

Needs Analysis For The Utilization of Artificial Intelligence In The Drafting of Regional Legal Products In Indonesia: A Case Study In The Provinces of West Java, Central Java, and East Java

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Received: 22/11/2025 Revised: 13/05/2026 Accepted: 14/05/2026 Available Online: 15/05/2026 Published: 15/05/2026

Abstract

In an increasingly advanced digital era, the use of Artificial Intelligence (AI) in the legislative process and the creation of legal products has become a significant innovation worth attention, especially for enhancing efficiency and accuracy. This study aims to analyze the use of AI from a siyasah dusturiyah perspective and analyze the need for AI utilization in the preparation of regional legal products in three main provinces of Indonesia: West Java, Central Java, and East Java. This research uses a qualitative method with a case study approach, involving secondary data analysis and interviews with policymakers and legal experts. The study findings indicate that the use of AI from a siyasah dusturiyah fiqh perspective can be understood as part of the development of contemporary ijihad. In addition, the implementation of AI has great potential to reduce administrative burdens, accelerate the legislative process, and improve the quality of regulations. However, several challenges remain, such as the readiness of technological infrastructure, AI-related regulations, and resistance from several stakeholders. These findings provide recommendations for strategic steps that regional governments can take to optimize the use of AI in the preparation of legal products.

Keywords: Artificial Intelligence; Legal Product Drafting; Regional Regulation; Technological Innovation.

Abstrak

Di era digital yang semakin maju, penggunaan Kecerdasan Buatan (AI) dalam proses legislatif dan pembuatan produk hukum telah menjadi inovasi signifikan yang patut diperhatikan, terutama untuk meningkatkan efisiensi dan akurasi. Studi ini bertujuan untuk menganalisis pemanfaatan AI dalam perspektif siyasah dusturiyah dan menganalisis kebutuhan pemanfaatan AI dalam penyusunan produk hukum daerah di tiga provinsi utama Indonesia, yaitu Jawa Barat, Jawa Tengah, dan Jawa Timur. Penelitian ini menggunakan metode kualitatif dengan pendekatan studi kasus, yang melibatkan analisis data sekunder dan wawancara dengan pembuat kebijakan dan ahli hukum. Temuan studi menunjukkan bahwa penggunaan AI dalam perspektif *fiqh*

siyasah dusturiyah dapat dipahami sebagai bagian dari perkembangan *ijtihad kontemporer*. Disamping itu, implementasi AI memiliki potensi besar untuk mengurangi beban administratif, mempercepat proses legislatif, dan meningkatkan kualitas regulasi. Namun, terdapat beberapa tantangan, seperti kesiapan infrastruktur teknologi, regulasi terkait AI, dan resistensi dari beberapa pemangku kepentingan. Temuan ini memberikan rekomendasi untuk langkah-langkah strategis yang dapat diambil pemerintah daerah untuk mengoptimalkan pemanfaatan AI dalam penyusunan produk hukum.

Kata kunci: Kecerdasan Buatan; Penyusunan Produk Hukum; Regulasi Daerah; Inovasi Teknologi.

INTRODUCTION

The drafting of Regional Regulation Drafts (Raperda) is a crucial aspect of governance at the regional level. Raperda not only regulates various aspects of community life within the region but also serves as a legal foundation for regional policies. As an instrument with binding legal power, Raperda must meet applicable legal standards and be prepared through a comprehensive and careful legal drafting process¹.

In practice, the process of drafting a Regional Regulation Draft (Raperda) is not simple. The drafting of legislation, both at the central and regional levels, requires a series of stages involving multiple parties, including legal drafters, legal experts, political stakeholders, and the community. At the regional level, the challenges in drafting Raperda tend to be more complex, especially due to limitations in human resources, infrastructure, and adequate technological support².

One of the fundamental issues faced in the drafting of Regional Regulation Drafts (Raperda) in various regions is the limited legal resources that support the drafting process. Regional regulation drafters are often confronted with a limited number of human resources, while the volume of Raperda that must be drafted continues to increase. Additionally, the regulations drafted must go through a harmonization process to ensure alignment with higher-level legislation and to avoid conflicts with other regulations. This harmonization process is one of the

¹ Khaidir, Afriva, Suryanef, and Zikri Alhadi. 2020. "Legal Drafting Dalam Formulasi Kebijakan Otonomi Daerah Bidang Pendidikan Di Kabupaten 50 Kota Provinsi Sumatera Barat." *Humanus* 19(2).

² Bungo, STIA Setih Setio Muara, and S. H. Nanang Al Hidayat. 2017. "Implementasi Legal Drafting Dalam Proses Penyusunan Peraturan Daerah Kabupaten/Kota (Studi Pada Sekretariat Dewan Perwakilan Rakyat Daerah (DPRD) Kabupaten Bungo)." *Serambi Hukum* 11(1).

biggest challenges, given the numerous regulations that need to be analyzed and considered³.

Another common issue is the inability to access legal information quickly and accurately. Although various legal information systems, such as the Legal Documentation and Information Network (JDIH), are available, these systems have yet to provide up-to-date and comprehensive information. This forces legislative drafters to search for information manually, slowing down the regulation drafting process. On the other hand, technological advancements, particularly Artificial Intelligence (AI), offer a potential solution to address this issue⁴.

AI has been adopted across various sectors to enhance work efficiency and accuracy. In the legal sector, the application of AI is increasingly popular in developed countries such as the United States, the United Kingdom, and other European nations. AI has been used to assist lawyers, judges, and legal researchers in analyzing legal documents, drafting legal memoranda, and quickly retrieving relevant regulations. However, the application of AI in the context of regulation drafting in Indonesia, particularly at the regional level, remains very limited⁵.

Based on literature review, the use of AI across various fields, including law, has been studied by several researchers. For instance, a study conducted by Tri Wahyudi⁶ demonstrates the utilization of AI in various sectors, including its contribution to legal analysis. This research emphasizes the importance of AI in meeting legal needs tailored to Indonesian society. Another study by Paulus Wisnu Yudoprakoso⁷

³ Handayani, I Gusti Ayu Ketut Rachmi. 2013. "PEMBENTUKAN PERATURAN DAERAH BERBASIS LINGKUNGAN DALAM RANGKA MEWUJUDKAN PRAKTIK-PRAKTIK GOOD GOVERNANCE DI DAERAH." *Yustisia* 2(1).

⁴ Hatta, Muhammad, Sumiadi, Husni, and Nurarafah. 2023. "Pelatihan 'Legal Drafting' Pada Fakultas Syari'ah Institute Agama Islam Negeri Malikussaleh, Lhokseumawe, Aceh." *Academica: Jurnal Pengabdian Kepada Masyarakat* 1(2).

⁵ Putri, Mariska Cahyani, Annisa Febyanti, Saskia Azzahra, and Nurul Amaliyah Putri. 2024. "Pengaruh Penggunaan Artificial Intelligence Dalam Pembentukan Peraturan Perundang-Undangan." *Jurnal Kajian Ilmu Sosial, Politik dan Hukum* 1(2).

⁶ Wahyudi, Tri. 2023. "Studi Kasus Pengembangan Dan Penggunaan Artificial Intelligence (AI) Sebagai Penunjang Kegiatan Masyarakat Indonesia." *Indonesian Journal on Software Engineering (IJSE)* 9(1).

⁷ Yudoprakoso, Paulus Wisnu. 2019. "Kecerdasan Buatan Sebagai Alat Bantu Proses Penyusunan Undang-Undang Dalam Upaya Menghadapi Revolusi Industri 4.0 Di Indonesia." *Simbur Cahaya* 25(2)

highlights the role of AI as a supporting tool in the drafting process of legal products, focusing on using AI to accelerate and improve accuracy in the legislative process in Indonesia, particularly in facing the industrial revolution era. Furthermore, in their study, Arya Satya Pratama et al.⁸ analyzed the impact of automation and AI on human performance, which is also relevant in the legal context. This article illustrates how skills-needs analysis through AI can be adapted for policy and regulation drafting. Additionally, Kirana Rukmayuninda Ririh et al.⁹ provide a SWOT analysis of AI implementation in Indonesia, offering insights into the challenges and opportunities of AI adoption, including in legal and regulatory contexts. However, to date, there has been no research specifically examining how AI can be applied in drafting regional regulations in Indonesia.

This research aims to address these needs. Focusing on three provinces in Indonesia, namely Central Java, East Java, and West Java, this study will explore the perspectives and needs of stakeholders regarding the use of AI in the drafting process of regional regulations. Additionally, this research will identify the challenges faced by regional legislative drafters in the process of drafting Regional Regulation Drafts (Raperda).

The primary objective of this research is to explore how AI can be implemented to support the role of legislative drafters in drafting Regional Regulation Drafts (Raperda) more effectively and efficiently. The specific objectives to be achieved through this research include: 1) Identifying the challenges faced by regional legislative drafters in the Raperda drafting process, including those related to human resources, technological infrastructure, and administrative and political aspects; 2) Exploring the perspectives and needs of stakeholders regarding the use of AI in the regional regulation drafting process; 3) Proposing an AI implementation model to support the legal drafting process in the regions, considering the needs and challenges encountered.

This research is expected to make a significant contribution to the development of legal policies at the regional level, particularly in terms

⁸ Pratama, Arya Satya et al. 2023. "Pengaruh Artificial Intelligence, Big Data Dan Otomatisasi Terhadap Kinerja SDM Di Era Digital." *Jurnal Publikasi Ilmu Manajemen (JUPIMAN)* 2(4).

⁹ Ririh, Kirana Rukmayuninda, Nur Laili, Adityo Wicaksono, and Silmi Tsurayya. 2020. "Studi Komparasi Dan Analisis Swot Pada Implementasi Kecerdasan Buatan (Artificial Intelligence) Di Indonesia." *J@ ti Undip: Jurnal Teknik Industri* 15(2).

of AI technology utilization. Practically, the findings of this study can serve as a guide for regional governments in formulating policies related to the application of AI in drafting regional regulations. Additionally, this research is anticipated to benefit academics and legal practitioners interested in further exploring the use of technology in the legal field.

RESEARCH METHODS

This research employs a qualitative research method with a case study approach focused on three provinces in Indonesia: West Java, Central Java, and East Java. The qualitative approach was chosen because this research aims to deeply understand the phenomenon of the use of Artificial Intelligence (AI) in the drafting of regional legal products, including the various dynamics, needs, and challenges faced in the practice of forming regional regulations. The case study approach is used to obtain an empirical picture of the implementation of AI in the legal drafting process in each region, which has different government characteristics, digital capacity, and regulatory complexity. This research also uses a socio-legal approach because it not only analyzes the normative aspects of law but also examines the practice of implementing technology in regional governance.

Data sources in this study consist of primary and secondary data. Primary data were obtained through in-depth interviews with several informants who are considered to have a direct relationship with the process of drafting regional legal products, namely regional legislative drafters, regional government officials, policy makers, academics, and experts in the fields of Artificial Intelligence technology and constitutional law. Semi-structured interviews were conducted to obtain comprehensive information regarding the needs, opportunities, obstacles, and implications of using AI in the development of regional legal products. Meanwhile, secondary data were obtained through literature review and document analysis, including laws and regulations, government policies related to digital transformation and AI, academic papers, scientific journals, books, articles, and various literature relevant to the use of AI in the legislative process and the perspective of *fiqh siyasah dusturiyah*.

Data collection techniques in this study were carried out through interviews, documentation, and literature review. All data obtained were then analyzed using qualitative descriptive analysis techniques with the stages of data reduction, data presentation, and conclusion drawing. The analysis was conducted systematically to identify patterns, relationships, and important substances related to the implementation of AI in the

development of regional legal products. In addition, this study used source triangulation and data triangulation techniques to test the validity and consistency of information obtained from various research sources. Through these analytical methods, this study is expected to provide a comprehensive picture of the needs, challenges, and relevance of using Artificial Intelligence in the development of regional legal products from the perspective of positive law and *fiqh siyasah dusturiyah*.

RESULTS AND DISCUSSION

Analysis of the Utilization of Artificial Intelligence from the Perspective of Fiqh Siyasah Dusturiyah

Jurisprudence (fiqh siyasah dusturiyah) is a branch of Islamic constitutional law that examines the relationship between the state, rulers, society, and public policy within the framework of public administration that is oriented towards the welfare of the people. In the theory of *Islamic jurisprudence (fiqh siyasah dushariyah)*, the state is given the authority to establish public policy as long as it does not conflict with sharia principles and aims to safeguard the public interest (*maslahah al-'ammah*). This concept demonstrates that Islamic law is adaptive to social and technological developments, including the use of Artificial Intelligence (AI) in modern governance.

The development of AI technology in government administration and regulatory formation can essentially be understood as part of the transformation of state governance toward a digital governance system. In the Indonesian context, the need for AI in the drafting of regional legal products is increasing due to the high complexity of regulations, numerous overlapping norms, and limited human resources for drafting legislation. Data from the Ministry of Law and Human Rights shows that every year thousands of regional legal products must undergo a harmonization process with higher-level regulations. At the same time, many regional regulations are revoked due to conflicts with central regulations or the public interest¹⁰. This situation demonstrates the urgency of using technology that can improve the effectiveness and quality of the legal drafting process.

From the perspective of *Islamic jurisprudence (fiqh siyasah duhuriyah)*, the use of AI in the formation of regional legal products can be analyzed through a *maslahah approach*. The principle of Islamic

¹⁰ Wicaksono, Dian Agung, and Faiz Rahman. 2020. "Penafsiran Terhadap Kewenangan Mengatur Pemerintahan Daerah Dalam Melaksanakan Urusan Pemerintahan Melalui Pembentukan Peraturan Daerah." *NEGARA HUKUM* 11(2).

jurisprudence states that "*jalbul mashalih wa dar'ul mafasid*," meaning bringing benefit and preventing harm, is the primary objective of legal formation. AI has the ability to accelerate the legislative process, conduct systematic legal analysis, detect norm conflicts, and assist in the automatic harmonization of regulations. Therefore, the use of AI can be categorized as an instrument that supports the creation of effective, efficient, and responsive governance to the needs of the community. This aligns with the basic principles of Islamic governance, which places the welfare of the people as the primary orientation of state policy.

The concept of *maslahah* in *Islamic jurisprudence* is also closely related to the objectives of sharia (*maqashid al-syari'ah*), particularly in safeguarding reason (*hifz al-'aql*), safeguarding wealth (*hifz al-mal*), and maintaining social order. The use of AI in regulatory development can help governments generate more accurate policies based on social, economic, and community needs data. With the support of *machine learning* and *natural language processing technologies* , local governments can develop regulations that are more adaptive to societal developments and digital dynamics. In this context, AI can be viewed as a form of *modern administrative ijtihad* aimed at improving the quality of public services and the effectiveness of legal development.

In addition to the principle of *maslahah (benefit for benefit)* , the use of AI in the development of regional legal products is also related to the concept of *trust* and responsibility of power. In Islam, the government, as *the authority in authority*, has an obligation to uphold justice, protect the rights of the people, and ensure that state policies do not cause harm. Therefore, the use of AI must not diminish the government's moral and constitutional responsibility in the legislative process. AI can only be positioned as an administrative aid, while substantive decisions must remain in the hands of humans, who hold legal and public policy authority.

This perspective is crucial because AI is essentially an algorithm-based system that processes data. AI lacks the moral, ethical, and spiritual dimensions that humans possess. In *Islamic jurisprudence (fiqh siyasah industriyah)* , public policymaking is assessed not only from the perspective of administrative efficiency but also from the perspective of justice (*al-'adl*), public concern, and the protection of public rights. Therefore, even though AI is capable of producing legal recommendations quickly, the final decision must still consider ethical aspects and social values that only humans can comprehensively understand.

The principle of justice (*al-'adl*) is a fundamental element in the formation of Islamic law. The use of AI that results in discrimination, algorithmic bias, or unequal access to justice contradicts the principle of justice in Sharia. The risk of algorithmic bias is a serious issue because AI operates based on data input into the system. If the data is unrepresentative or contains certain tendencies, the results of AI analysis can also produce biased policies. In a legal context, this condition can lead to substantive injustice for certain communities. Therefore, the use of AI in the formation of regional legal products must be carried out transparently, accountably, and legally and ethically justifiable¹¹.

In addition to justice, the principle of *shura*, or deliberation, also holds significant relevance in the use of AI in regional legislative processes. In the Islamic constitutional system, deliberation is a fundamental principle in public policy formation, involving community and stakeholder participation. While AI can provide data-driven recommendations, the legislative process must still involve legislative institutions, academics, civil society groups, and the general public. The use of AI should not eliminate deliberative democratic mechanisms in the formation of regulations. Therefore, technology should be positioned as a tool to support decision-making, not as a substitute for the political process and public participation.

The use of AI from the perspective of *Islamic jurisprudence* can also be understood as part of the development of *contemporary ijtihad*. In the history of Islamic law, technological developments and social change have always been responded to through an *ijtihad* approach to address societal needs. As long as technology is used to support the public interest and does not conflict with sharia principles, its use is acceptable. The fiqh principle "*al-ashlu fil mu'amalat al-ibahah illa an yadulla dalil 'ala tahrimiha*" emphasizes that essentially every form of muamalah and innovation is permissible as long as there is no evidence prohibiting it. Therefore, the use of AI in legal drafting can be accepted as a form of modern government innovation to improve the quality of legal services and state administration.

However, *Islamic jurisprudence* also emphasizes the importance of limiting power and overseeing the use of technology by the state. The government must ensure that AI is not used arbitrarily for specific

¹¹ Subawa, I Made Mulyawan. 2024. "Challenges of Using Artificial Intelligence in Contract Drafting: How Should AI Legal Liability Be?" *Kertha Patrika* 46(2).

political interests, as a tool to legitimize power, or as an instrument of oversight that violates public rights. The use of AI must remain within the framework of the constitution, the principles of the rule of law, the protection of human rights, and the ethics of Islamic governance. Therefore, the integration of AI in the formation of regional legal products must be implemented proportionally and transparently, while still placing humans as the primary actors in the legislative process.

AI Utilization Needs Based on Challenges Faced by Regional Drafters

One of the main challenges for drafters, especially at the regional level, is the need to analyze and process large volumes of legal texts relevant to the legal products being drafted. This process involves reviewing existing regulations, comparing with other regional regulations, and ensuring alignment with national policies. AI can provide automated text analysis tools that help drafters examine and sort relevant information more quickly and accurately. This technology can highlight keywords, identify key legal concepts, and simplify data for further analysis.

The use of these AI tools will reduce the time spent studying relevant regulations, allowing drafters to focus on the decision-making process. Additionally, AI can offer advanced search features that enable drafters to locate relevant texts within seconds and provide summaries of complex legal documents, making them easier to understand and analyze. This reduces the administrative burden and improves efficiency, which is crucial in the legislative process, often constrained by tight deadlines.

In the drafting process of legal products, legal drafters must ensure that new regulations do not conflict with existing laws at the local or national level. A highly useful AI feature for this purpose is a legal consistency detection tool, which can identify potential conflicts or inconsistencies between the draft regulation and other regulations. This technology utilizes algorithms capable of analyzing the alignment of legal concepts and terms across various documents, allowing drafters to detect legal issues early in the drafting process.

By detecting potential legal conflicts early, AI can assist drafters in making adjustments or revisions to the regulation being drafted before the legislative process moves to the next stage. This not only saves time but also reduces the risk of creating legal products with deficiencies or conflicts with other laws, which could lead to lengthy and costly revisions later. This tool is essential in a dynamic legislative

environment, where new regulations must be harmonized with an ever-evolving legal framework.

One important aspect of drafting legal products is decision-making based on data. To ensure that regional regulations reflect the needs of the community and the local context, legal drafters need access to relevant data, whether from socio-economic statistics, demographics, or even survey results from the community. AI enables the collection and analysis of this data in a more efficient and comprehensive manner. AI can identify trends, analyze data on a large scale, and turn that information into policy recommendations relevant to drafters.

This technology helps drafters understand the issues that are most important to the local community and adjust the substance of the law being made. For example, in the case of regulations related to natural resource management, AI can provide data on environmental conditions, community perceptions, and future needs projections, all of which are very useful for forming more responsive and targeted policies.

AI can also play a role in assisting the drafting of legal documents efficiently. In some cases, AI can generate a basic draft based on given instructions or data, which can then be refined by legal drafters. AI is capable of converting complex information into a more structured legal draft, including standard formatting and appropriate legal language. This is highly beneficial in accelerating the drafting process and ensuring compliance with applicable formats.

This feature not only eases the workload of drafters but also ensures that the initial draft meets legal and grammatical standards, thereby maintaining the quality of the draft. However, it is important to note that AI here acts only as an assistant that prepares the basic draft, while the final decisions and adjustments remain with the drafters, who have a deeper understanding of the legal substance and local context.

Sentiment Analysis Tools to Measure Public Perception of Policies

In an era where public participation in the legislative process is increasingly important, AI-based sentiment analysis tools can add value for legal drafters. This technology can be used to collect and analyze public sentiment towards proposed policies using data from social media, surveys, or other online platforms. This information enables drafters to understand how the public receives or rejects the policies being drafted and adjust the legal substance accordingly.

Understanding public perception is crucial for legal drafters who aim to produce legal products that are not only legally valid but also

supported by the public. This can help create policies that are more inclusive and responsive to the actual needs of society.

In the context of applying AI in the legal drafting process, the expected transformation is a reduction in manual workload and an increase in efficiency. AI has the potential to speed up several key stages in drafting Regional Regulations (Raperda), such as: 1) Legal Research; 2) Regulatory Harmonization Analysis; 3) Format and Standardization Checking; and 4) Legal Diction and Phrase Recommendations.

One of the biggest challenges in legal drafting is researching relevant regulations. Currently, this process is still very manual, with drafters having to search for provisions one by one across various applicable regulations, including laws, government regulations, and ministerial regulations. AI can help expedite this process by conducting automatic searches, identifying relevant regulations, and providing recommendations for suitable provisions to be included in the Raperda. For instance, AI can use natural language processing (NLP) to read regulatory texts and search for keywords related to the issues being addressed in the Raperda. Thus, AI can provide more accurate and comprehensive search results compared to manual research.

The drafting of legislation, particularly in the regulatory harmonization stage, is a crucial step in the formulation of regional regulations, as each draft regional regulation (Raperda) must be consistent with higher regulations, whether at the national or international level. AI can play a role in conducting this harmonization analysis automatically, for instance by comparing the Raperda text with existing regulations and providing notifications if there are inconsistencies or conflicts. With this capability, AI can act as a kind of 'plagiarism checker' for legislation (Bernard and Daniel 1992).

AI can also be used to check the status of regulations, such as whether a law or government regulation is still in force, has been amended, or has been repealed. This is very important because many regulations in Indonesia undergo changes or repeal, but the latest information is often not well recorded in the legal documentation system.

Another common issue in drafting regional regulations (Raperda) is the inconsistency of the document format with established standards. Every piece of legislation in Indonesia must follow a specific format, in terms of text structure, word choice, and layout. AI can be used to automatically check the compliance of the Raperda format with

applicable standards, saving drafters from the time-consuming task of manual checks¹².

Another difficulty often faced by legal drafters is choosing the right words and phrases when drafting provisions. Legal diction must be clear, consistent, and free from ambiguity. AI can be trained to provide recommendations on the appropriate diction based on an analysis of previous legislation. For example, AI can identify phrases frequently used in certain legal provisions and recommend their use in the draft regional regulation (Raperda) being prepared.

Types of AI and Their Application in the Process of Drafting Regional Legal Products

In the context of drafting regional legal products, the application of AI has significant potential to increase efficiency and accuracy. Based on the needs identified in this research, several types of AI technology can be implemented to support legal drafting, particularly in the process of drafting regional regulations. The following are the types of AI and their potential applications:

Natural Language Processing (NLP)¹³ is a branch of AI that enables computers to understand, analyze, and generate human language. In the formation of legal products, NLP can be used to:

Tabel 1. Types of AI Application

No.	Application	Description
1	Semantic and Syntactic Analysis	NLP can also be used to analyze academic texts or draft regulations from a semantic and syntactic perspective. An AI system equipped with NLP capabilities can identify errors in the use of legal terms or inconsistencies in sentence structure and provide recommendations for improvements. Moreover, NLP can help identify ambiguous or unclear phrases, making the drafted

¹² JDIH Pemerintah Kabupaten Banyuwangi. 2024. "Pemerintah Bakal Gunakan Teknologi AI Untuk Rancang Peraturan." *JDIH.banyuwangikab.go.id*. <https://jdih.banyuwangikab.go.id/berita/detail/pemerintah-bakal-gunakan-teknologi-ai-untuk-rancang-peraturan> (October 4, 2024).

¹³ Kang, Y. et al. 2020. "Natural Language Processing (NLP) in Management Research: A Literature Review." *Journal of Management Analytics* 7(2).

	regulations clearer and easier to understand.
2 Automatic Translation	In some cases, legal documents relevant to drafting regional regulations may be written in a foreign language, especially when referring to international regulations or foreign laws. NLP can be applied to produce accurate automatic translations of these texts, allowing legal drafters to understand the broader legal context without having to wait for manual translations."
3 Searching for Relevant Regulations	NLP can assist regional regulation drafters in finding regulations relevant to the topic being drafted. With NLP capabilities, the system can read and understand complex legal texts, as well as search through various available legal databases, such as the Legal Documentation and Information Network (JDIH). The system can identify relevant articles, classify them according to the desired theme or topic, and display the legal status of those regulations (whether they are still in effect, have been amended, or have been repealed). This helps overcome the slow and inefficient process of manual searching.

Machine Learning (ML)¹⁴ is an AI technology that allows computers to learn from data and improve their performance over time. In the context of forming regional legal products, ML has several potential applications:

¹⁴ Rahmani, A. M. et al. 2021. "Machine Learning (ML) in Medicine: Review, Applications, and Challenges." *Mathematics* 9(22).

Tabel 2. Types of ML Application

No.	Application	Description
1	Identification of Patterns and Trends in Regulation Formation	By using ML algorithms, an AI system can learn patterns in the drafting of regional regulations based on data from previous regulations. This system can identify the most common or effective elements in regulation structures, such as article formats or legal language styles. As a result, the system can provide data-driven recommendations to legal drafters on how to draft regulations more efficiently and in accordance with applicable standards.
2	Policy Impact Prediction	ML can be applied to predict the impact of a regional regulation being drafted. Based on historical data from previous regulations, the system can analyze the potential social, economic, and political impacts of implementing a new regulation. This allows legal drafters to consider long-term impacts and anticipate potential issues that may arise after the regulation is enacted.
3	Plagiarism Detection and Regulation Sources	One of the challenges faced by legal drafters is identifying the sources of regulations used in the draft text. ML-based AI can be used to detect similarities between draft texts and existing regulations, similar to plagiarism detection applications. This system not only detects similar text but can also identify which regulation the text is derived from and whether there are copyright infringements or other legal violations.

Expert Systems¹⁵ are a form of AI designed to mimic the decision-making abilities of a human expert in a specific field. In the context of forming regional legal products, Expert Systems can be used to provide automated legal consultation to drafters.

Tabel 3. Types of ES Application

No.	Application	Description
1	Legal Decision Support System	Expert Systems can provide recommendations on articles or regulations that should be included in a draft regional regulation based on the legal analysis programmed into the system. This system can act as a 'virtual legal consultant,' helping legal drafters make decisions by considering various relevant legal and policy factors.
2	Compliance Check against Legal Standards	Expert Systems can also be used to ensure that the drafted regulation complies with applicable legal standards, both in terms of substance and format. The system can check whether the document format meets the established rules, such as font type, font size, margins, and article structure. This is very helpful for legal drafters, considering that regulations that do not meet the applicable format standards are still often found.

Automated Document Generation is a type of AI designed to automatically generate legal documents based on user input. This

¹⁵ Maulida, A. et al. 2023. "Analisis Metode Forward Chaining Pada Sistem Pakar: Systematic Literature Review." *Jurnal Manajemen, Ekonomi, Hukum, Kewirausahaan, Kesehatan, Pendidikan Dan Informatika (MANEKIN)* 1(4).

technology can be highly beneficial in the process of forming regional legal products¹⁶.

Tabel 4. Types of ADG Application

No.	Application	Description
1	Automated Draft Regulation Creation	With input consisting of key points to be included in the regulation, an AI system can automatically generate a draft regulation that complies with the applicable legal format. This includes drafting articles, clauses, and using correct legal language. This process can reduce the time required by legal drafters to prepare a regulation draft from scratch while ensuring that the resulting draft meets the applicable standards.
2	Academic Manuscript Preparation	AI systems can also be used to prepare academic manuscripts, which are an important part of the regional regulation drafting process. By relying on available data and analysis, AI can assist in writing certain parts of the academic manuscript, such as the background, literature review, and analysis of relevant regulations. Of course, the manuscript generated by AI needs to be reviewed and further adjusted by humans, but it can significantly speed up the process of preparing the academic manuscript.

¹⁶ Nguyen, Binh An Patrick, and Hendrik Scholta. 2024. "A Method for the Collaborative and Semi-Automated Generation of Conceptual Models from Legal Regulations in Public Organizations." In *International Conference on Electronic Participation*, eds. Marius Rohde Johannessen et al. Cham: Springer Nature Switzerland.

AI-based chatbots can also be implemented to help drafters obtain the information they need quickly and efficiently¹⁷.

Tabel 5. Types of AI-Based Chatbot Application

No.	Application	Description
1	Automated Consultation	Legal A chatbot can be programmed to answer basic questions about the legal drafting process or relevant regulations. For example, if a drafter needs clarification regarding the format of a regulation document or specific provisions in a particular law, they can consult directly with the chatbot, which provides answers based on available data.
2	Legal Education for the Community	In addition to assisting legal drafters, AI-based chatbots can also be used to provide legal education to the general public about regional regulations that are in effect or will be implemented. The chatbot can answer public questions about specific regulations, provide accurate and up-to-date information, and help increase public participation in the process of regional regulation formation.

The types of AI discussed above offer various ways to support and enhance the process of forming regional legal products. From NLP, which can facilitate legal research and legal language checking, ML that helps predict policy impacts and identify legal patterns, Expert Systems that act as virtual legal consultants, to Automated Document Generation that automatically drafts regulations. All of these technologies, if properly applied, can significantly reduce the workload of legal drafters and improve quality and efficiency in the regional regulation drafting process. However, it is important to remember that AI is a tool that

¹⁷ Imogen, P. Vimala, J. Sreenidhi, and V. Nivedha. 2024. "AI-Powered Legal Documentation Assistant." *Journal of Artificial Intelligence* 6(2).

requires human supervision, particularly in a legal context that requires a deep understanding of cultural, social, and political aspects.

- a) To provide a clearer picture of how AI can be integrated into the regulation drafting process, below is an illustration of the stages that can be supported by AI in legal drafting:
- b) **Problem Identification Stage:** In the initial stage, AI can assist in context analysis by filtering relevant data from various sources of information, including policy reports, news, and legal documents related to the issue being regulated. AI can provide recommendations on issues that need to be regulated in the draft regional regulation (Raperda) based on developing legal trends.
- c) **Drafting Stage:** Once the problem is identified, AI can be used to assist in drafting the Raperda. AI can provide suggestions on the structure of the document, formatting, and content of each article. Additionally, AI can help correct grammatical errors or diction that do not comply with legal standards.
- d) **Harmonization Stage:** After the draft is written, AI can check the compliance of the draft with higher regulations. AI can analyze the Raperda draft text and compare it with relevant laws, government regulations, and other regulations. If inconsistencies are found, AI will provide notifications and suggestions for corrections.
- e) **Substantive Review Stage:** At this stage, AI can be used to analyze the substance of the Raperda to determine whether it aligns with the intended policy objectives. AI can provide recommendations on articles that need to be improved or added to make the regulation more effective in achieving its objectives.

Revision and Finalization Stage: After the draft is revised based on AI recommendations, AI can be used to conduct a final check on the format and substance of the document before it is submitted to the legislature for approval. AI can also assist in preparing the academic manuscript required as a supporting document for the submission of the Raperda.

AI as a Tool Not a Replacement for Legal Drafters

In the context of formulating regional legal products, legislative drafters play a crucial role in ensuring that the resulting regulations meet

standards of legality, ethics, and justice. Although Artificial Intelligence (AI) offers various capabilities to streamline and simplify the legislative process, AI's role should be positioned as a supporting tool for drafters rather than as a replacement. This is essential to maintain legal quality and integrity, considering that legislation involves moral, ethical, and social considerations that cannot be fully entrusted to technology.

AI has the capability to expedite administrative tasks within the legislative process, such as gathering data, analyzing documents, or detecting potential legal conflicts. For example, AI can automate the search for relevant regulatory data and perform comprehensive text analysis in a short time. This allows drafters to focus on in-depth analysis and strategic decision-making, while basic tasks can be completed faster and more efficiently with the help of technology.

However, a deep understanding of legal substance and policy remains the domain of human drafters. Legislation requires comprehensive legal interpretation and an understanding of the social and cultural contexts underpinning regulations. While AI can provide information and recommendations, the ability to comprehend and adapt legal substance to societal needs remains with the drafters, who are knowledgeable about legal principles and societal values. Legislative decisions often necessitate an understanding of social implications that cannot be processed linearly by AI algorithms.

In drafting legal products, ethical considerations and social values are highly significant. Legislative drafters not only consider legality but also prioritize principles of justice and equity as the foundation for creating regulations that serve the public interest. Despite its sophistication, AI still has limitations in understanding complex and subjective moral values.

A key example of the need for ethical considerations arises when drafting regulations on sensitive issues, such as human rights or the protection of vulnerable groups. Drafters must ensure that such regulations are not only legally valid but also ethical and acceptable to the broader community. While AI can help by providing data on how similar regulations have been implemented elsewhere, the final decision on implementation and adjustment should rest with drafters who understand local culture, norms, and societal values.

One of AI's main advantages in the legislative context is its ability to quickly detect inconsistencies or legal conflicts. AI can analyze hundreds or even thousands of legal documents to identify potential conflicts that human drafters might overlook due to time constraints.

This technology can highlight sections that might conflict with higher or existing regulations, allowing drafters to make adjustments early.

Nevertheless, responsibility and accountability for legal products remain in the hands of drafters. While AI can assist with detection and verification processes, final decision-making remains a human prerogative. In other words, AI should not be regarded as the final authority in the legislative process. This accountability is essential because every decision in lawmaking can directly impact people's lives, and drafters must ensure that the products they create are ethically and legally accountable.

Although AI cannot replace drafters, the collaboration between AI technology and human legal expertise offers great potential to enhance the quality of legislation. By supporting administrative and analytical tasks, AI provides drafters with the space to focus more on substantive aspects and the quality of legal products. AI can quickly provide access to relevant legal data, analyze public sentiment, or even offer policy impact simulations, all of which can aid drafters in making more informed decisions.

In this collaboration, AI functions as an assistant that enriches and accelerates the legislative process, while the drafter remains the primary actor in determining the substance and direction of policy. This collaboration also enables legislation to be more responsive to changes in data and social developments that occur rapidly. For example, in drafting regulations on environmental issues, AI can analyze climate data or land use trends and suggest appropriate regulations, yet drafters still bear the responsibility of adjusting the regulation to principles of sustainability and public welfare.

To ensure that AI use in legislation remains within ethical boundaries, it is essential to establish guidelines and limitations on how AI can be employed. Drafters have a role in designing an ethical framework that restricts AI's role in the development of legal products, ensuring that this technology does not disrupt legal values and principles of justice. These guidelines can also ensure that AI is used transparently and accountably, and that the data produced by AI remains verifiable and accountable by drafters. In practice, these ethical guidelines are vital to ensure that the resulting decisions meet desired standards and that AI is used only to support, not to determine, the legislative process. Thus, AI serves as a tool that enhances the drafters' work quality without diminishing their accountability.

Challenges of AI Implementation in Regional Legislation

Although artificial intelligence (AI) offers various potential benefits in supporting the efficiency and quality of regional legislation, the implementation of this technology faces quite complex challenges. Some of the main challenges that need to be considered in the context of regional legislation in Indonesia include limited technological infrastructure, human resource (HR) readiness, an immature regulatory framework, and social acceptance factors. Addressing and overcoming these challenges is crucial to ensure that AI can be effectively and responsibly integrated into the legislative process.

One of the main challenges in implementing AI at the regional government level is the limitation of adequate technological infrastructure. Many regions in Indonesia still lack access to advanced technology and strong digital infrastructure, such as stable internet connections, capable hardware, and software compatible with modern AI systems. AI requires specific infrastructure, including large data storage capacity and fast computing capabilities, to support its functions in analyzing large and complex datasets.

In some regions, this technological infrastructure is not yet optimally available, hindering the ability of regional governments to access and implement AI solutions. Without adequate infrastructure, AI will not be able to work optimally, and its potential benefits for regional law drafters become limited. Therefore, investing in building technological infrastructure in the regions is an important step to support the sustainable implementation of AI.

Another challenge in applying AI to legislation is human resource readiness, particularly in terms of the technical skills and knowledge required to effectively utilize this technology. AI requires specific technical knowledge, involving expertise in software usage, data analysis, and interpreting the results produced by AI systems. At the regional government level, the lack of competent human resources in the field of technology remains a significant barrier.

Regional legislative drafters are often not equipped with the skills needed to make full use of AI in the legislative process. This necessitates special training and competency development programs for drafters and regional government employees who will work with AI technology. By providing relevant training, the government can enhance the capacity of human resources to operate and utilize AI effectively, allowing AI to play its role in the legislative process optimally.

The use of AI in the legislative process requires a comprehensive regulatory framework to ensure that this technology is used safely, ethically, and in accordance with applicable legal principles. Regulations governing the use of AI in legislation have not been specifically implemented in Indonesia. In the context of law and public administration, such regulations are essential to provide guidelines and boundaries on how AI can be used, ensuring there is no data misuse and protecting public privacy.

Without a clear regulatory framework, risks such as algorithmic bias, data breaches, or automated decisions that do not align with legal values become greater. Therefore, specific regulations on the use of AI in legislation are needed to ensure transparency, accountability, and protection of personal data. A comprehensive regulatory framework will also provide public confidence that AI technology is used responsibly by regional governments.

Another factor that needs to be considered is social acceptance and public trust in the use of AI in the legislative process. The public may still be skeptical or even concerned about the use of AI in policymaking and legal products that may directly affect their lives. These concerns may arise from a lack of understanding of how AI works and how this technology can affect legislative outcomes.

To increase social acceptance, regional governments need to conduct intensive socialization about the benefits and limitations of AI. This socialization is important so that the public understands that AI is used to help improve the efficiency and quality of the legislative process, without replacing the role of humans in making final decisions. By increasing transparency regarding how AI works, regional governments can build public trust, allowing the community to be more open to the presence of AI in the legislative process.

The use of AI in legislation also brings ethical challenges, especially regarding accountability for decisions supported by AI. Since AI works based on algorithms and data, there is a risk that the decisions or recommendations produced may be influenced by bias or incomplete data. Without strict control, AI may produce inaccurate or unfair results in the legislative context.

Accountability is an important element that must be upheld in the use of AI, especially in the legal and public policy sectors. Decisions based on AI results still require validation from human drafters or decision-makers to ensure that those results align with legal values and principles of justice. Additionally, ethical guidelines need to be

developed to regulate the use of AI to ensure that this technology does not undermine legal integrity and that the resulting legal products remain accountable.

CONCLUSION

This study shows that the use of Artificial Intelligence (AI) in the development of regional legal products has significant implications for the modernization of legislative governance in Indonesia. AI can improve the efficiency and quality of the legal drafting process through fast and accurate data analysis capabilities, detection of norm inconsistencies, and the provision of data-based legal recommendations. The presence of AI allows regulatory drafters to focus more on substantive aspects, justice, and the alignment of regulations with public interests, while administrative and analytical work can be performed more effectively by technology. From the perspective of *fiqh siyasah dusturiyah*, the use of AI can be understood as a form of contemporary *ijtihad* aimed at realizing public welfare, as long as its use remains within the framework of ethics, justice, and state oversight of the use of technology in the legislative process.

The findings of this study also show that the implementation of AI in the development of regional legal products still faces several fundamental challenges. Limited digital infrastructure in various regions is a major obstacle that prevents AI from being implemented optimally. Furthermore, human resource readiness is still relatively low, particularly regarding technical capabilities in operating AI systems and understanding the analytical results produced by the technology. This study also found that the absence of specific regulations regarding AI governance in the legislative process has the potential to raise issues of ethics, data security, accountability, and protection of public rights. In this context, *fiqh siyasah dusturiyah* emphasizes that the use of technology by the state must remain limited by the principles of trustworthiness, justice (*al-'adl*), and responsibility of power to prevent harm to society.

Based on these findings, this study recommends the need for strategic and comprehensive steps to support the implementation of AI in the process of forming regional legal products. Regional governments need to strengthen digital infrastructure development, increase human resource capacity through AI technical and ethical training, and develop adaptive regulations related to AI governance in the public sector. These regulations must include the principles of transparency, personal data protection, algorithm accountability, and oversight mechanisms for the

use of AI in the legislative process. With appropriate policy support, AI can be an important instrument in accelerating the formation of effective, responsive, and quality regulations without neglecting the principles of justice, public participation, and state responsibility. Proper AI implementation will also strengthen public trust in a more modern, adaptive, and public-benefit oriented regional legislative process.

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