutional conditions that shape adoption across different levels of government. Related studies on digital governance likewise address broader questions of administrative digitalization, government systems, and the relationship between law and technology(Abraham, 2025; Afandi et al., 2023; Marramis et al., 2025). However, these studies do not specifically examine how provincial institutional capacity operates as the analytical link between digital policy and its implementation across regency/city governments. The gap, therefore, lies not in

the recognition of digital transformation, but in explaining the institutional mechanism through which E-Perda can be translated into sustained subnational implementation. This study addresses that gap by examining provincial government capacity as the institutional mechanism underlying the implementation of E-Perda across Southeast Sulawesi.

Theoretically, this research contributes to the development of governance law, intergovernmental relations, and digital public administration studies by examining how institutional capacity influences the implementation of legal-technological reform in a decentralized system. Practically, the findings are expected to provide an evidence-based policy foundation for strengthening provincial strategies, reducing adoption disparities, and accelerating the realization of integrated digital legislative governance in Indonesia.

RESEARCH METHODS

This study employs a normative-empirical legal research method integrated with an Evidence-Based Policy approach to examine the utilization of E-Perda in promoting vertically integrated digital transformation of regional legislation in Southeast Sulawesi (Charli et al., 2022; Hamzani et al., 2023, 2024). This method combines normative legal analysis with empirical investigation in order to assess both the regulatory framework and the practical implementation of E-Perda across different levels of local government.

The normative component analyzes legal instruments directly related to provincial authority, administrative governance, and digital government implementation. These include Law Number 23 of 2014 on Regional Government, Law Number 30 of 2014 on Government Administration, Presidential Regulation Number 95 of 2018 on Electronic-Based Government Systems (SPBE), Presidential Regulation Number 132 of 2022 on the National SPBE Architecture, Government Regulation Number 33 of 2018 concerning the Governor as Representative of the Central Government, and other relevant ministerial or technical regulations governing regional legislative facilitation and digital governance. These regulations are used as indicators for assessing institutional capacity, particularly in terms of authority, coordination functions, supervision, facilitation mandates, and digital governance responsibilities.

The empirical component focuses on the disparity of E-Perda adoption between the Southeast Sulawesi Provincial Government and regency/city governments within its jurisdiction. Empirical data were collected from purposive informants representing the Legal Divisions of selected local governments, namely South Buton Regency, Central Buton Regency, Buton Regency, Baubau City, and Wakatobi Regency. These areas were selected because they are geographically distant from the provincial government capital and therefore should have stronger incentives to adopt E-Perda as an efficient digital mechanism for facilitating Draft Regional Regulations (Ranperda), rather than relying on conventional face-to-face administrative procedures.

Additional empirical data were obtained through direct observation and coding of usage records from the official E-Perda platform. Coding was conducted by systematically identifying the frequency, timing, and institutional origin of E-Perda usage by each local government included in the study. The observation period covers data from the initial launch of the E-Perda platform until the most recent available year of research.

The analytical process consists of three stages (Boyd et al., 2024; Charli et al., 2022). First, normative analysis was undertaken to identify the legal basis and institutional responsibilities of provincial governments in promoting digital legislative governance. Second, implementation gap analysis was conducted to map disparities in adoption, coordination problems, human resource readiness, and organizational barriers. Third, triangulation was carried out by comparing legal documents, platform data, and interview findings to ensure consistency and validity. Through this methodology, the study aims to generate an evidence-based policy model for strengthening provincial government capacity to accelerate integrated E-Perda adoption and support sustainable digital transformation of regional legislation.

RESULTS AND DISCUSSION

Governance Gaps in E-Perda Implementation Across Government Levels in Southeast Sulawesi

Digital transformation in the development of local regulations requires system integration, institutional coordination, and capacity readiness across all levels of government. In this context, E-Perda was developed as a digital tool to accelerate the facilitation of Draft Regional Regulations (Ranperda), improve administrative efficiency, strengthen documentation, and promote transparency in the regional legislative process. The effectiveness of this platform heavily depends on consistent adoption between provincial governments—as coordinating actors—and regency/city governments—as the primary implementers of regional regulatory needs.

In Southeast Sulawesi, the implementation of E-Perda reveals a gap between levels of government. The provincial government government has utilized the platform in the Ranperda facilitation process, while most regency/city governments have not demonstrated a comparable level of usage. This situation indicates that the digital transformation of regional legislation has not yet been fully realized and remains at a stage of partial adoption.

This implementation gap cannot be understood merely as an issue of application usage; rather, it must be viewed as a reflection of institutional capacity, human resource readiness, digital infrastructure support, policy commitment, the effectiveness of vertical coordination, and the quality of internal governance in each region. Regions with better digital capacity do not necessarily automatically adopt E-Perda if this is not accompanied by adequate policy incentives and guidance. Conversely, regions with limited capacity require strategic intervention to be able to adapt to the digital legislative system.

Therefore, this subsection aims to objectively map the patterns of E-Perda implementation gaps in Southeast Sulawesi through a series of interrelated empirical findings. The analysis begins by comparing E-Perda usage levels between provincial and regency/city governments based on Ranperda facilitation data and trends in its utilization over time. Furthermore, the discussion is reinforced through an assessment of regional digital governance readiness based on the Electronic-Based Government System Index (SPBE), as well as the results of observations and interviews regarding institutional aspects, human resources, internal regulations, technical guidance, and coordination patterns between levels of government.

Through this set of data and findings, this analysis is expected to demonstrate that the primary issue is not only the low adoption of E-Perda but also the lack of a vertically integrated digital ecosystem for local legislation. These findings will subsequently serve as the evidential basis for formulating a strategy to leverage the capacity of the Southeast Sulawesi Provincial Government in promoting the accelerated implementation of E-Perda in a more equitable and sustainable manner across all regencies and cities.

Table 1. Number of Facilitation Activities Nationally and within the Administrative Scope of Southeast Sulawesi.

Government Level	Number of Administrative Units	Number of E-Perda Uses	Percentage of Usage
National	All Provinces	1.335	100%
Southeast Sulawesi Provincial	1	26	1.95%
Regencies/Cities in Southeast Sulawesi	17	0	0%

Source: *Processed data by researchers from https://eperda.kemendagri.go.id/ . Data accessed June 3, 2026*

Based on the data presented in Table 1, the implementation of E-Perda demonstrates a substantial disparity between national adoption and its utilization within Southeast Sulawesi. At

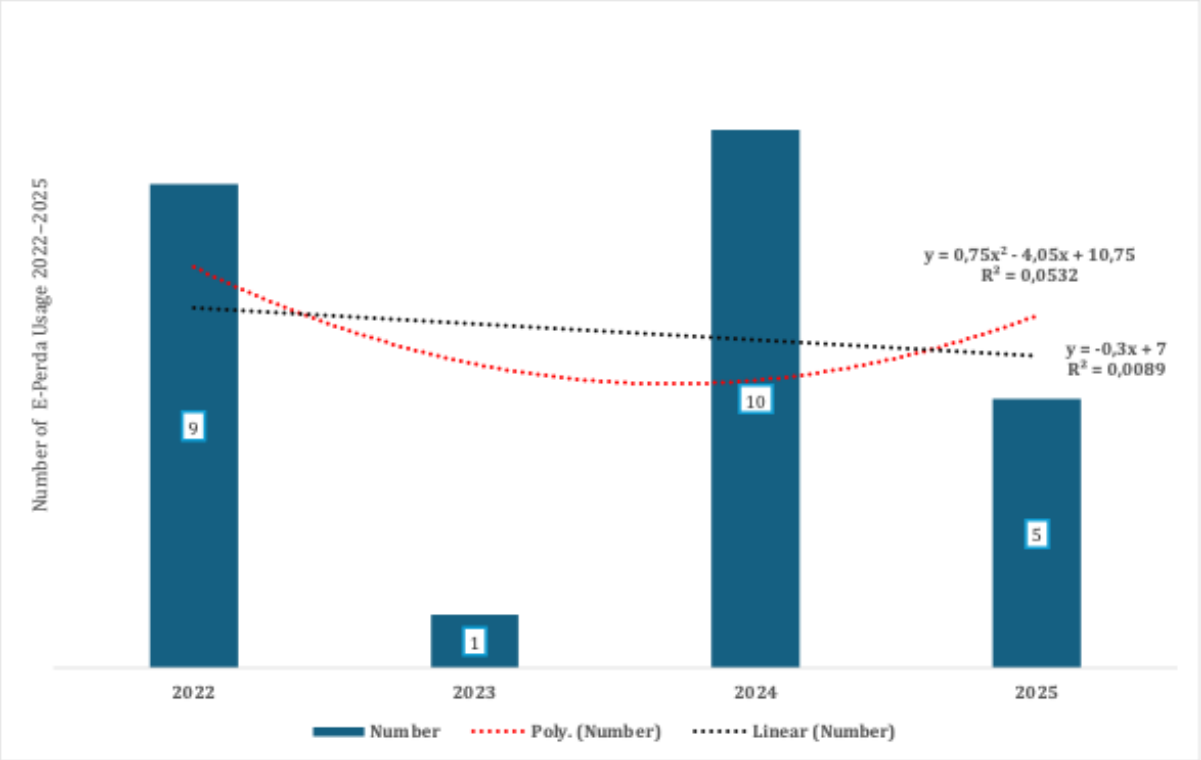
the national level, E-Perda has been used in 1,335 facilitation processes, representing 100 percent of the recorded usage in the dataset. This figure indicates that E-Perda has gained functional acceptance as a digital instrument for facilitating Draft Regional Regulations (Ranperda) and reflects broader progress in the digital transformation of regional legislative governance across Indonesia. The scale of national utilization suggests that the platform is institutionally viable and capable of supporting more efficient and accountable regulatory processes.

However, the situation in Southeast Sulawesi reveals a considerably lower level of implementation. The provincial government Government has recorded only 26 uses of E-Perda, equivalent to merely 1.95 percent of the national total. although this indicates that the provincial government government has formally adopted the platform, the level of utilization remains relatively limited when compared with national developments and the potential legislative needs of the region. This pattern suggests that E-Perda has not yet become a consistently institutionalized mechanism within the province legislative facilitation process.

A more critical governance gap is visible at the regency and city level. Southeast Sulawesi consists of 17 regency/city governments, yet none of these administrative units has utilized E-Perda, resulting in zero usage (0 percent). This finding demonstrates the complete absence of vertical diffusion of digital legislative innovation from the provincial government government to subordinate local governments. Such a condition indicates that digital transformation in regional legislation has not yet occurred in an integrated multilevel manner.

Considering that regency and city governments are the primary producers of local regulatory initiatives and are geographically dispersed across an archipelagic province, the non-utilization of E-Perda points to deeper institutional challenges. These may include weak intergovernmental coordination, limited administrative readiness, insufficient technical guidance, absence of designated operators, and the lack of strong policy incentives from the provincial government government. Therefore, the core issue is not merely low technological adoption, but the absence of an effective governance mechanism to ensure coordinated and equitable digital transformation across all levels of local government.

Figure 1. Trends in E-Perda Usage 2022–2025 by the Southeast Sulawesi Provincial Government



Source: *Processed data by researchers from https://eperda.kemendagri.go.id/ . Data accessed June 3, 2026*

When examined based on the period of use by the Southeast Sulawesi Provincial Government from 2022 to 2025, the pattern of E-Perda utilization demonstrates a highly fluctuating and inconsistent trend. In 2022, the platform was used 9 times, indicating an initial phase of relatively active adoption. However, utilization declined sharply in 2023 to only 1 facilitation, suggesting a temporary stagnation or weakening of institutional commitment. In 2024, usage rebounded significantly and reached its highest level at 10 facilitations, before declining again in 2025 to 5 uses. This sequence confirms that E-Perda implementation has not yet developed into a stable and institutionalized administrative practice.

The linear trendline ($y=-0.3x+7$, $R^2=0.0089$) shows a very slight downward direction over time, but the extremely low coefficient of determination indicates that the linear model explains almost none of the variation in the data. This means that E-Perda usage does not follow a consistent upward or downward trend and cannot be reliably interpreted through a simple linear pattern.

By contrast, the polynomial trendline ($y=0.75x^2 - 4.05x + 10.75$, $R^2=0.0532$) better captures the cyclical rise-and-fall movement visible in the data, although its explanatory power also remains limited due to the short observation period and small number of data points. Nevertheless, the polynomial curve reflects the empirical reality that E-Perda utilization is characterized by recurring fluctuations rather than sustained growth. Overall, the combined trendline analysis suggests that E-Perda usage in Southeast Sulawesi remains sporadic, unstable, and highly dependent on annual administrative demand, regulatory priorities, and managerial commitment, rather than being embedded as a routine component of digital legislative governance.

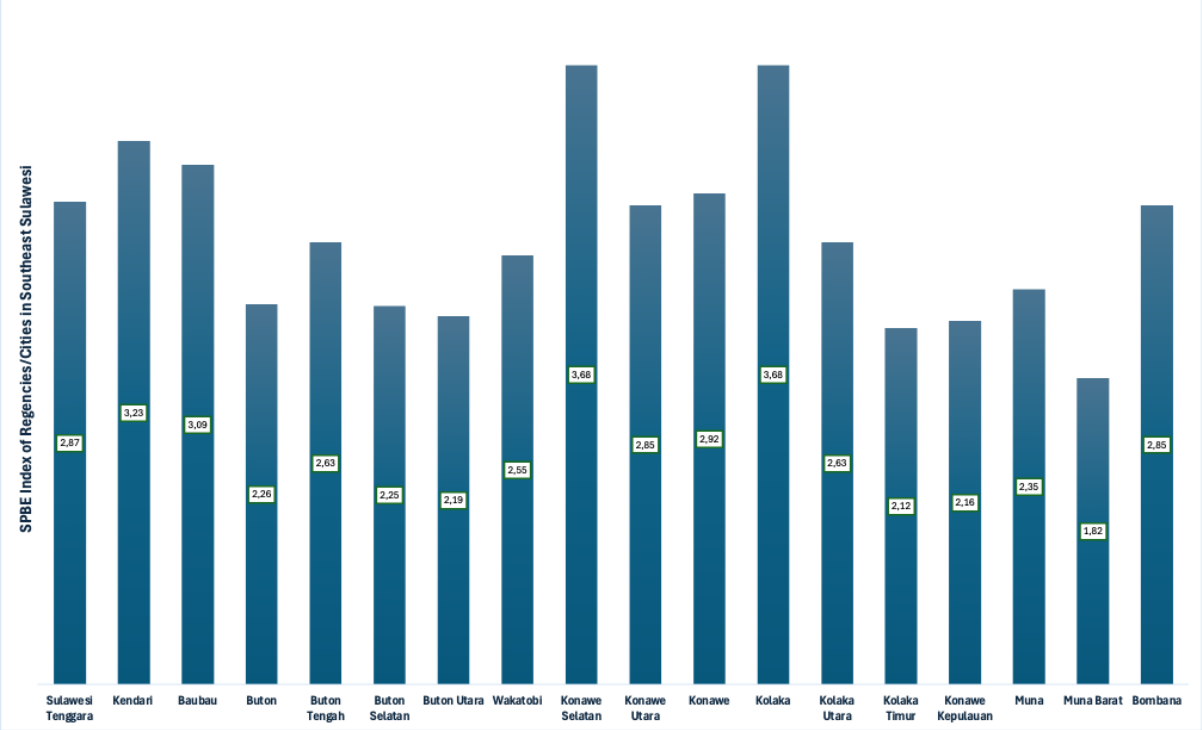


Figure 2. SPBE Index of Provinces/Regency/Cities in Southeast Sulawesi
Source: Processed by researchers based on the 2024 SPBE Report.

Based on data from the Electronic-Based Government System (SPBE) Index for local governments in Southeast Sulawesi, it is evident that the level of digital governance readiness varies significantly across regions. This situation is relevant for assessing the institutional capacity of local governments to support the implementation of digital innovations, including the use of E-Perda as a tool for the Digital transformation of regional legislation. In general, the index

results indicate that the majority of local governments fall into the "Good" category, though there are still several regions rated "Fair," while only a few have reached the "Very Good" category.

At the provincial government level, the Southeast Sulawesi Provincial Government received a score of 2.87 with a "Good" rating. This score indicates that the provincial government government has a sufficiently adequate foundation for digital governance, both in terms of internal policies, digital service management, and institutional support. This position is important because the provincial government government plays a strategic role as a coordinator and mentor for regencies and cities in promoting the integration of digital systems, including the vertical utilization of E-Perda.

At the regency/city level, several regions have the highest SPBE performance: Kendari with an index of 3.23 (Good), Baubau at 3.09 (Good), and South Konawe and Kolaka, each scoring 3.68 and receiving a "Very Good" rating. These results indicate that several regions have achieved a relatively high level of digital readiness, meaning they should be better prepared, both administratively and technically, to adopt the E-Perda application and other digital government systems. Conversely, a number of regions remain in the Fair category, such as Buton (2.26), South Buton (2.25), North Buton (2.19), East Kolaka (2.12), Konawe Islands (2.16), Muna (2.35), and West Muna (1.82). These scores indicate that digital capacity in these regions still requires strengthening, particularly in terms of system governance, service integration, human resources, and information technology infrastructure support.

When linked to E-Perda implementation, this data suggests that low E-Perda usage at the regency/city level is not always solely due to limited digital capacity. Some regions with high SPBE indices have not yet utilized E-Perda optimally. This implies that implementation challenges are likely influenced by other factors, such as the absence of policy priorities, weak vertical coordination, insufficient technical guidance, or low institutional commitment to the digital transformation of regional legislation.

The SPBE Index data shows that Southeast Sulawesi actually possesses sufficient digital institutional capacity to drive the integration of E-Perda usage. However, variations in performance across regions indicate the need for differentiated strategies. Regions rated "Very Good" and "Good" can serve as pilot projects for accelerated implementation, while those rated "Fair" require interventions such as capacity building, technical assistance, and ongoing guidance from the provincial government government. Thus, the SPBE Index serves as a key indicator for mapping regional readiness and provides an evidence-based foundation for formulating models to leverage provincial government capacity to strengthen the vertical digital transformation of local legislation.

Table 3. Regional Government Governance Index (ITPKD) 2024

Province	Aspect			ITPKD
	Support Sytem	Government Capaciy	Regional Development Achievements	
Southeast Sulawesi	45,19	63,78	70,13	64,15
National	47,93	69,63	67,17	66,13

Source: Processed researcher data based on the Regional Governance Index Report.

The data show that Southeast Sulawesi's overall ITPKD score is 64.15, slightly below the national average of 66.13. The province also scores lower than the national average in the dimensions of Support System (45.19 vs 47.93) and Government Capacity (63.78 vs 69.63). These two dimensions are particularly relevant because they relate directly to administrative effectiveness, institutional coordination, bureaucratic professionalism, and managerial capability. By contrast, Southeast Sulawesi performs better than the national average in Regional Development Achievements, indicating that the province has demonstrated positive developmental outcomes despite moderate governance capacity.

This creates an important analytical implication. The limited adoption of E-Perda cannot be interpreted solely as a technological issue, but should also be understood within the context

of broader governance capacity constraints. Lower scores in support systems and government capacity suggest that the province may still face challenges in institutional integration, coordination mechanisms, performance management, and bureaucratic modernization.
When read together, the SPBE and ITPKD data provide a more complete picture. The SPBE Index indicates that some local governments have sufficient digital readiness, while the ITPKD data show that broader governance systems remain comparatively weaker than national standards. This helps explain why technological potential has not yet translated into coordinated implementation.

Findings from observations and interviews with several local governments namely Buton Regency, South Buton Regency, Central Buton Regency, North Buton Regency, and Wakatobi Regency indicate that the low implementation of E-Perda is not an isolated issue but is influenced by institutional, regulatory, coordination, and human resource capacity challenges. These findings indicate that the digital transformation of local legislation still faces structural barriers that require systematic policy intervention.

First, the absence of E-Perda operators or administrators in each region indicates that a technical implementation structure specifically responsible for operating the application has not yet been established. In digital governance, the presence of operators is a fundamental element because they serve as the link between the technological system and institutional administrative processes. Without clearly assigned personnel, the use of the application tends to stall, even though the system is available nationwide. This situation indicates that digital transformation has not yet been integrated into the internal organizational design of local governments.

Second, the absence of Standard Operating Procedures (SOPs) or internal policies regarding the use of E-Perda indicates weak institutionalization of digital policies at the local level. SOPs are necessary to clarify workflows, the division of authority, service time standards, and accountability mechanisms. When local governments lack internal guidelines, the use of the application depends on individual initiative rather than organizational systems. Consequently, implementation becomes inconsistent and difficult to integrate into the routine process of drafting local regulations (Ranperda).

Third, the low level of coordination between provincial and regency/city governments indicates that the provincial government is not yet functioning optimally as a liaison within the tiered governance system. Based on field findings, communication remains limited to the dissemination of general information regarding the application's existence, and has not yet extended to technical assistance, monitoring of usage, or the resolution of implementation challenges. This situation results in regency/cities not receiving adequate operational guidance, causing the adoption of E-Perda to stagnate.

Fourth, organizationally, the number of staff in the legal department remains very limited, and they have never received training on using E-Perda, despite digital infrastructure such as internet connectivity being relatively adequate. This finding confirms that the main obstacles lie not only in technological infrastructure but in human resource capacity. Internet connectivity will be ineffective if officials lack technical competence and staff workloads are already high. Thus, implementation challenges are predominantly managerial and institutional in nature rather than merely technical.

Fifth, the lack of guidance, training, or technical assistance from the provincial government government or the Ministry of Home Affairs indicates a weak strategy for the diffusion of digital policies from the top down. In the implementation of government innovations, the adoption of new systems requires a process of knowledge transfer, supervision, and ongoing support. Without structured guidance, local governments tend to stick with manual mechanisms that are considered more familiar and carry lower administrative risks. This explains why applications are available but not used.

Sixth, the basic regulatory framework for the use of E-Perda still relies on the Minister of Home Affairs' Circular Letter No. 188/1978/OTDA of 2022, which legally lacks the binding force of laws, government regulations, or presidential regulations. From an administrative law perspective, a circular letter is essentially an internal policy or administrative instruction, not a

generally binding norm. This fundamental legal weakness has the potential to lower the level of regional compliance, as there are no clear normative consequences if the application is not used. Thus, strengthening regulations is a key factor in driving broader implementation.

Seventh, regional commitments to digital transformation should align with the 2025–2029 National Medium-Term Development Plan (RPJMN), which identifies the Digital Government as a national priority. Field findings indicate that this national policy orientation has not yet been fully translated into regional strategic agendas, particularly in the sector of regional legislation. In fact, the success of a digital government is measured not only by app-based public services but also by the modernization of internal government processes, including the formulation of regional legal products. This gap between national policy direction and regional practices underscores the need for harmonization of central-regional planning.

Eighth, the lack of vertical integration in the use of E-Perda directly impacts the efficiency of the Ranperda facilitation process, particularly because Southeast Sulawesi is an archipelagic region with significant distances between regency and the provincial government government center. Manual mechanisms require physical travel, the use of sea or air transport, accommodation costs, and longer coordination times. These geographical conditions make Digital Transformation not merely an administrative innovation, but a strategic necessity to reduce government transaction costs and accelerate regional legislative services.

Overall, these eight findings indicate that the low level of E-Perda implementation in regency and cities is not caused by a single factor, but rather stems from a combination of institutional issues, human resource capacity constraints, weak coordination, an inadequate regulatory framework, and a lack of strong policy commitment. Therefore, the solution required is not merely the provision of an application, but the leveraging the capacity of the Southeast Sulawesi Provincial Government as the driving force for the vertical integration of digital transformation in local legislation.

A Provincial Capacity Model for Vertical Integration of E-Perda in Southeast Sulawesi

The empirical findings demonstrate that the limited adoption of E-Perda among regency and city governments in Southeast Sulawesi is rooted less in technological shortcomings than in structural governance constraints. Although the platform is nationally available and functionally operational, its benefits have not diffused evenly across local administrations. Field evidence indicates that the principal barriers include weak intergovernmental coordination, the absence of formally designated operators, limited technical guidance, fragmented administrative routines, and the lack of internal regulations governing digital legislative procedures. These findings suggest that the challenge of digital transformation in regional legislation is not primarily the provision of technology, but the creation of institutional conditions that enable technology to be embedded into everyday governmental practice. In decentralized systems, digital reform requires organizational readiness, administrative clarity, and sustained coordination among multiple actors with differing capacities.

Within Indonesia's regional governance framework, the provincial government occupies a decisive intermediary role between the central government and regency/city governments. This position is normatively established under Law Number 23 of 2014 on Regional Government, which assigns governors the authority to supervise, coordinate, foster, and evaluate local administrations. These mandates are reinforced by Government Regulation Number 33 of 2018 concerning the Governor as Representative of the Central Government, which empowers provincial governments to facilitate synchronization of policies, monitor implementation, and provide institutional assistance to subordinate governments. Accordingly, the Southeast Sulawesi Provincial Government possesses both legal legitimacy and administrative authority to become the principal actor in accelerating E-Perda diffusion across its jurisdiction. In practical terms, provincial capacity should be understood not merely as formal authority, but as the ability to mobilize resources, align fragmented institutions, resolve implementation bottlenecks, and sustain collective commitment among diverse local governments.

This intermediary function is especially important in Southeast Sulawesi due to its archipelagic geography and uneven administrative capacities. Several regencies are separated by

sea routes and substantial travel distances from the provincial capital, making conventional legislative facilitation procedures time-consuming and costly. Under manual arrangements, the submission and consultation of Draft Regional Regulations (Ranperda) often require physical travel, accommodation expenses, and repeated face-to-face coordination. These geographic realities increase bureaucratic transaction costs and create asymmetrical access to provincial services. In such circumstances, E-Perda should not be viewed merely as a technological innovation, but as a strategic governance instrument capable of overcoming spatial barriers, reducing administrative costs, and ensuring equal access to legislative facilitation services throughout the province.

From the perspective of digital governance, Presidential Regulation Number 95 of 2018 on Electronic-Based Government Systems (SPBE) and Presidential Regulation Number 132 of 2022 on the National SPBE Architecture require public institutions to pursue interoperability, service integration, data sharing, and standardized digital procedures. However, the concentration of E-Perda utilization at the provincial level, while regency and city governments remain inactive, demonstrates that these national principles have not yet been translated into the regional legislative domain. This mismatch illustrates a common problem in public sector digitalization: the existence of national digital policy frameworks does not automatically generate local implementation without intermediary leadership. Therefore, the provincial government should function as a regional integration hub that bridges national reform agendas with local administrative realities, while adapting implementation strategies to varying levels of readiness among regencies and cities. To address these challenges, this study proposes a provincial capacity model consisting of five mutually reinforcing policy instruments designed to institutionalize E-Perda across all levels of government.

Table 2. Five Instruments for Strengthening Provincial Capacity in E-Perda Integration.

Instrument	Policy Action
Institutional Coordination	Establish a Provincial E-Perda Task Force involving regency/city legal divisions
Regulatory Strengthening	Issue a Governor Regulation, Circular Letter, or SOP mandating E-Perda use
Human Resource Development	Conduct regular operator training, legal drafting assistance, and technical guidance
Digital Monitoring	Develop a provincial dashboard for usage tracking, reporting, and evaluation
Incentives and Performance	Integrate E-Perda adoption into SPBE indicators and regional performance assessment

Source: *Processed by researchers*

The first instrument is institutional coordination. A Provincial E-Perda Task Force should be established with representation from provincial legal bureaus and all regency/city legal divisions. This forum would serve as a permanent coordination mechanism for planning, technical consultation, dispute resolution, and policy communication. Rather than relying on ad hoc interactions, a structured coordination body would create continuity, improve information flow, and strengthen collective ownership of implementation goals. It would also enable peer learning among local governments, allowing more advanced regions to share experiences with those facing capacity constraints.

The second instrument is regulatory strengthening. Although E-Perda currently derives legitimacy from ministerial directives and broader digital governance regulations, stronger provincial legal instruments are required to operationalize implementation. A Governor Regulation, Circular Letter, or standardized operational guideline should formally designate E-Perda as the principal channel for Ranperda facilitation. Clear procedural rules would reduce ambiguity, standardize submission requirements, define institutional responsibilities, and create

stronger incentives for compliance. Regulatory reinforcement is particularly important because local governments often respond more effectively when digital initiatives are translated into binding administrative procedures rather than remaining optional policy recommendations.

The third instrument is human resource development. Field findings indicate that many local governments lack personnel with specific responsibility or competence in operating E-Perda. Without trained staff, even well-designed digital systems remain underutilized. Accordingly, provincial interventions should include regular operator training, legal drafting assistance, technical mentoring, and practical troubleshooting clinics. Capacity-building should not be limited to one-time workshops, but organized as continuous learning programs. In addition, operator appointments should be formalized institutionally to ensure continuity despite staff rotation or bureaucratic restructuring. Sustainable digital reform depends on competent human resources as much as on software availability.

The fourth instrument is digital monitoring and evaluation. The provincial government should develop an integrated dashboard capable of tracking submissions, processing times, pending cases, response rates, and institutional participation in real time. Such a monitoring system would provide evidence for managerial decisions, identify bottlenecks early, and enable targeted assistance to regions with low performance. More broadly, data-driven supervision would shift governance from reactive administration toward anticipatory management. Monitoring systems are also important for accountability because they create measurable indicators of implementation progress rather than relying solely on narrative reporting.

The fifth instrument is incentives and performance alignment. E-Perda adoption should be linked to SPBE indicators, bureaucratic reform metrics, or broader regional governance assessments. This would encourage local governments to perceive E-Perda not as an isolated technical burden, but as part of a wider modernization agenda that influences institutional reputation and administrative evaluation. Incentives may include recognition awards, priority access to technical support, additional training opportunities, or integration into performance-based grant considerations. Conversely, regions that consistently ignore digital legislative reforms may be subject to closer supervision or targeted corrective measures.

To ensure feasibility, these five instruments should be implemented gradually according to regional readiness. Regencies and cities with stronger SPBE performance and higher administrative capacity may serve as pilot jurisdictions demonstrating successful adoption models. Regions with lower readiness should receive preparatory assistance, mentoring, and phased targets adapted to local conditions. A differentiated implementation strategy is more realistic than imposing uniform obligations across highly diverse jurisdictions. It also allows the provincial government to allocate limited resources strategically while minimizing resistance and implementation failure.

Through these five instruments, the provincial government functions not merely as a passive user of E-Perda, but as the principal orchestrator of vertically integrated digital legislative transformation. The central challenge, therefore, lies not in the absence of legal authority or technological infrastructure, but in the ability of provincial institutions to convert normative mandates into coherent, sustained, and region-wide implementation strategies. This model demonstrates that effective digital governance in decentralized systems depends fundamentally on intermediary leadership, intergovernmental alignment, adaptive capacity-building, and the strategic management of unequal local capacities.

CONCLUSION

The study finds that E-Perda implementation in Southeast Sulawesi remains fragmented and has not yet matured into a vertically integrated digital legislative system. While the provincial government has utilized the platform, adoption by regency and city governments remains absent, indicating that digital reform has not diffused beyond the upper administrative tier. The evidence further indicates that underutilization is more strongly associated with institutional weaknesses than with basic technological scarcity, particularly ineffective coordination, unclear operational responsibilities, insufficient administrative procedures, and uneven organizational commitment.

Consequently, the central implementation challenge concerns the institutional embedding of digital legislative governance rather than platform availability alone.

This study contributes to the literature on digital governance, multilevel administration, and regulatory modernization in decentralized states in three respects. First, it demonstrates that digital transformation in the legislative sector depends on vertical institutional alignment rather than technological deployment alone. Second, it conceptualizes the provincial government as an intermediary institutional actor capable of translating national reform agendas into coordinated subnational implementation. Third, it develops an evidence-based policy model comprising coordination mechanisms, regulatory reinforcement, capacity development, monitoring systems, and incentive structures. The model provides a context-specific analytical and policy framework for strengthening provincial capacity to support E-Perda implementation within decentralized legislative administration. Its broader applicability to other governance contexts remains subject to comparative assessment.

Several limitations should be acknowledged. The study is confined to a single province, which may limit broader generalization across Indonesia's diverse administrative environments. Empirical data rely on institutional interviews, documentary materials, and platform records, which capture organizational dynamics but not the perceptions of wider political actors or citizens. In addition, the analysis emphasizes governance capacity rather than measuring the substantive quality of regulations produced through digital systems. Future research should employ comparative provincial designs, longitudinal data, and outcome-based indicators to evaluate long-term reform effectiveness and assess whether the proposed capacity model operates similarly across different decentralized governance settings.

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