

The role of the legal division of the Medan City government in the preparation of academic manuscripts for draft regional regulations

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ABSTRACT

This research illuminates the role and utilization of academic drafts (naskah akademik) in shaping regional laws (Perda) at the Medan City Government. This study seeks to ascertain the contribution of scholarly articles to enhancing the quality, legitimacy, and harmonization of regional law. Using a qualitative-descriptive approach and analysis of documents at the local level, such as local government reports, legal documents, and secondary data, this study finds that academic manuscripts serve as the scientific and legal basis for each step of the policy-making process. The results show that the Medan City Government, through cooperation with the DPRD and Kemenkumham, emphasizes manuscript hearings as a way to provide philosophical, sociological, and juridical justification for each bill. However, from the study, significant implementation bottlenecks have also been found, such as weak human resource capacity, weak institutional coordination, and insufficient public participation. This means that there is often duplication and delay in legal harmonization. For the successful implementation of regional legislation, governance needs to be promoted on the basis of preventive legal harmonization, capacity building, and participatory approaches. Therefore, academic papers should not just be perfunctory qualifications, but tools of knowledge-based governance based on evidence, legality, and the people.

Keywords: Academic manuscript, legal harmonization, regional regulation, governance, Medan City

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1. INTRODUCTION

Regional regulations are intended as important legal tools that contribute strategically to the organization and functioning of local authorities. The procedures for formulating other regional regulations must be systematic and well-grounded, so that they can accommodate community needs while remaining in line with laws and the highest-level regulations. In the drafting of Raperda, the naskah akademik is important as a scientific reason to explain background problems, objectives of urgency, and expected impacts from the regulation to be established. The academic manuscript functions as a document that provides rational arguments and scientific legitimacy, ensuring that the *Raperda* can be accepted by both the legislature and the public (Kosariza et al., 2021).

The Legal Division of the Medan City Government played a vital role in drafting this academic manuscript. The expert legislative division of the Medan city government is responsible for drafting this academic paper. The main goal of a general doctor is to analyze the manuscript and its content. Therefore, it can be made by experts and does not cause problems when implemented. According to Wahyudi (2019), a regional law office is more than just a legal supervisor, they also act as a facilitator who provides strategic recommendations for the drafting of effective and targeted regulations (Supriyanto, 2016).

The effectiveness of a Raperda is likely to depend on the quality of the academic manuscript underpinning it. For instance, various studies assert that an effective and solid academic paper can optimize decision-making and hasten the approval process by legislators. Alfaris (2024) notes the importance of coordinating with the legal division and other relevant government agencies to ensure that the academic manuscript produced is legally compliant and responds to societal needs (Alfaris, 2024).

The phenomena in Medan City show that several proposed Raperda require in-depth studies. This is because of the complexity of local issues that entangle socio-economic and socio-cultural issues. Therefore, the role of the Legal Division as a guarantor of quality in academic operations and legal validity is highly strategic. When preparing manuscripts from the case, the Legal Division will ensure that university procedures are met and suitably advise proper implementation of community regulations.

The writing approach in this research provides an overview of a comprehensive analysis of the role of the Medan City Legal Division in the process of drafting academic drafts of regional regulations. The main scope of this research is to identify the Division's tasks, challenges, and strategic contributions. This will provide legal certainty to the parties involved. All academic drafts must have legal certainty and a scientific basis that can be reviewed and accounted for, thus creating a strong legal ecosystem that will impact the quality of the draft regional regulations. This will lead to the drafting of regional regulations that are relevant, real, and beneficial to the community.

Building on this, the urgency of strengthening academic manuscripts is both normative and empirical. Indonesian legislative-drafting scholarship shows that academic manuscript functions as a mandatory “quality gate” for regional regulations: it consolidates the philosophical, sociological, and juridical foundations, translates social problems into regulatory objectives, and provides accountable evidence for DPRD deliberation (Antaria et al., 2023; Sofwan, 2022). When the manuscript is weak or merely formalistic, the draft regulation becomes more vulnerable to disharmony, public rejection, and post-enactment challenges (Sofwan, 2022). Studies on Perda formation underline that well-prepared academic manuscripts improve the responsiveness and legal coherence of Raperda, while also helping the executive–legislative process move faster because the rationale and data are already mapped (Antaria et al., 2023). This reinforces the need for Medan City’s Legal Division to treat academic manuscripts as a primary instrument of regulatory legitimacy rather than as an administrative attachment.

2. METHOD

This study uses a qualitative descriptive approach focused on the scope of analysis of academic texts related to a draft regional regulation (Raperda) to become a benchmark for future improvements. This study also uses a judicial legal analysis approach, which will conduct document analysis and semi-structured interviews with key informants, including members of the Regional Representative Council

(DPRD), local government officials, and legal experts from the Ministry of Law and Human Rights (Kemenkumham). The data sources consisted of primary and secondary materials. Primary data were obtained from interviews and official records related to the drafting of regional regulations, while secondary data came from legal documents, policy papers, and relevant academic studies. The data were then analyzed using Miles and Huberman's interactive analysis techniques, which involve three simultaneous stages: data reduction, data presentation, and drawing/verifying conclusions. This approach allows researchers to systematically interpret the role and challenges of academic texts within the regional legislative framework (Waruwu et al., 2025).

3. RESULT AND DISCUSSION

3.1 The Role of the Legal Division of Medan City in the Process of Problem Identification and Juridical Review During the Preparation of Academic Manuscripts for Regional Regulations

The writing of a draft regulation will be greatly influenced by the level of accuracy, benefits, and effectiveness of the issued regulation. In this case, studies in the form of part of the draft regulation must be consistently and correctly conducted to maintain the dignity of the written law. The initial process is to write academic manuscripts as the main or central foundation for creating rationality to prepare regulations. The quality of shrimp articles must be carried out with a strong philosophical, sociological, and juridical foundation and formulated methodologically, objectively, and based on scientific research. According to Law No. 12 of 2011, in conjunction with Law No. 13 of 2022. There are several formal requirements for the preparation of laws and regulations because they serve to explain the urgency, scope, and direction of the regulation in question. This document is an administration that becomes an instrument that becomes the usefulness and accuracy of regulations with the needs of the wider community. This writing adheres to the principle of study that comes from ideas rather than one-sided feelings or interests. Based on previous writing, this manuscript becomes a document that controls the quality of the writing into a comprehensive and detailed study result, so that it is very feasible to process. This prevents the overlap of one rule from one to the other. Some of the problems are differences in the principles of a regulation that have the same role, so that it is possible to have a legal conflict between the consistency of the idea and the substance of the law. (Yasin & Amaliyah, 2022). Through a comprehensive study, authors or stakeholders can see aspects of transparency and synchronicity of writing based on social and philosophical values so that jurisprudential value can be measured. In addition, it strengthens the effectiveness of the law from a juridical, sociological, and philosophical perspective by ensuring that regulations are aligned with the existing legal system, relevant to the needs of society, and based on the moral and ethical values of the nation. Academic manuscripts are very helpful in the formation of invited laws and regulations, especially in the Raperda (Arifin, 2024).

3.1.1 Problem Identification and Regulatory Needs

Following problem identification, the next crucial stage is the juridical review or examination of the draft regulation to ensure that its content aligns with regional authority, legislative hierarchy, and national/provincial laws, and is consistent with the principles of good lawmaking. The Legal Division of Medan City performs an examination function for draft regional legal products. This demonstrates that the role of a legal drafter and quality controller in local government as described by Kosariza et al., (2021) is also carried out by the Legal Division of Medan City. Based on research findings regarding the process of NA preparation in Medan City, the role of the Legal Division in problem identification can be elaborated as follows: (1) Initial Screening: The Legal Division conducts a preliminary screening of proposals for amendments or new regional regulations by collecting empirical data (social, economic, and cultural issues) and normative data (regional authority and national regulations). This aligns with the literature stating that the NA must address both sociological aspects ("the actual needs of society") and juridical aspects. As Yuliandri emphasizes, good regulation is not only formal but also capable of

addressing social problems sociologically. (2) Coordination with Technical Agencies: The Legal Division coordinates with related local agencies to gather initial input on field issues. For instance, technical agencies may propose regulatory needs owing to implementation barriers or regulatory gaps. The Legal Division formulates these inputs into a problem framework within the NA, explaining why the draft regional regulation is necessary, its objectives, scope, and affected stakeholders; (3) Evaluation and Documentation: The Legal Division uses its evaluation and documentation function to review existing regulations both at the Medan City level and at the national/provincial level to determine whether the proposed regulation has a legitimate necessity or merely duplicates existing ones. This reflects the function of the Subdivision of Evaluation and Documentation, which involves collecting and analyzing data related to local policy formulation and legislation documentation. (4) Problem Formulation: As result of identification, the Legal Division formulates the NA sections covering the background of the issue, regulatory urgency, current social conditions, and existing regulatory or implementation gaps (legal and factual gaps). This aligns with the view that the NA serves as a verification instrument for legal needs in the formation of regional regulations (Sihombing et al., 2023a).

3.1.2 Juridical Review and Harmonization Process

Criticism and improvement of the value of a legal study can be reviewed in academic manuscripts. This will provide the quality of the law referring to welfare and humanity, in accordance with the 1945 Constitution. Based on the substance of Law No. 15 of 2019 concerning Amendments to Law No. 12 of 2011 concerning the Establishment of Laws and Regulations, the juridical approach must have several basic principles, namely, suitability of authority, compliance with legal principles, and consistency with the existing regulatory system. Synchronization related to the basis of juridical studies must be studied in detail and depth to provide an understanding that seeks to normalize or equalize and make a clear measure between the laws of the highest norms. This will impact the proposal of overlapping or conflicting regulations for elimination. The elimination process will provide space for selecting articles and rules that are considered detrimental or flexible. Assessment of Legal Basis and Authority The Legal Section reviews whether the proposed regional regulations fall under the legislative authority of the Medan City Government. This is in accordance with the provisions of Law No. 23 of 2014 concerning Regional Government, which limits the competence of local governments based on mandatory and optional affairs. Legal Compliance Legal participation involves a comparative analysis of national draft regulations and laws with government regulations, and regional bylaws. The Legal Division will provide assessments consistent with the national legal framework, while synchronization aligns them with the highest and lowest regulations so that there is no overlap. This participation will have an impact on preventing overlapping authority, normative inconsistencies, and contradictions that can undermine legal certainty. Regulatory standards The creation of higher legal standards where the testing is located in the academic space to apply drafting techniques that meet the standards of legislative drafting, clarity of intent, appropriate use of legal language, structural coherence, and correct citation of legal references. This includes ensuring that every article, clause, and explanation is in harmony with the logic and structure of Indonesian law. Legal communication The Legal Section is working closely with the Regional Apparatus Organization (OPD), legal experts, and public consultation forums to verify the juridical accuracy of the draft. This multidisciplinary approach ensures that the NA reflects comprehensive legal reasoning and public aspirations. Legal inventory After completing a juridical review, the Legal Division inventories all legal references supporting materials, related legislation, academic studies, and legal opinions as an integral part of the NA. This documentation supports transparency and accountability in regional policymaking. This will provide better legal certainty and legal aspects to contribute quality.

3.2 Challenges and Obstacles in Drafting Academic Manuscripts to Ensure a Strong Scientific and Legal Foundation for Regional Regulations

3.2.1 Challenges and Obstacles in Drafting Academic Manuscripts

Based on literature reviews and empirical findings in Medan City, the process of preparing Academic Manuscripts (AM) encounters a number of structural and substantive challenges that significantly affect the quality of regional regulatory outcomes. One major constraint is the limited availability of empirical data. The Legal Division of Medan City often faces difficulties in obtaining up-to-date data from technical agencies or systematic field studies. In fact, a high-quality AM must be supported by sociological evidence obtained through surveys, interviews, and Focus Group Discussions (FGDs) to ensure that the resulting regulation is genuinely responsive to community needs (Sihombing et al., 2023).

Institutional and human resource capacities also remain limited, particularly in terms of triangulative analytical skills (normative–conceptual–empirical) as recommended by Maarif and Arifin (2022). The lack of methodological capability often results in AMs that are descriptive rather than analytical. In addition, constraints related to time and budget represent another significant obstacle. The drafting process of AMs is frequently required to be completed within a short period in accordance with the schedule of the Regional Regulation Formation Program (*Prolegda*). Consequently, in-depth analyses of potential impacts and implementation mechanisms are often not carried out optimally.

Coordination among institutions and stakeholders has also not reached an optimal level. Public consultation processes are often performed merely as formalities and lack meaningful participation from academics, civil society, or legislative representatives. This condition reduces both inclusivity and the empirical depth of the manuscript. Harmonization with national and provincial regulations also faces barriers due to delays in updating or interpreting the most recent legal policies, resulting in potential inconsistencies between the AM and higher regulations. Consequently, some drafts of regional regulations become legally vulnerable and less adaptive to the dynamics of national legal development (Sihombing et al., 2023b).

The problem of internalization lies in the evaluation process and its consistency. The lack of accurate data and actual valuation reports often prevents the effective implementation of regulations. According to Sorjono Sokanto (2009), the effectiveness of a policy can only be achieved when it is not only legitimate and reasonable, but also socially relevant and rooted in the philosophical values of society. Therefore, improving the quality of Madden's evaluation reports requires strengthening the experience base, improving human resource skills, and establishing more integrated and sustainable interdisciplinary coordination mechanisms (Maarif & Arifin, 2022).

3.2.2 Strategies and Strengthening Efforts by the Medan City Legal Division

By with the research findings, Legal Division in Medan City has demonstrated strategic initiatives to improve the quality of Academic Manuscript (AM) preparation, although further strengthening is still needed in certain aspects. Current efforts include supervision, control, and evaluation of regional legal products, as documented on the official website of the *Jaringan Dokumentasi dan Informasi Hukum* (JDIH) of Medan City. However, to ensure that the AM possesses a strong scientific and legal foundation, it is recommended that the Legal Division expand internal capacity-building programs through training in legal research methodology, social analysis, and legislative drafting techniques. This recommendation aligns with the view of Yasin and Amaliyah (2022), who emphasize that high-quality regulations emerge from a well-planned and methodologically rigorous process.

Strengthening empirical data collection methodology also plays a crucial role. Socio-legal approaches such as FGDs, field surveys, and in-depth interviews with communities or stakeholders provide a solid sociological foundation for each AM. To achieve this, the Legal Division can establish internal research teams or collaborate with academic institutions. For example, the collaboration between the Medan City DPRD Secretariat and the Faculty of Law and the Faculty of Technology and Computer

Science at Universitas Prima Indonesia has proven effective in enhancing data validity and the argumentative depth of AMs.

Cross-institutional and stakeholder coordination also constitutes a key element requiring reinforcement. This study found that cooperation between the Legal Division and the North Sumatra Regional Office of the Ministry of Law and Human Rights (*Kanwil Kemenkumham Sumut*) in reviewing human rights-based draft regulations is a positive example that should be expanded. This collaboration should involve academics, NGOs, affected communities, and legislative bodies through integrated workshops or discussion forums. Such participatory mechanisms will enrich the argumentative and empirical bases of AMs, making them more reflective of Medan's socio-legal context.

A well-structured and well-structured project development process is also needed so that AM does not only function as a management document. AM is also a broader learning process. This stage should include a detailed conceptual framework. Analysis of Policy Options, Governance, and Normative Recommendations The monitoring and evaluation process after the project development process also needs to be strengthened. The results of the adoption of existing local policies in response to AM were followed by a review of policies and continuous learning processes (Asnani, 2023). In addition, the legal department should play a more active role in coordinating laws and regulations, both vertically with national regulations and horizontally with local regulations, by developing a legal compliance matrix that will help ensure robust legislation and prevent regulatory conflicts (Asnani, 2023).

The study also found that when strategies such as academic engagement and experimental research were applied consistently, AM quality improved significantly. The manuscript became more systematic, more comprehensive in reasoning, and legally stronger. However, limited time and financial resources often hinder the optimal execution of experimental and evaluation procedures, thereby reducing the depth of analysis. Therefore, the role of the legal department of the city of Medan should increasingly focus on operationalizing its institutional functions through research-based methodological measures.

4. CONCLUSION

The process of writing academic manuscripts in reviewing and criticizing values in regional legal regulations will make a great contribution which can weigh and ensure the legitimacy of the correct law. This will be the epistemic foundation in every regulatory draft process (Raperda), academic drafts combine various philosophical, sociological, and juridical dimensions comprehensively that will execute the correct legal values. However, the effectiveness of this process is currently constrained by limited human resource competencies, fragmented institutional coordination, and inadequate public participation. This inability often leads to decreased effectiveness as well as inconsistent procedures and legal outcomes. This can be done by the way the Medan City Government must approach the framework of preventive harmonization and institutionalize cross-sectoral collaboration involving the Ministry of Law and Human Rights, the DPRD, academics, and civil society. Strengthening capacity building to draft officials through legal research training, regulatory analysis, and digital documentation will ensure that academic manuscript preparation evolves from formal requirements to a scientifically based governance mechanism. In addition, instilling transparency and participation through digital platforms will increase public trust and accountability in the legislative process. It can be concluded that academic manuscript writing is not only a companion legal instrument but also a form of knowledge-based governance. Collaborating between data, law, and social aspirations, the Medan City Government will transform its legislative framework into a responsive, transparent, and evidence-based policymaking model, aligning local governance with the principles of justice and sustainable development.

Ethical Approval

Ethical approval was not required for this study.

Informed Consent Statement

This study did not involve human participants; therefore, informed consent was not required for this study.

Authors' Contributions

FP contributed to the conceptualization, data collection, legal document analysis, and drafting of the manuscript. He also served as the corresponding author, coordinating communication during the submission and review process. JS contributed to the refinement of the research framework, verification of legal interpretations, and critical revision of the manuscript to ensure alignment with academic and legal standards.

Disclosure Statement

No potential conflict of interest was reported by the author(s).

Data Availability Statement

The data presented in this study are available on request from the corresponding author due to privacy reasons.

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