

Optimizing the Performance of Buol Regency Government in Supporting Regional Student Associations

Optimalisasi Kinerja Pemerintah Kabupaten Buol Dalam Mendukung Organisasi Kemahasiswaan Paguyuban Daerah

Aldi H. Batalipu^{1*}, Erman I. Rahim², Ahmad Ahmad³

¹⁻³Faculty of Law, Gorontalo State University, Indonesia

Article Info

Corresponding Author:

Aldi H. Batalipu

✉ aldihbatalipu@gmail.com

History:

Submitted: 17-06-2026

Revised: 18-07-2026

Accepted: 19-07-2026

Keyword:

Administrative Law; Digital Governance; Civic Empowerment; Clash of Norms; Student Associations.

Kata Kunci:

Hukum Administrasi; Tata Kelola Digital; Pemberdayaan Sipil; Benturan Norma; Paguyuban Mahasiswa.

Abstract

The constitutional mandate to empower civic participation in Indonesia currently conflicts with rigid digital public financial management systems, specifically the SIPD-RI platform. Employing a socio-legal methodology, this study analytically examines the administrative friction between grassroots student associations and local government agencies within Buol Regency. This research utilizes Lawrence Friedman's Legal System Theory alongside UNDP Good Governance frameworks. The empirical findings reveal a systemic clash of norms wherein substantive constitutional youth empowerment is entirely subordinated to algorithmic administrative compliance. Culturally fluid student organizations remain structurally disenfranchised by corporate-level verification metrics, engendering a profound institutional digital divide. Furthermore, a deeply entrenched bureaucratic culture of defensive administration exacerbates this legal bottleneck. To resolve this regulatory deadlock, local governments must enact asymmetric derivative regulations classifying youth groups as specialized cultural entities. Institutionalizing targeted digital administrative assistance will successfully harmonize strict fiscal accountability mandates with the equitable facilitation of grassroots civic spaces, ensuring substantive justice.

Abstrak

Mandat konstitusional untuk memberdayakan partisipasi sipil di Indonesia saat ini berbenturan tajam dengan sistem manajemen keuangan publik digital yang kaku, khususnya platform SIPD-RI. Menggunakan metodologi sosio-legal, studi ini menguji friksi administratif antara paguyuban mahasiswa akar rumput dan instansi pemerintah daerah Kabupaten Buol. Penelitian ini menggunakan Teori Sistem Hukum Lawrence Friedman serta kerangka tata kelola UNDP. Temuan empiris mengungkap benturan norma sistemik di mana hak konstitusional pemuda ditundukkan oleh kepatuhan administratif algoritmik. Organisasi kemahasiswaan yang cair secara kultural kehilangan akses struktural akibat metrik verifikasi tingkat korporasi, sehingga melahirkan kesenjangan digital institusional. Selain itu, budaya birokrasi defensif yang sangat mengakar semakin memperburuk kebuntuan hukum tersebut. Untuk menyelesaikan paralisis regulasi ini, pemerintah daerah wajib membentuk peraturan turunan asimetris yang mengklasifikasikan kelompok pemuda sebagai entitas kultural khusus. Melembagakan bantuan administratif digital yang terarah akan mampu menyelaraskan mandat akuntabilitas fiskal negara dengan fasilitasi ruang sipil yang inklusif, berkeadilan, dan berlandaskan pada kepastian hukum yang substantif.



Copyright: © 2026 by the authors. Submitted for possible open access publication under the terms and conditions of the Creative Commons Attribution (CC BY SA).

doi <https://doi.org/10.65101/thdr4258>

A. INTRODUCTION

1. Background

The contemporary administrative state operates within a structural tension between the statutory mandate to facilitate civic participation and the imperative to enforce digitized fiscal accountability. In the context of democratic constitutionalism, the Republic of Indonesia possesses a substantive obligation to secure freedom of association and facilitate active civic engagement, as codified in Article 28 of the 1945 Constitution. Concurrently, modern public financial management frameworks mandate the implementation of rigorous digital infrastructures designed to mitigate systemic corruption, enforce absolute transparency, and standardize bureaucratic oversight across decentralized government structures.¹ This intersection produces a definitive conflict of norms between substantive constitutional rights to civic empowerment and the procedural rigidities of contemporary administrative law.² Within Indonesia's decentralized framework, this tension manifests acutely in the administrative relationship between local governments and grassroots civic groups, notably regional student associations (*paguyuban mahasiswa daerah*). These organizations function as culturally bound, non-formal mechanisms bridging the state apparatus and the youth demographic. However, local government grant allocations are currently governed by highly formalized digital systems requiring corporate-level legal compliance, thereby systematically disenfranchising the specific civic entities the state is constitutionally obligated to protect.³

To analyze this administrative friction, it is necessary to evaluate the state of the art in public policy and administrative law literature over the preceding five years. The prevailing academic discourse remains largely bifurcated and fails to reconcile this specific institutional conflict. The primary stream of scholarship examines the systemic deployment of digital governance, institutional quality, and the determinants of public trust. Researchers in this domain consistently argue that digital transformation—

¹ Risman Setiawan, "Administrative Law Analysis of Strategies for Improving Public Policy Quality in Indonesia," *Journal of State Public Policy* 1, no. 2 (April 30, 2026): 1–13, <https://doi.org/10.65101/jspp.v1i2.253>.

² Indah Satria and Jamaludin Ghofur, "Public Participation as a Manifestation of Deliberative Democracy in the Drafting of Regional Regulations: Between Normative Ideality and Empirical Practice," *As-Siyasi: Journal of Constitutional Law* 6, no. 1 (June 25, 2026): 1–16, <https://doi.org/10.24042/as-siyasi.v6i1.28055>.

³ Mochamad Arif Affandi, Kacung Marijan, and Dwi Windyastuti, "Participatory Budgeting in Indonesia: From the Policy Innovation to the Democracy Innovation," *The Journal of Society and Media* 6, no. 2 (March 25, 2023): 527–65, <https://doi.org/10.26740/jsm.v6n2.p527-565>.

executed via platforms such as the Electronic-Based Government System (SPBE)—is a prerequisite for administrative transparency and the mitigation of bureaucratic bias.⁴ Empirical analyses of Indonesian e-government indicate that while these initiatives optimize operational efficiency, they risk producing isolated administrative silos absent flexible institutional frameworks and inter-agency data interoperability.⁵ Further literature corroborates that the uniform application of digital administrative systems often prioritizes procedural auditing over equitable public service delivery, inherently restricting systemic access for non-standardized organizational actors.⁶

A secondary stream of literature investigates youth empowerment, digital public infrastructure, and the sociological parameters of the digital divide. Global policy frameworks, including the United Nations' Youth2030 strategy and the OECD Digital Government Outlook, advocate for directing institutional funding toward grassroots, youth-led organizations to develop agile digital leadership.^{7,8} These studies observe that standardized, open-data fiscal platforms frequently result in the unintended exclusion of informal civic spaces lacking the institutional capacity to navigate complex compliance matrices. Furthermore, administrative scholarship indicates that while digital accountability tools limit human discretionary corruption, they do not facilitate substantive citizen participation unless the state proactively engineers an inclusive, context-sensitive regulatory environment.⁹ Related socio-legal evaluations highlight that the administrative burdens embedded in automated reporting mechanisms disproportionately penalize localized, resource-constrained community groups.¹⁰

⁴ Nurlinah, Muhammad Chaeroel Ansar, and Kuntala Chowdhury, "Impact of Government Digital Transformation on Citizen Trust and Participation: Evidence from Gowa Regency, Indonesia," *Frontiers in Human Dynamics* 7 (December 17, 2025), <https://doi.org/10.3389/fhumd.2025.1700582>.

⁵ Wais Alqarni et al., "The Role of Institutional Quality in Shaping Digital Governance in Decentralised Indonesia," *Journal of Contemporary Governance and Public Policy* 7, no. 1 (April 19, 2026): 83–106, <https://doi.org/10.46507/jcgpp.v7i1.793>.

⁶ Ines Mergel, Noella Edelmann, and Nathalie Haug, "Defining Digital Transformation: Results from Expert Interviews," *Government Information Quarterly* 36, no. 4 (October 2019): 101385, <https://doi.org/10.1016/j.giq.2019.06.002>.

⁷ United Nations, "Youth 2030 Global Progress Report," United Nations, 2026, <https://www.un.org/youthaffairs/en/youth2030/progress-report>.

⁸ OECD, *Digital Government Outlook 2026: From Foundations to Transformational Impact* (Paris: OECD Publishing, 2026), <https://doi.org/10.1787/0496b2bc-en>.

⁹ Cemil Eren Firtin et al., "Digital Accountability through E-Participation: The Moderating Role of the Digital Divide," *Public Money & Management* 46, no. 5 (July 4, 2026): 610–22, <https://doi.org/10.1080/09540962.2025.2573784>.

¹⁰ Rik Peeters, "The Agency of Algorithms: Understanding Human-Algorithm Interaction in Administrative Decision-Making," ed. Sarah Giest and Stephan Grimmelhuijsen, *Information Polity* 25, no. 4 (December 4, 2020): 507–22, <https://doi.org/10.3233/IP-200253>.

A critical synthesis of these literature streams exposes a substantive theoretical and empirical gap. Existing scholarship predominantly evaluates either the macro-level systemic deployment of digital governance—without measuring its exclusionary procedural impact on non-corporate civic entities—or it assesses the democratic utility of youth organizations independent of the rigid statutory constraints of state fiscal management. The literature fails to reconcile how the architecture of digital public financial management structurally contradicts the constitutional mandate for civic empowerment at the grassroots local government level.

Unlike preceding studies that isolate the macro-level adoption of e-government or the sociological dynamics of youth activism, this research introduces a novel analytical paradigm by evaluating the explicit normative conflict between constitutional civic empowerment mandates and exclusionary digital administrative law. Specifically, this study investigates the regulatory friction between the compliance mandates of Law Number 16 of 2017 concerning Mass Organizations and the rigid verification architecture of the Indonesian Local Government Information System (SIPD-RI). Employing a socio-legal methodology focused on the Buol Regency Government, this article transcends formalistic doctrinal analysis to evaluate the functional operation of administrative law within a localized bureaucratic ecosystem. The novelty is further established by situating local administrative barriers within the global discourse on inclusive digital infrastructure, establishing that localized funding failures are indicative of a broader administrative paradigm prioritizing procedural compliance over substantive democratic participation.

This article argues that local government facilitation of regional student associations will remain structurally deficient absent the resolution of the contradiction between youth empowerment mandates and the uniform legal-formal requirements of the SIPD-RI framework. The prevailing administrative structure penalizes culturally fluid organizations by imposing corporate compliance standards, thereby defeating strategic state empowerment objectives. To resolve this regulatory impasse, this research argues that local governments must move beyond strict administrative compliance. The proposed solution involves the implementation of a hybrid regulatory framework—enacted via adaptive regional regulations (*Peraturan Daerah*)—supported by institutionalized digital administrative assistance. This mechanism satisfies central

government transparency mandates while preserving the operational autonomy necessary for sustainable regional youth collaboration.

2. Research Questions

Based on the empirical administrative realities and theoretical gaps identified in the introduction, the analytical trajectory of this research is guided by two fundamental problem formulations.

First, how is the implementation of the Buol Regency Government's authority in supporting and empowering regional student associations executed under the current, conflicting framework of constitutional mandates and rigid digital administrative law?

Second, what are the underlying structural, substantive, and cultural legal factors that systematically influence and ultimately constrain the optimization of the Buol Regency Government's performance in fostering these grassroots youth organizations in the digital governance era?

3. Research Method

To systematically analyze the structural tension between civic empowerment and digital administrative compliance, this study employs a socio-legal (normative-empirical) methodology. This hybrid design is necessary because a purely doctrinal analysis fails to capture bureaucratic bottlenecks within local government implementation, whereas an exclusively empirical approach lacks the constitutional framework required to evaluate administrative legitimacy.¹¹ This methodology is operationalized through four core components.

First, the research integrates statute, conceptual, and empirical case approaches. The statute approach evaluates hierarchical conflicts among the 1945 Constitution, Law No. 23 of 2014 (Regional Government), Law No. 16 of 2017 (Mass Organizations), and SIPD-RI regulations. The conceptual approach examines administrative discretion and good governance doctrines, while the empirical case approach grounds the study in the institutional practices of the Buol Regency Government.

Second, legal materials and data are categorized to secure both doctrinal and empirical validity. Primary empirical data originates from engagements with Buol Regency's National Unity and Politics Agency (Bakesbangpol), the Regional Financial and

¹¹ Afif Noor, "Socio-Legal Research: Integration of Normative and Empirical Juridical Research in Legal Research," *Jurnal Ilmiah Dunia Hukum* 7, no. 2 (April 27, 2023): 94, <https://doi.org/10.56444/jidh.v7i2.3154>.

Asset Management Agency (BPKAD), and regional student associations. Normative sources comprise primary legal materials (binding statutes and local regulations) and secondary materials, including recent literature and international institutional frameworks (e.g., UN Youth2030, OECD).

Third, data collection strictly aligns with the socio-legal framework. Empirical data was acquired through structured interviews and targeted observations of local officials and civic leaders to identify functional procedural barriers. Normative materials were compiled via literature review and institutional document tracking, specifically examining regional budget reports, standard operating procedures, and SIPD-RI digital interface constraints.

Fourth, the study applies a qualitative descriptive-analytical technique. Lawrence Friedman's Legal System Theory (substance, structure, and culture) operates as the primary analytical framework, synthesized with the UNDP Good Governance pillars (transparency, accountability, equity, inclusiveness). By mapping empirical bureaucratic practices against these theoretical parameters, the analysis employs deductive reasoning to evaluate the functional operation of the regulatory framework and formulate legally grounded administrative reforms.

B. DISCUSSION

1. The Implementation of Local Government Authority: The Administrative Clash of Norms

The authority of local governments to facilitate and finance civic organizations does not constitute discretionary philanthropy; it is a constitutionally mandated administrative obligation grounded in decentralized governance and human rights. Article 28 of the 1945 Constitution of the Republic of Indonesia unequivocally guarantees freedom of association, thereby compelling the state to engineer an enabling legal and fiscal environment for civic participation. This constitutional imperative is statutorily operationalized through Law Number 23 of 2014 concerning Regional Government, which designates community empowerment as a concurrent governmental function, and Law Number 16 of 2017 concerning Mass Organizations.¹² These statutory frameworks establish a non-derogable legal duty for local governments to empower regional civic

¹² Shinta Tri Lestari and Henry Darmawan Hutagaol, "Analisis Kebijakan Pemberian Penghargaan Dan Pengenaan Sanksi Atas Pelaksanaan Anggaran Pendapatan Dan Belanja Daerah," *AL-MANHAJ: Jurnal Hukum Dan Pranata Sosial Islam* 5, no. 1 (May 29, 2023): 755–72, <https://doi.org/10.37680/almanhaj.v5i1.2699>.

entities, explicitly recognizing student associations (*paguyuban mahasiswa daerah*) as critical institutional partners in regional development, civic education, and leadership succession.

Within the empirical context of the Buol Regency Government, these student associations function as vital socio-legal conduits, bridging the local administrative bureaucracy with the youth demographic pursuing tertiary education in external urban centers. Their structural potential to operationalize community empowerment, provide localized policy feedback, and execute regional social programs solidifies their standing as essential stakeholders in sustainable regional governance.

However, evaluating the implementation of this authority through a socio-legal paradigm reveals a systemic conflict of norms between the substantive constitutional objectives of youth empowerment and the procedural rigidities of modern digital administrative law. In recent years, Indonesian public administration has executed a macro-level shift toward digital governance to mandate absolute fiscal accountability. This is formalized through the compulsory implementation of the Local Government Information System (SIPD-RI) for all regional fiscal transactions, encompassing the disbursement of civic grants.¹³ While the SIPD-RI operates as an efficient systemic mechanism to mitigate localized political patronage, eliminate duplicate allocations, and standardize fiscal transparency, its regulatory architecture imposes a rigid, corporate-style verification matrix upon all prospective beneficiaries. To establish legal standing for government financial support, the digital system dictates that civic organizations must submit formal Notarial Acts of incorporation, ratification decrees from the Ministry of Law and Human Rights (Kemenkumham), registered institutional Taxpayer Identification Numbers (NPWP), and formalized hierarchical domicile certifications.¹⁴

This codified administrative regime is fundamentally incompatible with the sociological and organizational architecture of grassroots student associations. By definition, these associations operate as fluid, culturally bound, and horizontally governed entities. Relying on rotating collegiate leadership and volunteerism, they

¹³ Nikita Angelita Maria Nangoy, Jantje J. Tinangon, and Jessy D. L. Warongan, "Analysis of the Implementation and Implications of the Regional Government Information System (SIPD) in Regional Financial Management (Study in North Sulawesi Province)," *The Contrarian: Finance, Accounting, and Business Research* 4, no. 1 (April 27, 2025): 29–36, <https://doi.org/10.58784/cfabr.253>.

¹⁴ Rizky Amalia Putri, Marlina Marlina, and Dzaki Zain, "Reimagining Public Policy and Legal Education for Youth Civic Engagement in Indonesia: Bridging Structural Capacity Gaps," *Administratio: Jurnal Ilmiah Administrasi Publik Dan Pembangunan* 16, no. 2 (December 17, 2025): 171–86, <https://doi.org/10.23960/administratio.v16i2.533>.

structurally lack the institutional permanence and financial capacity requisite for formal corporate incorporation. Consequently, the local government experiences severe administrative paralysis. While the executive branch retains the political intent and constitutional mandate to disburse empowerment grants, the bureaucratic apparatus is legally constrained from bypassing the SIPD-RI's inflexible algorithmic prerequisites. This dichotomy produces a systemic administrative disenfranchisement wherein substantive justice—the constitutional right of the youth to participate in regional development—is entirely subordinated to procedural justice, defined here as strict adherence to digital compliance metrics. The implementation of state authority in Buol thus regresses into structural obstruction; appropriated funds remain unabsorbed, are diverted to formally registered but functionally dormant corporate entities, or are rendered inaccessible to the targeted demographic.

To systematically deconstruct this clash of norms, the structural disconnect between digital administrative requirements and the sociological characteristics of grassroots student associations is delineated in Table 1.

Table 1. Structural Disconnect Between SIPD-RI Legal Frameworks and Regional Student Associations

Administrative Dimension	SIPD-RI Legal-Formal Requirements (Procedural Law)	Sociological Reality of Regional Student Associations	Resulting Administrative Conflict
Legal Entity Status	Mandatory Decree from the Ministry of Law and Human Rights and formal Notarial Act.	Informal, culturally bound entities established via internal collegiate consensus lacking corporate charters.	Absolute inability to satisfy the primary digital verification gateway within the SIPD-RI.
Financial Identity	Mandatory institutional Taxpayer Identification Number (NPWP) and audited corporate bank accounts.	Fluid treasury managed via personal or temporary joint accounts due to high-turnover student leadership.	Rejection of grant disbursement due to non-compliance with state treasury and anti-money laundering protocols.
Institutional Domicile	Verified, permanent physical office infrastructure with tiered governmental domicile letters (SKDU).	Transient operational models, utilizing university common spaces, rented dormitories, or rotating secretariats.	Failure to satisfy physical verification audits executed by the National Unity and Politics Agency.
Governance Structure	Permanent, legally liable board of directors	Horizontally structured, volunteer committees with	Inability to establish the long-term contractual

	capable of executing binding state contracts.	annual turnover due to academic graduation cycles.	liability required for state fiscal accountability.
--	---	--	---

This localized administrative deadlock transcends domestic jurisdiction; situated within a global comparative discourse, it exemplifies a broader international crisis regarding the architecture of inclusive digital public infrastructure. Global policy frameworks, including the United Nations' Youth2030 Agenda and the OECD Digital Government Outlook, consistently emphasize the necessity of directing institutional funding to non-formal, youth-led organizations to cultivate agile civic leadership.^{15,16} However, the global transition toward unified, open-data fiscal platforms inadvertently engineers the systemic exclusion of informal civic spaces. Across advanced democracies and the Global South, grassroots entities are deprived of public resources due to their inability to navigate complex compliance matrices designed for corporate state contractors and established non-governmental organizations.

The contemporary academic discourse corroborates this empirical reality, yet highlights a critical gap that this research addresses. Foundational studies on digital government, such as Cordella and Tempini, argue that digital transformation often prioritizes standardized bureaucratic data collection over nuanced public service delivery, thereby transforming flexible agencies into rigid "system-level bureaucracies".¹⁷ Similarly, Gil-Garcia and Flores-Zúñiga assert that digitization must embody organizational adaptation rather than the mere electronic codification of archaic bureaucratic rules.¹⁸ While previous literature successfully identifies the exclusionary potential of e-government, it rarely dissects the explicit constitutional clash of norms occurring at the micro-level of localized youth empowerment.

This study advances the discourse by demonstrating that when local governments uniformly digitize corporate-focused compliance metrics without enacting adaptive regulatory carve-outs, they inadvertently construct "digital silos" that disenfranchise

¹⁵ United Nations, "Youth 2030 Global Progress Report."

¹⁶ OECD, *Digital Government Outlook 2026: From Foundations to Transformational Impact*.

¹⁷ Antonio Cordella and Niccolò Tempini, "E-Government and Organizational Change: Reappraising the Role of ICT and Bureaucracy in Public Service Delivery," *Government Information Quarterly* 32, no. 3 (July 2015): 279–86, <https://doi.org/10.1016/j.giq.2015.03.005>.

¹⁸ J. Ramon Gil-Garcia and Miguel Á. Flores-Zúñiga, "Towards a Comprehensive Understanding of Digital Government Success: Integrating Implementation and Adoption Factors," *Government Information Quarterly* 37, no. 4 (October 2020): 101518, <https://doi.org/10.1016/j.giq.2020.101518>.

marginalized demographic sectors. The empirical reality in Buol Regency mirrors this theoretical tension: the digital architecture of the state, ostensibly engineered to enhance democratic equity, operates practically as an exclusionary barrier to civic entry. This establishes an urgent doctrinal requirement for a hybrid paradigm of administrative law that calibrates digital anti-corruption mandates against the sociological realities of grassroots civic engagement.

2. Factors Constraining the Optimization of Local Government Performance: A Systemic Analysis

The structural deficiency of the Buol Regency Government in optimizing its statutory support for regional student associations cannot be reductively attributed to isolated administrative malfeasance, fiscal scarcity, or localized political bias. Rather, identifying the root causes and engineering viable regulatory solutions necessitates a rigorous socio-legal anatomy of the local bureaucracy. By operationalizing Lawrence Friedman's Legal System Theory—which analytically disaggregates the operation of law into Structure, Substance, and Culture—in conjunction with the United Nations Development Programme (UNDP) Good Governance parameters, this section provides a comprehensive diagnostic of the systemic constraints paralyzing administrative performance.^{19,20}

a. Legal Structure: The Rigidity of the Digital Bureaucratic Apparatus

Within Friedman's theoretical taxonomy, the legal structure denotes the institutional architecture and the procedural mechanisms through which statutory mandates are executed. In Buol Regency, the primary structural impediment is the severe administrative bottleneck generated by the fragmented interplay among the National Unity and Politics Agency (Bakesbangpol), the Regional Financial and Asset Management Agency (BPKAD), and the centralized algorithmic architecture of the SIPD-RI platform.

While existing literature, such as the studies by Firtin et al., predominantly conceptualizes the "digital divide" as a socio-economic deficit in broadband access or technological literacy, the empirical evidence from Buol reveals a distinct pathology: an *institutional and legal digital divide*.²¹ The centralized, binary logic of the SIPD-RI

¹⁹ Lawrence M. Friedman, *The Legal System: A Social Science Perspective* (New York: Russell Sage Foundation, 1975). Page, 80-100.

²⁰ Khandakar Qudrat-I Elahi, "UNDP on Good Governance," *International Journal of Social Economics* 36, no. 12 (October 16, 2009): 1167–80, <https://doi.org/10.1108/03068290910996981>.

²¹ Firtin et al., "Digital Accountability through E-Participation: The Moderating Role of the Digital Divide."

systematically strips local bureaucratic actors of requisite administrative discretion. When a student association submits a grant proposal, the digital system issues an automated rejection if formal corporate charters (e.g., Notarial Acts) are absent. This algorithmic gating mechanism overrides human administrative judgment, even when local Bakesbangpol officials empirically verify the historical legitimacy and societal utility of the association.

This structural reality corroborates Peeters' thesis on the "agency of algorithms" in administrative law, demonstrating that the delegation of verification processes to rigid digital systems transforms flexible public service agencies into exclusionary gatekeepers.²² Consequently, the local government structure operates purely as a punitive filtering mechanism rather than a facilitative apparatus. This procedural reality constitutes a direct violation of the UNDP Good Governance pillar of equity and inclusiveness, which mandates that the administrative structure must provide impartial avenues for all civic groups to access state resources, irrespective of their formal corporate capacity. Resolving this structural constraint requires the institutionalization of specialized task forces within Bakesbangpol dedicated to providing active "digital administrative assistance" (*pendampingan administratif digital*), thereby reintroducing human discretionary equity into the algorithmic workflow.

b. Legal Substance: The Absence of Adaptive Local Regulatory Frameworks

The legal substance comprises the binding norms, statutes, and derivative rules enforced by the structure. The critical substantive pathology constraining government performance in Buol is the profound vacuum of adaptive regional regulations (*Peraturan Daerah* or *Peraturan Bupati*). Currently, local governance defaults strictly to overarching national statutes (*Lex Generalis*) regulating corporate mass organizations, failing to enact derivative localized rules (*Lex Specialis*) that contextualize these mandates for youth empowerment.

Engaging with the contemporary discourse on transformative e-government, scholars such as Bannister and Connolly argue that the digitization of the public sector consistently fails when governments digitize archaic, restrictive compliance metrics

²² Peeters, "The Agency of Algorithms: Understanding Human-Algorithm Interaction in Administrative Decision-Making."

without executing corresponding substantive legal reforms.²³ Effective youth governance requires transitioning toward a "Beyond the Check" paradigm. To resolve the clash of norms, the Buol Regency Government must transcend mere passive compliance by promulgating targeted local regulations that legally reclassify regional student associations. Rather than forcing these entities into the standard taxonomy of corporate Non-Governmental Organizations (*Ormas formal*), the substantive law must recognize them as specialized cultural and youth entities (*entitas kepemudaan kultural*).

This substantive legal reform provides the statutory basis for implementing simplified, asymmetric accountability metrics. Table 2 delineates the required regulatory shifts to optimize administrative performance.

Table 2. Comparative Framework for Regulatory Reform: Restrictive vs. Adaptive Governance of Student Associations

Regulatory Domain	Current Substantive Framework (Restrictive)	Proposed Hybrid Local Regulation Framework (Adaptive)	Alignment with Global Governance Standards
Legal Classification	Categorized uniformly as standard Non-Governmental Organizations (NGOs).	Reclassified as Specialized Grassroots Youth/Cultural Entities.	Aligns with UN Youth2030 mandate for specialized youth-led organization support.
Verification Metric	Corporate incorporation (SK Kemenkumham).	Verified digital portfolio of regional civic activities and university endorsement.	Promotes the UNDP pillar of Inclusiveness and reduces the institutional digital divide.
Financial Accountability	Corporate audited accounts and strict procurement compliance.	Activity-based micro-reporting with digital open-data receipt tracking.	Ensures transparency (OECD standards) while maintaining administrative proportionality.
Government Role	Passive auditor and digital gatekeeper.	Active facilitator providing digital legal assistance and capacity building.	Fosters collaborative governance and cross-sectoral trust building.

By enacting these substantive modifications, the local government harmonizes the transparency mandates of the SIPD-RI with the fluid sociological realities of grassroots

²³ Frank Bannister and Regina Connolly, "ICT, Public Values and Transformative Government: A Framework and Programme for Research," *Government Information Quarterly* 31, no. 1 (January 2014): 119–28, <https://doi.org/10.1016/j.giq.2013.06.002>.

organizations, ensuring administrative law functions as an instrument of equitable empowerment.

c. Legal Culture: Bureaucratic Inertia and the Paradigm of Suspicion

The most entrenched systemic variable constraining administrative optimization is the prevailing legal culture—defined as the collective risk aversions, behavioral norms, and attitudes of the bureaucratic apparatus toward the law. In the context of post-reform Indonesian administrative law, regional financial management is heavily dictated by a paradigm of suspicion. Actuated by an acute risk aversion regarding potential prosecutorial scrutiny by the Supreme Audit Agency (BPK) or anti-corruption task forces, local executive behavior defaults to hyper-formalism.²⁴ Bureaucrats inflexibly adhere to the literal textual requirements of the SIPD-RI to shield themselves from allegations of maladministration or state financial loss. This culture of "defensive administration" consciously subordinates the substantive constitutional objective of youth empowerment to risk-averse compliance.

Conversely, among the student associations, there is a strong cultural resistance to state bureaucratization. Students often view the excessive, corporate-style administrative requirements not as a necessary transparency measure, but as a form of state co-optation or an unnecessary bureaucratic burden that severely detracts from their core activism, community service, and academic pursuits. This mutual distrust creates a stagnant legal culture that impedes collaborative regional development.

Conversely, a parallel culture of distrust permeates the student associations regarding state bureaucratization. These demographic cohorts perceive strict administrative prerequisites not as legitimate accountability safeguards, but as mechanisms of state co-optation that impose an unjustifiable bureaucratic burden on their core civic pursuits. This mutual cultural friction deviates drastically from the global trajectory toward inclusive digital citizenship. According to the United Nations' Youth2030 framework, successful state-youth synergy necessitates recognizing youth as equitable partners possessing independent agency, not as subordinate objects of audit compliance.²⁵ Furthermore, as demonstrated in literature concerning hypermedia-based governance, when formal bureaucratic arteries are obstructed by cultural hyper-

²⁴ Muazzinah Muazzinah et al., "The Effectiveness of the Aceh Ombudsman Representatives Maladministration Handling: An Insider Perspective," *BISNIS & BIROKRASI: Jurnal Ilmu Administrasi Dan Organisasi* 29, no. 3 (September 30, 2022): 166–76, <https://doi.org/10.20476/jbb.v29i3.1363>.

²⁵ United Nations, "Youth 2030 Global Progress Report."

formalism, citizens routinely bypass institutions entirely, severely undermining state legitimacy.²⁶

To resolve this cultural deadlock and optimize performance, the local apparatus must engineer a deliberate shift from a defensive auditing culture to an enabling, facilitative culture. Mechanistically, this requires the establishment of localized, integrated single-window portals—such as tailored *E-Hibah* platforms for youth—that act as a buffer to the national SIPD-RI system. By providing built-in reporting templates, securing open-data transparency to mitigate BPK audit risks, and offering proactive state-sponsored legal assistance, the local government can successfully formalize grassroots youth entities without compromising their essential cultural agility or triggering bureaucratic risk aversion.

C. CONCLUSION

The implementation of the Buol Regency Government's authority to empower regional student associations is currently paralyzed by a systemic clash of norms, wherein the substantive constitutional mandate for youth civic engagement is systematically subordinated to the exclusionary procedural rigidities of the SIPD-RI digital administrative framework. This administrative disenfranchisement is driven by an algorithmic legal structure that eliminates localized bureaucratic discretion and a substantive regulatory vacuum characterized by the absence of adaptive regional regulations capable of reclassifying grassroots entities outside rigid corporate parameters. Furthermore, the optimization of government performance is severely constrained by an entrenched legal culture of defensive administration, wherein local officials default to hyper-formalism to mitigate audit liabilities, subsequently fostering institutional distrust. To resolve this regulatory deadlock, local governments must promulgate asymmetric derivative regulations and institutionalize targeted digital administrative assistance, thereby harmonizing strict fiscal accountability with the equitable facilitation of non-formal civic spaces.

²⁶ Harliantara Harliantara, Didik Sugeng Widiarto, and Bahar Ozturk, "Visual Accountability and Digital Populism: The 'Digital Ombudsman' Model in Hypermedia-Based Governance," *Frontiers in Political Science* 8 (April 29, 2026), <https://doi.org/10.3389/fpos.2026.1816617>.

REFERENCES

- Affandi, Mochamad Arif, Kacung Marijan, and Dwi Windyastuti. "Participatory Budgeting in Indonesia: From the Policy Innovation to the Democracy Innovation." *The Journal of Society and Media* 6, no. 2 (March 25, 2023): 527–65. <https://doi.org/10.26740/jsm.v6n2.p527-565>.
- Alqarni, Wais, Safrizal ZA, Isnaini Muallidin, Afrijal Afrijal, and M Nur Akhyar. "The Role of Institutional Quality in Shaping Digital Governance in Decentralised Indonesia." *Journal of Contemporary Governance and Public Policy* 7, no. 1 (April 19, 2026): 83–106. <https://doi.org/10.46507/jcgpp.v7i1.793>.
- Bannister, Frank, and Regina Connolly. "ICT, Public Values and Transformative Government: A Framework and Programme for Research." *Government Information Quarterly* 31, no. 1 (January 2014): 119–28. <https://doi.org/10.1016/j.giq.2013.06.002>.
- Cordella, Antonio, and Niccolò Tempini. "E-Government and Organizational Change: Reappraising the Role of ICT and Bureaucracy in Public Service Delivery." *Government Information Quarterly* 32, no. 3 (July 2015): 279–86. <https://doi.org/10.1016/j.giq.2015.03.005>.
- Fırtın, Cemil Eren, Mert Akyuz, Ebru Tekin Bilbil, and Naci Karkin. "Digital Accountability through E-Participation: The Moderating Role of the Digital Divide." *Public Money & Management* 46, no. 5 (July 4, 2026): 610–22. <https://doi.org/10.1080/09540962.2025.2573784>.
- Friedman, Lawrence M. *The Legal System: A Social Science Perspective*. New York: Russell Sage Foundation, 1975.
- Gil-Garcia, J. Ramon, and Miguel Á. Flores-Zúñiga. "Towards a Comprehensive Understanding of Digital Government Success: Integrating Implementation and Adoption Factors." *Government Information Quarterly* 37, no. 4 (October 2020): 101518. <https://doi.org/10.1016/j.giq.2020.101518>.
- Harliantara, Harliantara, Didik Sugeng Widiarto, and Bahar Ozturk. "Visual Accountability and Digital Populism: The 'Digital Ombudsman' Model in Hypermedia-Based Governance." *Frontiers in Political Science* 8 (April 29, 2026). <https://doi.org/10.3389/fpos.2026.1816617>.
- Lestari, Shinta Tri, and Henry Darmawan Hutagaol. "Analisis Kebijakan Pemberian Penghargaan Dan Pengenaan Sanksi Atas Pelaksanaan Anggaran Pendapatan Dan Belanja Daerah." *AL-MANHAJ: Jurnal Hukum Dan Pranata Sosial Islam* 5, no. 1 (May 29, 2023): 755–72. <https://doi.org/10.37680/almanhaj.v5i1.2699>.
- Mergel, Ines, Noella Edelman, and Nathalie Haug. "Defining Digital Transformation: Results from Expert Interviews." *Government Information Quarterly* 36, no. 4 (October 2019): 101385. <https://doi.org/10.1016/j.giq.2019.06.002>.
- Muazzinah, Muazzinah, Saiful Akmal, Amrul Fadhil, and Reza Fathurrahman. "The Effectiveness of the Aceh Ombudsman Representatives Maladministration Handling: An Insider Perspective." *BISNIS & BIROKRASI: Jurnal Ilmu Administrasi Dan Organisasi* 29, no. 3 (September 30, 2022): 166–76. <https://doi.org/10.20476/jbb.v29i3.1363>.

- Nangoy, Nikita Angelita Maria, Jantje J. Tinangon, and Jessy D. L Warongan. "Analysis of the Implementation and Implications of the Regional Government Information System (SIPD) in Regional Financial Management (Study in North Sulawesi Province)." *The Contrarian: Finance, Accounting, and Business Research* 4, no. 1 (April 27, 2025): 29–36. <https://doi.org/10.58784/cfabr.253>.
- Noor, Afif. "Socio-Legal Research: Integration of Normative and Empirical Juridical Research in Legal Research." *Jurnal Ilmiah Dunia Hukum* 7, no. 2 (April 27, 2023): 94. <https://doi.org/10.56444/jidh.v7i2.3154>.
- Nurlinah, Muhammad Chaeroel Ansar, and Kuntala Chowdhury. "Impact of Government Digital Transformation on Citizen Trust and Participation: Evidence from Gowa Regency, Indonesia." *Frontiers in Human Dynamics* 7 (December 17, 2025). <https://doi.org/10.3389/fhumd.2025.1700582>.
- OECD. *Digital Government Outlook 2026: From Foundations to Transformational Impact*. Paris: OECD Publishing, 2026. <https://doi.org/10.1787/0496b2bc-en>.
- Peeters, Rik. "The Agency of Algorithms: Understanding Human-Algorithm Interaction in Administrative Decision-Making." Edited by Sarah Giest and Stephan Grimmelijsen. *Information Polity* 25, no. 4 (December 4, 2020): 507–22. <https://doi.org/10.3233/IP-200253>.
- Putri, Rizky Amalia, Marlina Marlina, and Dzaki Zain. "Reimagining Public Policy and Legal Education for Youth Civic Engagement in Indonesia: Bridging Structural Capacity Gaps." *Administratio: Jurnal Ilmiah Administrasi Publik Dan Pembangunan* 16, no. 2 (December 17, 2025): 171–86. <https://doi.org/10.23960/administratio.v16i2.533>.
- Quadrat-I Elahi, Khandakar. "UNDP on Good Governance." *International Journal of Social Economics* 36, no. 12 (October 16, 2009): 1167–80. <https://doi.org/10.1108/03068290910996981>.
- Satria, Indah, and Jamaludin Ghofur. "Public Participation as a Manifestation of Deliberative Democracy in the Drafting of Regional Regulations: Between Normative Ideality and Empirical Practice." *As-Siyasi: Journal of Constitutional Law* 6, no. 1 (June 25, 2026): 1–16. <https://doi.org/10.24042/as-siyasi.v6i1.28055>.
- Setiawan, Risman. "Administrative Law Analysis of Strategies for Improving Public Policy Quality in Indonesia." *Journal of State Public Policy* 1, no. 2 (April 30, 2026): 1–13. <https://doi.org/10.65101/jspp.v1i2.253>.
- United Nations. "Youth 2030 Global Progress Report." United Nations, 2026. <https://www.un.org/youthaffairs/en/youth2030/progress-report>.