

Reforming Legal Documentation and Information Governance: Advancing Transparency and Accountability in University Legal Services

Bayangsari Wedhatami ¹  , Anhar Dana Putra ² ,
Riskha Alkadri ¹ , Ayup Suran Ningsih ¹ , Laga Sugiarto ¹ 

¹ Faculty of Law, Universitas Negeri Semarang, Semarang, Indonesia

² Monash University, Melbourne, Australia

 Corresponding email: wedhatamii@mail.unnes.ac.id

Abstract

Transparency and accountability are essential for building trustworthy legal services in universities. Universities are expected to provide accessible legal information while managing legal documents in a clear and responsible way, in line with applicable regulations. In this regard, the way legal documentation and information are governed has a significant impact in shaping the quality of university legal services. Using a qualitative socio-legal approach, the research relies on descriptive analysis based on empirical findings. This study addresses research gaps by mapping the current state of legal documentation governance at universities in Indonesia and proposing a model for managing legal documentation and information through a specialized

legal repository. The research shows that stronger legal services can be achieved through better integration of legal documentation systems, the development of the Legal Documentation and Information Network, improved human resource capacity, and regular evaluation. These efforts help make legal services more transparent, accountable, and effective. This study makes a substantive contribution to the field of research. First, it presents a systematic mapping of the state of legal document management systems at Indonesian universities, identifying six structural barriers that have not previously been categorized in the academic literature. Second, this study develops a model and strategies for fostering a culture of legal document management at universities. Overall, this study highlights that strengthening legal documentation and information governance is essential for embedding transparency and accountability in university legal services. This requires not only regulatory compliance but also sustained institutional commitment and practical reforms in implementation.

Keywords

Legal Documentation and Information; University Legal Services.

A. Introduction

Public information disclosure is one of the basic needs in the fulfillment of a democratic system. Public information disclosure is needed by the community and citizens. The right of citizens to obtain information is explicitly stated in Article 28 F of the UUD NRI 1945. Everyone has the right to get information and to seek and obtain information using available channels. The right to obtain information is a human right and an important feature of the principle of popular sovereignty for the realization of good state administration.¹ Everyone's right to information is also contained in Article 19 (2) of the ICCPR 1996, which states that everyone has the liberty of expression, including

¹ Martitah, et al. *Hukum Keterbukaan Informasi Publik di Indonesia: Harmonisasi, Sinkronisasi, dan Problematika Penyelesaian Sengketa*. 2019 Semarang: Badan Penerbit Fakultas Hukum UNNES, p. 65

the freedom to seek, receive, and impart information. Thus, public information disclosure is an absolute requirement for the fulfillment of human rights and constitutional rights for the citizen in Indonesia.

Public information disclosure in Indonesia is regulated by Law No. 14/2008 on Public Information Disclosure. The purpose of this law is to ensure the demands of the public's right to access information as part of efforts towards good governance. This law not only regulates the right to information, but also regulates the public's right to information. In principle, public information is expected to be provided in a transparent manner and readily available to the public or stakeholders. However, there are exceptions for exempt public information; access to this information is limited to protect the public interest.²

The development of a modern state relies on the foundational principles of the rule of law, democracy, and good governance.³ Good governance can be understood as a governance framework aimed at ensuring openness, accountability, and integrity. The basic concept of good governance include the principles of transparency and accountability.⁴ The value of transparency means openness in governance. This includes openness to public information. Meanwhile, the principle of accountability itself means that every action taken by government administrators must be accountable to the public.⁵ The principles of transparency and accountability can be measured by the disclosure of public information.

In the principle of Indonesian rule of law, Indonesia establishes itself as a state based on law. Every administration of government affairs in Indonesia is based on applicable laws and regulations. This certainly

² Dhoho A. Sastro, et al. *Mengenal Undang-Undang Keterbukaan Informasi Publik*, 2010 Jakarta: Lembaga Bantuan Hukum Masyarakat bekerjasama dengan Yayasan Tifa, p. 20-24

³ Henk Addink, *Good Governance: Concept and Context*. 2019, USA : Oxford University Press, p. 3

⁴ Sedarmayanti, *Good Governance dan Good Corporate Governance*, 2002. Bandung: CV Man-dar Maju, p. 13-20

⁵ A. Junaidi Karso, *Buku Ajar Good Governance*, 2022, Yogyakarta: Penerbit Samudra Biru, p. 19

has consequences for the number of legal products issued by state administrators. Based on data from the website peraturan.go.id, the number of regulations currently in force is 55,385. Given the large number of regulations and laws in Indonesia, one of the agendas for revitalization and legal reform in Indonesia is regulatory structuring.⁶ Regulatory structuring is achieved by organizing the database of legislations and regulations. The arrangement of the database of laws and regulations further gave birth to the National Legal Documentation and Information Network (JDIHN), which was stipulated through Presidential Regulation No. 33/2012 on concerning the JDIHN.

The arrangement of the data base of laws and regulations is based on the consideration that legal documentation and information that is well organized and managed in a national network so that it is easily accessible to the public is inseparable from the implementation of good, transparent and accountable governance. The realization of the governance of legal documentation and information that is complete and easily accessible, of course, needs to be built a system of cooperation in integrated and integrated governance considering that legal documentation and information are spread across various government agencies and other institutions.⁷

The governance of legal documentation and information is not only carried out by the Central Government and Local Governments. Mandated by Presidential Regulation No. 33/2012, JDIHN members are in addition to government agencies, including law libraries at state universities and private universities. Universities in organizing services in the field of education certainly need to realize good university governance. The manifestation of good university governance can be the achievement of one of the goals of SDG's to be achieved, namely peace,

⁶

<https://jateng.kemenkumham.go.id/pusat-informasi/artikel/8000-kemenkumham-jateng-dorong-pembentukan-integrasi-jdih-pada-perguruan-tinggi-jawa-tengah>

⁷ Consideration of Forming Presidential Regulation Number 33 of 2012 concerning the National Legal Documentation and Information Network, <https://peraturan.go.id>

justice, and strong institutions. The governance of the implementation of education by universities is measured by the existence of public information disclosure as a form of accountability for the implementation of educational services. This public information disclosure is one of the achievement indicators in the universities' strategic plan, namely increasing governance and autonomy.

Universities establish various legal products, such as rector regulations, rector decisions, and senate regulations. These legal products need to be published not only to the academic community in the universities but also to the public as the implementation of legal services, except for information that is excluded according to statutory provisions. This publication is expected to increase meaningful participation by the academic community in the development of legal products at universities. Information disclosure carried out by the universities shows the existence of good university governance, especially in terms of transparency and accountability. This information disclosure is one of the indicators of the realization of democracy because the community can also carry out meaningful participation in responding to policies or legal products established by the universities.

In the context of national legal development, legal products, including those issued by universities, need to be built and cultivated so that they can be easily accessed and integrated. The formation of legal products in the universities needs to be supported by a legal documentation and information governance system that is archived in an orderly, organized, and integrated manner. This legal documentation and information governance system is ideally realized through the JDIH.

Some universities already have an archive governance system for legal documents and information in a data base, but it is still limited, accessibility is not yet open to the public, and has not been integrated with the National JDIH. Based on data submitted by the Head of the JDIHN, as of 2023, only 18 of the 400 JDIHs at universities in

Indonesia have websites and are integrated with the JDIHN.⁸ In fact, the universities have an important role in strengthening an integrated JDIH through the Tri Dharma of Universities. Legal documentation and information is not only limited to legal products, but also includes legal articles, monographs and legal news. JDIH managed by the universities will play a major role in legal education to the public and the realization of one integrated and easily accessible national data.

This article aims to provide an analysis of the legal framework governing the management of legal documentation and legal information in higher education institutions; identify weaknesses in the current management of such documentation and information; and formulate a model for fostering good governance of legal documentation and legal information.

This research use a juridical-empirical analytical approach, utilizing the statutory, conceptual, and comparative approaches between Indonesia and Australia. The analysis was conducted qualitatively using descriptive-analytical techniques. This study employs a qualitative socio-legal research design that combines normative legal analysis with empirical field research. This article is expected to make a significant contribution to the development of good university governance.

Although Presidential Regulation No. 33/2012 has sought to encourage all universities to establish a dedicated repository for legal documentation and information through the JDIH, research and literature examining how legal documentation and information are managed through the JDIH remain very limited. Existing research focuses more on the management of legal documentation and information at the ministry, non-ministerial state agencies, and local government levels; research on higher education institutions remains very limited. There has been no previous research that examines the implementation of legal documentation and information management, including the institutional structure, resources, and the use of a

⁸ The presentation of the Central Java Provincial Legal Bureau as presented in the FGD on JDIH Management Assistance for Universities at Universitas Negeri Semarang, 5 Maret 2024

specialized repository integrated into the JDIH at the national level. This study aims to address research gaps by mapping the current state of legal documentation and information governance at higher education institutions and proposing a model to support the management of legal documentation and information within a dedicated repository.

Based on the above issues, the problems that will be discussed in this study are related to how the governance of legal documentation and information in the universities? and how the reform can be implemented in governing legal documentation and information in the universities to advance transparency and accountability? The analysis of these two research questions will make contributions through its novelty. First, it examines the state of legal documentation and information governance, identifying the obstacles and challenges. Second, it proposes a model for managing and fostering legal documentation and information governance through a specialized repository of legal instruments, nationally integrated via the JDIH.

B. Legal Document and Information Governance in The Universities

The right to equal education without discrimination is a constitutional right, as stated in Article 31 of the 1945 Constitution. Every person has the right to advance through education and to access information to develop themselves and their social environment. This article provides the foundation for the administration of education in Indonesia. As public institutions that provide education, universities are obligated to ensure the fulfillment of citizens' constitutional rights.⁹ The right to education requires adequate standards of accountability for its delivery, including, in this context, the freedom to access information.

The right of citizens to obtain information is explicitly stated in Article 28 F of the 1945 Constitution of the Republic of Indonesia. Everyone has the right to obtain information and to seek and obtain information using available channels. The right to obtain information is

⁹ Manan, M. The Implementation of the Right to Education in Indonesia. *Indonesia Law Review*, 5 No. 1 (2015): 51–68. <https://doi.org/10.15742/ilrev.v5n1.137>

a human right and an important feature of the principle of popular sovereignty to realize good state administration. Everyone's right to information is also contained in Article 19 (2) of the ICCPR 1996, which states that everyone has the freedom of expression, including the freedom to seek, receive, and impart information.

The universities, as a subsystem of the national education system, have a strategic role in educating the nation's life and advancing science and technology. Law No. 12 of 2012 on Higher Education established the regulatory framework for the operation of higher education institutions in Indonesia (Article 62) and governs their governance, with organs/bodies that perform functions in decision-making, management, oversight, and providing advice. This provision serves as the basis for establishing an accountable governance system in higher education institutions. The universities have a role in realizing a superior and quality generation supported by advances in information systems.¹⁰ Universities are required to be open and responsible in the development of knowledge, as stated in various policies. Good university governance can lead to a well-performing organization.¹¹

According to Shattock's theory, good university governance is not only about formal institutional structures but also about the entire decision-making mechanism that connects the interests of all stakeholders. Good governance must strike a balance among academic freedom, sound and transparent governance, and accountability in public service. Universities have different characteristics compared to other government institutions or corporations because their primary purpose is public service in the field of education, a non-profit endeavor. Shattock's theory highlights good university governance as a clear division of authority, accountability in public services, transparency of information, and the prioritization of participation and inclusivity.¹²

¹⁰ Muhammad Tajuddin, et al. *Kesuksesan Sistem Informasi Perguruan Tinggi dan Good Univer-sity Governance*, 2016, Malang: UB Press, p. 17

¹¹ Rulyanti Susi Wardhani and Suhdi, *Tata Kelola Perguruan Tinggi*, 2020, Surabaya: Scopindo Media Pustaka, p. 19

¹² Rulyanti Susi Wardhani and Suhdi, p.15-18.

Amaral and Magalhães also state that modern university governance requires the participation of all stakeholders—both the academic community and external parties—so that decision-making is participatory and accommodates the needs of those associated with the institution.¹³ Good university governance is measured not only by adherence to administrative procedures but also by its ability to support performance through sound governance that maintains academic quality.

In order to implement the Tri Dharma of Universities, it is necessary to have a legal basis for the implementation of every program. This legal basis is realized in the form of regulation (regeling), decree (beschikking), and other policy regulations. Policies that are stated in these legal products need to be informed to the public, especially for those directly affected by the policy. The Constitution guarantees the right of everyone to obtain information and to seek and obtain information using available media.

In Indonesia, the public's right to obtain information is regulated in Law No. 14/2008 on Public Information Disclosure. Article 7 of the Public Information Disclosure Law requires every public agency to provide, disclose, and/or publish public information under its authority to applicants for public information, except for information that is exempted in accordance with the provisions. This obligation includes: (1) making information available and providing it promptly, at low cost, and through simple means; (2) establishing and developing information and documentation systems of public information so that management can ensure transparency, efficiency, and accessibility; and (3) providing written justifications for every policy adopted to fulfill every person's right to public information.

This law not only regulates the right to information, but also regulates the right of access to information. In principle, public information is open and accessible to the public. However, there are

¹³ Amaral, A., & Magalhães, A. (2002). The emergent role of external stakeholders in European higher education governance. In A. Amaral, G. A. Jones, & B. Karseth (Eds.), *Governing higher education: National perspectives on institutional governance*. Kluwer Academic Publishers. p.2

exceptions for exempted public information; access to this information is limited as a form of protection of the public interest. Transparency is a principle closely related to open access to information. Transparency cannot be interpreted merely as providing access to information, because it also ensures that such information is complete, accurate, and easily accessible to the public. Transparency and accountability are interrelated because they embody key aspects of democracy, grounded in the public's constitutional right to access clear and complete public data. Transparency enables university stakeholders to understand decision-making processes, thereby fostering participatory oversight.¹⁴

Government Regulation No. 4 of 2014 provides more detailed technical provisions regarding the governance of higher education institutions. This regulation requires higher education institutions to have an internal quality assurance system and a transparent reporting system. The universities must also comply with the minimum standards for public services to ensure easy access to information. These standards regulate response times for information requests, procedures for objections and information disputes, and the obligation to provide information to everyone, including vulnerable groups, and to ensure inclusivity as stated in The Information Commission Regulation No. 1 of 2021.

Legal products determined by universities, such as Rector Regulations, Senate Regulations, and Board of Trustees Regulations, are included in the category of laws and regulations in accordance with the provisions of Article 8 of Law Number 12 of 2011 concerning the Establishment of Legislation, juncto Law Number 13 of 2022. Other legal products such as Decree and other Policy Regulations are also the basis for organizing the Tri Dharma of Universities.

Philipus M. Hadjon introduces the concepts of preventive and repressive legal protection from the perspective of Indonesian administrative law. Preventive legal protection is reflected in the

¹⁴ OECD. (2024). *Anti-Corruption and Integrity Outlook 2024: Transparency of Public Information*. OECD Publishing. p.55.
<https://doi.org/10.1787/968587cd-en>

formulation of sound regulations and procedural systems that prevent violations. In contrast, repressive legal protection is provided through dispute-resolution mechanisms and the imposition of sanctions. Comprehensive legal documentation management is a preventive measure that aims to prevent conflicts and irregularities in the delivery of legal services at universities.¹⁵

In the forming of legal products, it is necessary to supervise so that the legal products materially do not contradict the applicable laws and regulations and formally the forms and stages of formation do not contravene the existing provisions. In addition, these legal products must also be openly accessible. With this transparency, it can provide the fulfillment of meaningful participation so that it can produce good quality of legal products and realize good university governance.

From the perspective of administrative law, public universities are public legal entities subject to the AUPB principle, including legality, transparency, and accountability. Ridwan HR explained that the principle of transparency in public administration law requires every public body to be open to the public's interests and aspirations and to provide opportunities for the public to participate in decision-making.¹⁶

After a legal product is enacted, the next step is to collect documents or manage legal documents and information. The activities of managing legal documents and information include collecting, processing, storing, preserving and utilizing legal documents and information. Legal documents are legal products in the form of laws and regulations or legal products other than laws and regulations, which include but are not limited to court decisions, jurisprudence, legal monographs, legal magazine articles, legal books, legal research, legal studies, academic papers, and legislation. Meanwhile, legal information is all data and information contained in legal documents.

Based on Presidential Regulation No. 33/2012 on the National Legal Documentation and Information Network, the legal documents

¹⁵ Hadjon, P. M. *Perlindungan Hukum bagi Rakyat di Indonesia*. 2007, Surabaya: Peradaban, p. 2-5

¹⁶ Ridwan HR, *Hukum Administrasi Negara*, 2017, Jakarta: Rajawali Pers, p. 234-236

and information governance are accomplished through the Legal Documentation and Information Network (JDIH). The governance of legal documentation and information is intended to:

- a. ensure the creation of a unified and integrated governance of legal documentation and information in various government institutions and other institutions;
- b. ensure the availability of legal documentation and information that is complete and accurate, and can be accessed quickly and easily;
- c. develop cooperation between agencies in the context of providing legal documentation and information; and
- d. improve the quality of national legal development and services to the public as a form of good and transparent governance.

Based on this presidential regulation, one of the members included in the JDIH is Higher Education. Universities also need to build a JDIH system and integrate the JDIH they manage with the National JDIH. Thus, ideally, a nationally integrated legal documentation and information system can be realized for government agencies, government institutions, local governments, and universities.

However, the ideal of realizing a nationally integrated legal documentation and information governance system has various challenges. Based on the results of research conducted by researchers, there are various conditions faced in legal documentation and information governance in the universities. Reforming legal documentation and information governance is a big task for the universities in the midst of other big tasks that must be completed.

There are at least five main factors that hinder the realization of transparency and accountability in higher education legal services in Indonesia. The first is organizational culture. A culture of secrecy long entrenched in the education bureaucracy is a major obstacle to implementing information transparency. The bureaucratic system in

Indonesia is still characterized by a closed, exclusive culture that limits public access to information and decision-making processes.¹⁷

The second is the limited number of human resources. Legal service units at many Indonesian universities are still managed by staff who lack specialized legal expertise, and there are no dedicated units focused on legal matters. A lack of understanding of information disclosure regulations, unfamiliarity with international standards for managing legal documents, and insufficient training and capacity building pose serious obstacles. Research findings of Sukrisno indicate that limitations in organizational and human resource capacity are among the primary obstacles to implementing the principles of good university governance, including transparency and accountability.¹⁸

The third is the limitations in technological infrastructure. Not all universities have adequate information technology infrastructure to support a modern legal document management system. The limitations include constraints in storage servers, reliable networks, document management software, and robust cybersecurity.

The fourth is regulatory fragmentation and policy inconsistencies. The management of legal documentation at universities is governed by various regulations at different levels, which are often inconsistent with existing university conditions. Presidential Regulation No. 33/2012 on the National Legal Documentation and Information Network, for example, stipulates that university law libraries manage the JDIH. However, not all universities have a law library, and documentation of legal products is handled by university-level units rather than faculty-level ones. Uncertainty of responsibility in managing legal documentation and information, as well as a lack of comprehensive technical guidance from the government, create conditions that hinder effective implementation.

¹⁷ Indonesia Corruption Watch. (2005, March 2). *Memberantas Korupsi Tanpa Transparansi*.

<https://antikorupsi.id/id/article/memberantas-korupsi-tanpa-transparansi>

¹⁸ Sukrisno, H. The Performance of Management Accountability in Private Higher Education and Its Problem in the Implementation of Good University Governance. *International Journal of Criminology and Sociology*, 9 (2020): 306–314. <https://doi.org/10.6000/1929-4409.2020.09.36>

The fifth is the weakness of enforcement mechanisms. Although regulations on public information disclosure have been in place since 2008, enforcement mechanisms against public agencies that fail to comply with these disclosure requirements remain weak.

Based on the results of the research, the reform of legal documentation and information management in universities still faces several structural and institutional challenges, including the following:

- a. The absence of Legal Documentation and Information Network (JDIH) systems integrated with JDIHN

The challenge faced by universities is that not all of them have JDIH. JDIH has not yet become a culture in managing legal documentation and information. In addition, the absence of a special unit that handles legal affairs is also a challenge. The governance of legal products from formation to documentation should be carried out separately by a special work unit such as the Law Office. Some universities still combine legal affairs under the work unit that handles general, personnel and legal affairs. In order to optimize the development of JDIH, a special work unit is needed that specifically handles the formation of legal products such as Rector Regulations and Rector Decrees for the governance and documentation of legal documentation and legal information through JDIH.

- b. The independent management of legal archives through internal systems

Some universities independently archive legal documents and information through internal systems developed at universities. Legal documents and information have not been integrated with the National JDIH. Archiving through this internal system causes limited access only to the academic community at the universities; parties outside cannot access the information. Of course, this has not fully actualized openness and good university governance. This system can limit the participation of the community and policy affectees.

- c. The absence of the specialized JDIH management committee

In the absence of a legal documentation and information system, there is certainly no specific JDIH committee, even though the JDIH

team is required, as the task of managing legal documents and information is not that easy. In addition, in terms of organization, universities are also part of the National JDIH organization based on Presidential Regulation Number 33 of 2012 concerning the National Legal Documentation and Information Network. This JDIH committee will be incorporated organizationally to facilitate supervision and guidance of legal documentation and information governance. In Central Java itself, for example, the Central Java Provincial JDIH committee oversees the District / City JDIH committee and the universities' JDIH committee in Central Java to facilitate communication, governance implementation, and reporting assistance. JDIH Universities not only manage legal products, but also include legal articles, monographs, and legal news.

d. The limited of legal resources

Another challenge faced by universities in managing legal documentation and information through the integrated JDIH system is the limited human resources in the field of law at the university level. The acculturation of legal documentation and information governance has not been well known in universities due to the diversity of scientific backgrounds at the university level. This lack of human resources in the field of law can lead to the lack of legal documentation and information governance. Whereas legal products such as the Rector's Regulation issued become the basis for organizing education. The transparency and accessibility of information is very critical, as the regulations and decisions issued by universities become the basis of policy.

e. Unoptimized institutionalization of legal documentation at the unit level

The cultivation of legal documentation and information governance at the work unit level can be argued not yet optimal because not all work units are understand how the formation of legal products at the work unit level such as Dean's Regulations and Dean's Decisions up to governance of these legal product documents. Archiving documents individually, rather than integrating them, can limit the ease of access to information on legal products at the work unit level. Vice

versa, work units will also have difficulty accessing legal documents and information issued at the university level.

f. The lack of collaboration with JDIH management authorities

The next challenge faced by universities is that not all universities have yet collaborated with JDIH managers such as the Provincial Legal Bureau, the Ministry of Law, and the National Law Development Agency. This cooperation is needed because with collaboration, coordination related to the governance of legal documents and information can be easier. Moreover, the Universities JDIH committee is included as part of the National JDIH organization. In terms of organization, the JDIH Universities also need to foster synergy with the Provincial JDIH Managers, the Ministry of Law, and BPHN, especially in developing the JDIH website and integrating the JDIH Universities with the National JDIH.

Based on legal documentation management practices at universities, we conclude that effective legal documentation management can help reduce legal risks from the perspective of civil law, criminal law, public administration law, and constitutional law. From a civil law perspective, orderly document management—particularly for agreements (MOUs and MoAs)—can reduce the risk of disputes. Proper management of legal documents can facilitate the verification of an agreement's existence and validity and help prevent financial losses. Effective management of contract documentation can reduce the risk of contractual disputes within public organizations.

In administrative law perspective, proper documentation of policies and decision-making procedures can reduce the risk of lawsuits against the university in the Administrative Court (PTUN). Administrative decisions supported by legal documentation and well-designed policymaking processes will make it easier for institutions to demonstrate compliance with the general principles of good governance (AUPB), including legality, transparency, and accountability.

From a criminal law perspective, particularly regarding corruption offenses, a robust system for documenting legal instruments and

documents—such as those related to the procurement of goods and services, asset management, and finance—can limit opportunities for misconduct and fraud. Research shows that weaknesses in documentation systems are a significant factor contributing to corruption in the higher education sector and public institutions. The availability of easily accessible and transparent documents can reduce the risk of governance fraud in public institutions, including universities.

From a constitutional law perspective, regulations at the university level must comply with the hierarchy of regulations and the procedure for forming regulations, in accordance with Law No. 12/2011, jo Law No. 13/2022 on the Formulation of Laws and Regulations. Although regulations within the university environment are not always categorized as legislation in the formal sense, they still carry an internal binding force that governs the implementation of the university's three pillars and institutional governance. Therefore, the governance of the regulatory formulation process at universities must be carried out in an orderly, standardized, and well-documented manner through an open and accessible legal information system, such as the JDIH.

The availability of a transparent legal information system serves not only as an administrative tool but also as a mechanism to strengthen oversight of the quality of regulatory formulation within higher education institutions. It is important to confirm that every university regulation has undergone an adequate process of harmonization, evaluation, and substantive review in accordance with the principles of good regulation. In addition, an integrated legal documentation system supports accountability in the university regulations-making process, thereby minimizing the potential for regulatory disharmony among work units within universities.

Moreover, transparency in legal documentation governance also impacts the meaningful fulfillment of participation in university regulation-making. This principle requires the active involvement of the *civitas academica* and stakeholders in the policy formulation process—not merely in a formalistic sense, but also substantively. The

importance of public participation cannot be overstated, despite the restricted channels through which members of the public can communicate their thoughts and goals.¹⁹ With adequate access to draft regulations and legal documents through the JDIH system, the participation process can proceed more effectively, transparently, and inclusively. Thus, strengthening the governance of legal documentation in higher education institutions not only supports legal certainty but also reinforces internal democratization in the formulation of institutional policies.

The management of legal documentation and information within a university setting is a fundamental element of effective university governance. In this context, legal documentation is understood not only as an administrative activity but also as a strategic tool that ensures the availability of accurate, systematic, and accessible information to support transparent and accountable decision-making processes within the university. The availability of a well-designed legal information management system enables universities to ensure that every policy, internal regulation, and institutional decision has a clear legal basis and is adequately documented.

The strengthening of the legal documentation management system is reflected in the checks and balances among university units. This principle is crucial in preventing excessive concentration of authority and ensuring that every decision-making process is subject to appropriate oversight by the relevant institutional bodies. From a modern governance perspective, the management of legal information also serves as an internal control system that supports the effectiveness and efficiency of higher education administration.

The principles of good governance in legal documentation and legal information support the realization of integrity zones and the bureaucratic reform agenda (WBK/WBBM), which emphasize improving accountability, professionalism, and the quality of public

¹⁹ Wardana, D. J., Sukardi, S., & Radian, S. Public Participation in the Law-Making Process in Indonesia. *Jurnal Media Hukum*, 30, No. 1 (2023), p.66. <https://doi.org/10.18196/jmh.v30i1.14813>

services. Universities are currently encouraged to implement integrity zones as a manifestation of their institutional commitment to establishing governance that is clean and responsive to the need for transparency and public information disclosure. Within this framework, strengthening organizational culture and legal administration systems is crucial to ensuring that all institutional activities are conducted in accordance with the principles of good university governance.²⁰

A law-based institutional framework plays a strategic role in supporting the harmonization of university governance as higher education institutions with legal entity status. In this context, universities are required to have an internal regulatory system that is not only normatively coherent but also integrated into a well-documented legal documentation system housed in a dedicated, easily accessible repository. The integrated management of legal regulations and information at the national level is a crucial instrument for ensuring policy consistency, reducing potential regulatory overlap, strengthening participatory oversight, and enhancing legal certainty in the execution of both academic and non-academic functions within the university environment.²¹

Thus, it is clear that well-managed legal documentation and information systems in universities are not only important for performing administrative functions but also are a key foundation for building a transparent, accountable, and sustainable higher education governance system that fosters a clean and ethical bureaucracy.

²⁰ Niravita, A., et al. Development of Integrity Zone Towards Corruption-Free (WBK)/Clean Bureaucracy (WBBM) at Work Unit Law Faculty UNNES. *Pandecta Research Law Journal*, 18, No. 2 (2023), 235–251. <https://doi.org/10.15294/pandecta.v18i2.48338>

²¹ Masyhar, A., Mursidah, S., & Murtadho, A. Formulating Institutional Harmonization of UNNES Legal Entity Organs in The Frame of Check and Balances System. *Pandecta Research Law Journal*, 18, No. 1 (2023), p.47-52. <https://doi.org/10.15294/pandecta.v18i1.40740>

C. Reforming Legal Documents and Information Governance in the Universities to Advance Transparency and Accountability

In response to the challenges and conditions universities face in reforming legal documentation and information governance, strategies and efforts are needed to acculturate these areas within universities. Strategies for reforming the legal documentation and information governance that can be implemented include:

- a. Establishing a special legal services unit within university

The formation of legal products and the governance of legal documentation and information need to be handled specifically by a separate work unit in universities. This special work unit is an example of a Law Office in the Universities. This Law Office will carry out the duties and functions of forming legal products in Higher Education, forming agreement or contract documents with third parties, providing legal assistance and advocacy, and managing the University JDIH which content consists of legal products, legal news, legal articles and monographs. The law office can also facilitate other work units such as faculties and institutions in the formation of legal products at the work unit level. With the existence of a special work unit that handles the legal field, the governance of legal documentation and information will be optimized because it is directed one door by the Law Office or other names at the university level.

- b. Formulating Rector Regulations on Legal Documentation and Information Governance

The governance of legal documentation and information in the universities shall have a legal basis as stated in the Rector's Regulation. This Rector's Regulation can regulate the Formation of Legal Products in the University, as well as regulate the technical governance of legal documentation and information in the university. This Rector's Regulation will enhance legal documentation and information governance in the universities. Therefore, the implementation of legal documentation and information governance in the universities has a firm legality.

c. Establishing the JDIH committee and/or PPID through a Rector's Regulation

After having a legal basis for managing legal documentation and information in the form of a Rector's Regulation, the next step that can be taken is to stipulate the JDIH governance personnel or team with a Rector's Decree. This Rector's Regulation is the basis for the JDIH team's duties in managing legal documentation and information. The team may be consist of legal team and IT team. The arrangement of the JDIH committee in the Rector's Decree is highly recommended by the Provincial JDIH Committee because the JDIH governance requires a permanent and sustainable team that will also be incorporated into the Provincial JDIH organization.

d. Strengthening collaboration with National JDIH Committee

Organizationally, the University JDIH manager also needs to synergize with the Provincial JDIH manager, the Ministry of Law and Human Rights and BPHN, especially in the context of developing the JDIH website and integrating the University JDIH with the National JDIH. Thus, collaboration that is strengthened in a cooperation document is required. BPHN itself has an MoU with the Ministry of Law and Human Rights related to the governance and supervision of JDIH. Universities also need to establish collaboration with BPHN; Ministry of Law and Human Rights; Provincial JDIH Managers; and / or other agencies in the context of legal documentation and information governance as stated in the MoU or MoA. This collaboration can bind the parties to commit further in synergizing legal documentation and information governance, especially in integrating with the National JDIH and routine JDIH assistance.

e. Developing a Standardized and Public University JDIH Website

Universities need to develop a university JDIH website in accordance with JDIH standards as regulated in Minister of Law and Human Rights Regulation Number 8 of 2019 concerning Legal Document and Information Governance Standards. The website is designed according to standards and integrated with the National JDIH website. The university JDIH website is ideally a publicly accessible website, not an internal application system that is limited in access.

However, there is still exempted information, not all information needs to be published. Information or legal products that are confidential and included in exempted information is not necessary to be uploaded to the university's JDIH. The university JDIH website not only features information related to legal products, but also includes legal news of Law Office and College activities related to law, legal articles or legal journals, and monographs. In capturing legal information, the university JDIH Manager may also coordinate with the Law Library and other work units at the Faculty or Institution level.

f. Integrating the university JDIH into the National JDIH

An important point in the governance of university JDIH is to integrate with the National JDIH. With the integrated JDIH, university JDIH does not need to archive and upload various laws and regulations to the university JDIH website one by one. This integration will display various legal documents and information in the National JDIH which can automatically be displayed and accessed through the university JDIH. This integration is carried out by submitting a request to integrate the Higher Education JDIH with the National JDIH. The application is submitted to the National Law Development Agency as the manager of the National JDIH. After the application for integration is approved, then the university JDIH can install the JDIH integration application provided by the National JDIH Manager. If this stage has been carried out, the university JDIH website will be integrated with the National JDIH.

g. Allocating budget for JDIH governance programs

The governance of legal documentation and information requires various resources, one of which is the provision of a budget for governance activities. Activities performed include focus group discussions on JDIH assistance from the Provincial Legal Bureau, website integration and development, socialization, training and workshops, and various other activities. With budget support in the governance of legal documentation and information, it is expected that later the cultivation of of legal documents and information governance can be more optimized.

h. Disseminating JDIH Awareness across University Work Units

The University JDIH needs to be socialized to all work units under the University as a form of information dissemination and absorption of public aspirations in the context of JDIH development. Work units and students certainly really need information related to existing legal documents and information, but not all are familiar with JDIH. There needs to be socialization regarding how to use JDIH, including how to search for legal documents and information needed. With this socialization, hopefully that the information can be accessed easily and quickly so that the implementation of the Tri Dharma of University can be carried out optimally.

i. Providing Capacity Building on Legal Drafting for Work Units

The work unit also produces various legal products and legal information. These legal products include Dean Regulations and Dean Decisions. However, not all work units have legal human resources. This causes not all work units understand how the technique of forming regulations and decisions. Therefore, work units in Higher Education need to receive training in the formation of laws and regulations. Thus, legal products established by work units have good quality and are under the monitoring of the Law Office and can also be disseminated through the University JDIH.

j. Encouraging Work Unit Contributions to Legal Content Development (legal articles, monographs and/or legal news)

Work units under the university need to be given the opportunity to contribute in providing legal products that are determined, legal articles and legal journals that are managed, monographs and/or legal news. This is one of the manifestations of meaningful participation in the governance of legal documents and information. With the opportunity given to work units to be able to contribute to filling information in the university JDIH, work units and the academic community will also become more familiar with the university JDIH so that they can cultivate the legal documents and information governance at the work unit level.

k. Leveraging Social Media for Legal Information and Public Communication

Reforming the legal documents and information governance can be implemented through social media by broadcasting legal information news. Dissemination of information through social media and other digital platforms is relevant in today's digitalization era. The dissemination of legal news and information is in addition to actualizing public information disclosure, it can also counteract untrue news or information (hoax) related to the implementation of education in the universities.

1. Implementing Annual Reporting Mechanisms for JDIH Governance

For universities that have been integrated with the National JDIH, then according to Article 10 of Presidential Regulation Number 33 of 2012 concerning the Legal Documentation and Information Network, universities are required to submit a JDIHN governance report every year in December to the JDIHN Center. This reporting is an important activity in the legal documents and information governance. Reporting is undertaken to provide prompt, precise, and reliable data or information to the JDIHN Center on a periodical basis as material for taking policies.

The reform of legal document management draws on the theories of New Public Management and Good Governance. Hood emphasizes that New Public Management promotes accountability, efficiency, transparency, and the use of information technology in the public sector, including institutions of higher education.²² Through the concept of New Public Governance, Osborne emphasizes the importance of collaboration, networking, and technology in modern public sector governance.²³ Meanwhile, the World Bank (1992) underscores the importance of transparency, the rule of law, and

²² Hood, C. A Public Management for All Seasons?. *Public Administration*, 69, No. 1 (1991): 3–19. <https://doi.org/10.1111/j.1467-9299.1991.tb00779.x>

²³ Osborne, S. P. The New Public Governance?. *Public Management Review*, 12, No. 3 (2010): 413–429. <https://doi.org/10.1080/14719031003630789>

participation in the management of public organizations to achieve good governance.²⁴

In the context of higher education, sound legal documentation governance involves integrating digital legal information systems—such as the Legal Documentation and Information Network (JDIH)—that are standardized, digitized, and accessible in real time. This strengthens the university's role as a public institution that not only generates knowledge but also ensures transparency in the university's internal regulations.

As a point of comparison, we can look to Australia. Australia has a comprehensive system of university standards through the independent Tertiary Education Quality and Standards Agency. This agency serves as the national regulator, ensuring that all universities meet the standards that were established nationally. The prior elements of these standards are governance and accountability, which require higher education institutions to have adequate documentation systems to support evidence-based decision-making. Furthermore, through the implementation of the Higher Education Standards Framework, TEQSA explicitly sets standards related to information management within the context of higher education institutional governance. This standards framework requires higher education institutions to have systems capable of systematically identifying, assessing, and managing institutional risks.²⁵ The requirements call for a well-documented system, including legal documentation and information policy-process-product, as the basis for ensuring compliance and transparency, and for realizing strong institutions (SDG 16).

Legal documentation management at Australian universities demonstrates a higher level of maturity in terms of digital governance. Universities in Australia have implemented legal document management systems (LDMS) that are integrated with national policies,

²⁴ World Bank. (1992). *Governance and Development*. World Bank, p.48.

²⁵ Tertiary Education Quality and Standards Agency. (2021). *Higher Education Standards Framework (Threshold Standards) 2021*. TEQSA. <https://www.teqsa.gov.au/higher-education-standards-framework-2021>

including the Archives Act 1983²⁶ and the Freedom of Information Act 1982 (Cth).²⁷ These systems ensure that every university policy is digitally documented, indexed, and subject to public audit. According to Marginson (2016), Australian universities have adopted a “networked governance” model—a network-based governance framework that simultaneously connects educational institutions to national standards of public transparency and accountability. This approach strengthens public trust in higher education institutions through an open and verifiable documentation system.²⁸

Some strategies can be implemented in Indonesia to strengthen legal documentation and information management in universities, focusing on digital transformation by integrating the JDIH system with JDIHN and making it easily accessible. This includes standardizing the metadata of legal documents, digitizing normative archives, and strengthening audit trails for every legal product produced. Moreover, it is necessary to strengthen the institutional framework for legal document management at the university, ensuring that regulations are established by a competent, authorized unit. In line with the OECD’s (2015) principles²⁹ on public governance, this reform must emphasize interoperability of information systems, transparency in decision-making, and data-driven accountability.

Layne and Lee emphasize that e-government transformation progresses through stages from information publication toward more complex system integration³⁰, making the digitization of the JDIH a first

²⁶ Australia Government. (1983). *Archives Act 1983 (Cth)*. <https://www.legislation.gov.au>

²⁷ Australia Government. (1982). *Freedom of Information Act 1982 (Cth)*. <https://www.legislation.gov.au>

²⁸ Marginson, S. The Worldwide Trend to High Participation Higher Education: Dynamics of Social Stratification in Inclusive Systems. *Higher Education*, 72, No. 4 (2016), p. 413–434. <https://doi.org/10.1007/s10734-016-0016-x>

²⁹ OECD. (2015). *Government at a Glance 2015*. OECD Publishing. p.31. https://doi.org/10.1787/gov_glance-2015-en

³⁰ Layne, K., & Lee, J. Developing Fully Functional E-Government: A Four-Stage Model. *Government Information Quarterly*, 18, No. 2 (2001), p. 122–136. [https://doi.org/10.1016/S0740-624X\(01\)00066-1](https://doi.org/10.1016/S0740-624X(01)00066-1)

step toward a more mature information technology-based governance system. In this context, Smallwood also stresses that information governance must encompass policies, processes, and technologies that ensure the accuracy and accessibility of an organization's information.

In the early stages, universities must begin with a legal alignment process, which involves conducting a comprehensive identification or audit of all internal legal documents—such as statutes, rector's regulations, senate decisions, and academic SOPs—to ensure that internal regulations are in line with the latest regulations, particularly those related to rulemaking and public information disclosure.

The next stage is digitization of legal documentation and information. The legal documents and information must be provided in a searchable digital format using uniform metadata standards, including document number, legal status, date of issuance, and issuing agency, in accordance with Permenkumham No. 8 of 2019. This digitization aims to strengthen the quality of monitoring of university regulations and the realization of the integrity zone. The digitization to create a transparent legal documentation system that is easily accessible to the public, in line with the principle of information transparency. It also facilitates oversight and the implementation of integrity zones.

A more advanced stage involves developing an Integrated Legal Information System that connects the JDIH to all university information systems, including academic, financial, and human resources systems. At this stage, legal documents are no longer static but become part of an institutional data ecosystem that can be tracked through audit trails, version control, and digital workflows in the regulatory drafting process. This model is similar to practices in Australia, where universities have implemented a Legal Document Management System (LDMS) that is integrated with national policies.

Next, universities need to develop a phase of open governance, which involves providing open access to all institutional regulations and policies through a transparent public portal. At this stage, the principle of freedom of information is applied flexibly within the university environment, enabling the public to easily access campus legal information in real time.

In the final stage, the strengthening of legal document governance is directed toward smart legal governance—a system based on data and intelligent technologies such as artificial intelligence to support regulatory analysis, the detection of conflicts in legal norms, and the prediction of new policy needs.

The reform of legal document management strategies in universities is not merely technical in nature, but also normative and institutional. The integration of the national legal framework, public governance theory, and international practices—such as those in Australia—demonstrates that strengthening the legal documentation system is a key prerequisite for building universities that are transparent, accountable, and globally competitive.

Thus, the reform of the legal documentation and information management system depends not only on technology but also on cultural change within organizations, institutional strengthening, and a commitment to sustained transparency and public accountability.

D. Conclusion

The right to access information is a fundamental constitutional right, which places an obligation on all public institutions, including universities, to ensure transparency and accountability. Such openness reflects good university legal services and contributes to broader sustainable development goals, including the promotion of transparent, accountable, and trustworthy institutions. However, transparency and accountability in university legal services cannot be achieved without a strong governance framework for legal documentation and information. It must be reformed and positioned as a strategic governance function that ensures legal information is accessible, reliable, and traceable.

This study highlights that reforming legal documentation and information governance is essential to advancing transparency and accountability. Key efforts include strengthening integrated systems such as the Legal Documentation and Information Network (JDIH), improving human resource capacity, ensuring adequate institutional support, and conducting continuous evaluation and reporting. More

importantly, these reforms require not only compliance with existing regulatory frameworks but also a shift toward a more proactive and service-oriented approach in managing legal information. By placing legal documentation and information governance at the center of reform efforts, universities can move beyond formal compliance and build legal services that are more open, accountable, and responsive to public needs.

E. References

- Addink, H. (2019). *Good Governance: Concept and Context*. Oxford University Press.
- Amaral, A., & Magalhães, A. (2002). *The Emergent Role of External Stakeholders in European Higher Education Governance*. In A. Amaral, G. A. Jones, & B. Karseth (Eds.), *Governing Higher Education: National Perspectives on Institutional Governance*. Kluwer Academic Publishers.
- Australia Government. (1982). *Freedom of Information Act 1982 (Cth)*. <https://www.legislation.gov.au>
- Australia Government. (1983). *Archives Act 1983 (Cth)*. <https://www.legislation.gov.au>
- Hadjon, P. M. (2007). *Perlindungan Hukum bagi Rakyat di Indonesia*. Peradaban.
- Hood, C. A Public Management for All Seasons?. *Public Administration*, 69, No. 1 (1991), p. 3–19. <https://doi.org/10.1111/j.1467-9299.1991.tb00779.x>
- Indonesia Corruption Watch. (2005, March 2). Memberantas korupsi tanpa transparansi. <https://antikorupsi.id/id/article/memberantas-korupsi-tanpa-transparansi>
- Junaidi Karso, A. (2022). *Buku Ajar Good Governance*. Samudra Biru.
- Law Number 14 of 2008 concerning Public Information Disclosure.
- Law Number 12 of 2011 concerning the Formation of Laws and Regulations.
- Law Number 12 of 2012 concerning Higher Education.

- Law Number 30 of 2014 concerning Government Administration.
 Presidential Regulation Number 3 of 2012 concerning the
 National Legal Documentation and Information Network
- Layne, K., & Lee, J. Developing Fully Functional E-Government: A
 Four-Stage Model. *Government Information Quarterly*, 18, No. 2
 (2001), p. 122–136.
[https://doi.org/10.1016/S0740-624X\(01\)00066-1](https://doi.org/10.1016/S0740-624X(01)00066-1)
- Manan, M. The Implementation of the Right to Education in
 Indonesia. *Indonesia Law Review*, 5, No. 1 (2015), p. 51–68.
<https://doi.org/10.15742/ilrev.v5n1.137>
- Marginson, S. The Worldwide Trend to High Participation Higher
 Education: Dynamics of Social Stratification in Inclusive Systems.
Higher Education, 72, No. 4 (2016), p. 413–434.
<https://doi.org/10.1007/s10734-016-0016-x>
- Martitah, Hidayat, A., & Poking, B. (2019). *Hukum Keterbukaan
 Informasi Publik di Indonesia: Harmonisasi, Sinkronisasi, dan
 Problematika Penyelesaian Sengketa*. Badan Penerbit Fakultas
 Hukum Universitas Negeri Semarang.
- Masyhar, A., Mursidah, S., & Murtadho, A. Formulating Institutional
 Harmonization of UNNES Legal Entity Organs in the Frame of
 Check and Balances System. *Pandecta Research Law Journal*, 18,
 No. 1 (2023), p. 47–52.
<https://doi.org/10.15294/pandecta.v18i1.40740>
- Niravita, A., Dahlan, T. A., Anitasari, R. F., Setiawan, A., & Ningsih, A.
 S. Development of Integrity Zone Towards Corruption-Free
 (WBK)/Clean Bureaucracy (WBBM) at Work Unit Law Faculty
 UNNES. *Pandecta Research Law Journal*, 18, No. 2 (2023), p.
 235–251. <https://doi.org/10.15294/pandecta.v18i2.48338>
- OECD. (2015). *Government at a Glance 2015*. OECD Publishing.
https://doi.org/10.1787/gov_glance-2015-en
- OECD. (2024). *Anti-Corruption and Integrity Outlook 2024:
 Transparency of Public Information*. OECD Publishing.
<https://doi.org/10.1787/968587cd-en>

- Osborne, S. P. The New Public Governance?. *Public Management Review*, 12, No. 3 (2010), p. 413–429.
<https://doi.org/10.1080/14719031003630789>
- Permenkumham Number 8 of 2019 concerning Governance Standards for Legal Documentation and Information Networks
- Ridwan, H. R. (2017). *Hukum Administrasi Negara*. Rajawali Pers.
- Sedarmayanti. (2002). *Good Governance dan Good Corporate Governance*. Mandar Maju.
- Sastro, D. A., Yasin, M., Gunawan, R., Julitasari, R., & Bawor, T. (2010). *Mengenal Undang-Undang Keterbukaan Informasi Publik*. Lembaga Bantuan Hukum Masyarakat & Yayasan Tifa.
- Sukrisno, H. The Performance of Management Accountability in Private Higher Education and Its Problem in the Implementation of Good University Governance. *International Journal of Criminology and Sociology*, 9 (2020), p. 306–314.
<https://doi.org/10.6000/1929-4409.2020.09.36>
- Tajuddin, M., Nimran, U., Astuti, E. S., & Kertahadi. (2016). *Kesuksesan Sistem Informasi Perguruan Tinggi dan Good University Governance*. UB Press.
- TEQSA. (2021). Higher Education Standards Framework (Threshold Standards) 2021. *Tertiary Education Quality and Standards Agency*.
<https://www.teqsa.gov.au/higher-education-standards-framework-2021>
- Wardana, D. J., Sukardi, S., & Radian, S. Public Participation in the Law-Making Process in Indonesia. *Jurnal Media Hukum*, 30, No. 1 (2023), p.66. <https://doi.org/10.18196/jmh.v30i1.14813>
- Wardhani, R. S., & Suhdi. (2020). *Tata Kelola Perguruan Tinggi*. Scopindo Media Pustaka.
- World Bank. (1992). *Governance and Development*. World Bank.

Acknowledgment

None.

Funding Information

None.

Conflicting Interest Statement

The authors state that there is no conflict of interest in the publication of this article.

Publishing Ethical and Originality Statement

All authors declare that this work is original and has never been published in any form and in any media, nor is it under consideration for publication in any journal. All sources cited in this work follow the basic standards of scientific citation.

Generative AI Statement Statement

N/A.