

THE POLITICS OF LAW IN DRAFTING A DPRD-INITIATED REGIONAL BILL ON FLOOD CONTROL AND MITIGATION IN THE CITY OF SURABAYA

Nazila Lailatur Rohmah
State Islamic University (UIN) Sunan Ampel
Surabaya, Indonesia
nazilarohmah.official@gmail.com

Abstract: This research aims to analyze the practice of legal politics in the drafting process of the Draft Regional Regulation (Raperda) initiative of the Surabaya City DPRD on Flood Control and Mitigation. The flooding issue in Surabaya is a critical public problem that demands an appropriate policy response through local legislation. This research uses a qualitative approach with a case study method. Data were obtained through in-depth interviews, observation, and documentation. The results showed that the drafting of this Raperda was not fully based on the needs of the community as a whole, but was also influenced by political dynamics, bureaucratic interests, and limited coordination between actors. The legislative process is dominated by DPRD elites with minimal public participation. These findings show that the political practice of law at the local level tends to be pragmatic and elitist, even though it is wrapped in formal procedural mechanisms. This research recommends strengthening the accountability of legislators and promoting more substantial public involvement in the preparation of local regulation.

Keywords: Legal Politics, initiative draft regulation, Flood, Parliament

Abstrak: Penelitian ini bertujuan untuk menganalisis praktik politik hukum dalam proses penyusunan Rancangan Peraturan Daerah (Raperda) inisiatif DPRD Kota Surabaya tentang Pengendalian dan Penanggulangan Banjir. Isu banjir di Surabaya merupakan masalah publik yang krusial, sehingga menuntut respons kebijakan yang tepat melalui legislasi daerah. Penelitian ini menggunakan pendekatan kualitatif dengan metode studi kasus. Data diperoleh melalui wawancara mendalam, observasi, serta dokumentasi. Hasil penelitian menunjukkan bahwa penyusunan Raperda ini tidak sepenuhnya didasarkan pada kebutuhan masyarakat secara menyeluruh, melainkan juga dipengaruhi oleh dinamika politik, kepentingan birokrasi, dan keterbatasan koordinasi antaraktor. Proses legislasi lebih didominasi oleh elite DPRD dengan partisipasi publik yang masih minim. Temuan ini menunjukkan bahwa praktik politik hukum di tingkat lokal cenderung pragmatis dan elitis, meskipun berbalut mekanisme formal prosedural. Penelitian ini merekomendasikan perlunya penguatan akuntabilitas

legislator dan pelibatan publik yang lebih substansial dalam penyusunan regulasi daerah.

Kata kunci: Etika digital, F. Budi Hardiman, corporeal encounter, gaya hidup digital, hermeneutika reflektif

Article History: Received June 24, 2025, revised: August 10, 2025, Accepted: October 10, 2025, Available online December 30, 2025

Introduction

Flooding is a disaster caused by a combination of natural and human factors. According to the IDEP Foundation, flooding is a seasonal hazard that occurs when water bodies overflow existing channels and inundate surrounding areas. Floods are also among the most frequent and most damaging natural hazards, causing significant losses both in humanitarian and economic terms (Admin, 2022). As a natural phenomenon, flooding frequently occurs in lowland or downstream areas such as the City of Surabaya. It not only threatens human life and property but also substantially impacts economic activity and the quality of life. Various efforts have been undertaken by the Surabaya municipal government to prevent recurring floods during the rainy season, including the construction of drainage channels, pumping systems, and other measures. However, these efforts have not produced long-term results; instead, flooding has shifted into residential areas. In response to this condition, the Surabaya City Regional House of Representatives (DPRD) promptly formulated strategic measures by drafting a Regional Regulation Bill (*Rancangan Peraturan Daerah*, Raperda).

In early February 2025, the Surabaya City DPRD initiated three draft regional bills, one of which focused on flood control and mitigation, specifically in the City of Surabaya. This draft is referred to as a DPRD-initiated Raperda. The proposed regulation is intended to provide an effective and sustainable solution to flooding problems and to generate meaningful long-term impacts. The DPRD-initiated flood Raperda was exclusively proposed by Commission C of the Surabaya City DPRD, which oversees development affairs. The process of transforming a Raperda into an enacted regional regulation (*Peraturan Daerah*, Perda) is lengthy and complex. A regional regulation is a

legislative product of the local government involving both the regional head and the DPRD. Before a Raperda can be approved and enacted as a Perda, it must undergo joint deliberations between the executive and legislative branches (Kenap et al., 2021). In addition, public participation is crucial for ensuring the success of a regulation. However, public participation in policy-making processes often faces various obstacles, such as limited access to relevant information and economic constraints that hinder effective participation (Nelly, 2024). As a result, public participation—despite its importance—is frequently neglected, making low levels of public involvement in policy-making a persistent phenomenon in Indonesia.

To analyze the dynamics of the politics of law in the formation of the DPRD-initiated Raperda on flood control and mitigation, this study employs the Theory of the Politics of Law as articulated by Moh. Mahfud MD in his book *Politics of Law in Indonesia*. In this work, when law is understood as legislation, it is not an exaggeration to state that “law is a product of politics,” since legislation originates from political institutions (the DPR), and its provisions represent compromises and agreements among political forces within parliament (Mahfud MD, 2009). According to Mahfud MD, the politics of law refers to legal policy or the official direction concerning which laws are to be enacted or replaced in order to achieve state objectives (Sihombing, 2020). He also emphasizes the importance of the supremacy of law within the politics of law, asserting that law should not be politicized for personal or group interests, but must be grounded in public and national interests (Bima Anggara et al., 2024). This principle is particularly relevant to the drafting of the DPRD-initiated flood Raperda.

Several studies have examined the mechanism for exercising the DPRD’s right of initiative in forming regional regulations. This process generally involves proposal submission, internal deliberation, and meetings of the Regional Regulation Formation Body (*Bapemperda*), all conducted in accordance with deliberative principles and legal norms. In this process, the DPRD functions as an equal partner of the local government rather than

as a subordinate institution. Therefore, public participation must be adequately accommodated to ensure that the DPRD's right of initiative genuinely reflects public aspirations (Halawa et al., 2022). Research by Rani Melani (2021) explains that the legislative function of the DPRD encompasses a series of stages ranging from drafting to the dissemination of the Raperda. Within the framework of political representation theory, the drafting of a Raperda by the DPRD constitutes the exercise of representative functions, wherein the DPRD serves as a bridge for public aspirations so that resulting policies can broadly accommodate public interests (Melani & Putri, 2021).

This study offers several elements of novelty compared to previous research. First, most prior studies have focused primarily on regulatory aspects of draft regional regulations through their enactment as Perda, without sufficiently examining political, legal, and economic dimensions. Second, this study not only analyzes the involvement of the DPRD in drafting the Raperda, but also highlights societal responses to the ongoing legislative process in order to assess whether the proposed regulation can be effectively implemented and address existing problems. Third, this research employs in-depth interviews with multiple stakeholders, providing a broader and more interactive understanding of the DPRD-initiated flood Raperda in Surabaya. Fourth, the study not only examines the politics of law in the drafting process, but also analyzes the challenges and opportunities that may arise once the flood Raperda is enacted as a regional regulation.

Based on the literature review and the identified research novelty, this study focuses on several key research questions: How is the politics of law regulated in the drafting of the DPRD-initiated Raperda on flood control and mitigation in the City of Surabaya? How do the residents of Surabaya respond to and participate in the process of drafting the flood Raperda that will be enacted as a Perda? The formulation of a Raperda initiated by the Surabaya City DPRD requires solid cooperation among the DPRD, the municipal government, the community, and other relevant stakeholders. The success of a regional regulation is

inseparable from its formulation and drafting process up to its enactment as a Perda. This process requires serious deliberation of multiple considerations in order to arrive at a primary solution to the persistent flood problem in the City of Surabaya.

This study aims to examine the politics of law governing the drafting of the DPRD-initiated flood Raperda. Prior to the formulation of this Raperda, several policies and regulations addressing flooding already existed, yet none provided an effective solution. Therefore, disaster mitigation planning and appropriate strategic approaches are necessary in addressing flooding in Surabaya. The findings of this study are expected to contribute to a deeper understanding of the politics of law in the drafting of the DPRD-initiated flood Raperda and to elucidate the opportunities and challenges that emerge following its enactment as a regional regulation in the City of Surabaya.

This study employs a qualitative case study approach. Qualitative research emphasizes the perspectives of participants and examines phenomena within natural settings, with the researcher serving as the primary instrument of data collection. Data were gathered through methodological triangulation, including direct observation, document analysis, and in-depth interviews (Safarudin Rizal et al., 2023). In-depth interviews were conducted with key informants, namely Vice Chairperson of Commission C of the Surabaya City DPRD, the Chair of the Special Committee on the Flood Raperda, and a community representative from Gadukan Utara, Morokrembangan, Surabaya, an area previously affected by severe flooding. These interviews aimed to obtain comprehensive insights into the drafting process of the DPRD-initiated Regional Regulation on flood control and mitigation. Data analysis followed the descriptive analytical model proposed by Miles and Huberman. This model encompasses data collection, reduction, display, and conclusion drawing and verification. The process aimed to provide a comprehensive understanding of the dynamics of legal politics in the formation of flood-related regional legislation in Surabaya.

Results and Discussion

This study refers to the theory of legal politics as articulated by Mahfud MD in his book *Politik Hukum di Indonesia*. Legal politics is understood as legal policy, that is, official decisions regarding which laws are to be applied, either through the enactment of new regulations or the replacement of existing ones, in order to support the achievement of state objectives. Mahfud MD explains that law, which is fundamentally processed and produced by political institutions (namely parliament), can hardly be detached from the practical political interests of political parties; in an extreme sense, law (legislation) may even be regarded as the crystallization of the interests of a ruling regime (Mahfud MD, 2009). Accordingly, legal politics reflects decisions concerning which laws are to be enforced, amended, revoked, or not applied, all of which are directed toward realizing the ideals of the state as enshrined in the Preamble of the 1945 Constitution.

However, there is a difference in scope between legal politics and the study of legal politics. Legal politics tends to be formal and oriented toward official policy, whereas the study of legal politics encompasses both official policies and other related aspects, including: (1) state policies (official guidelines) regarding laws that are to be enforced or not enforced in pursuit of state objectives; (2) the political, economic, social, and cultural background (*poleksosbud*) underlying the emergence of legal products; and (3) law enforcement as it operates in empirical reality (Ismatullah, 2018). Etymologically, politics and law are two distinct concepts. Politics derives from the term *polis*, meaning city-state, and refers to the specific relationships among people living together, within which rules, authority, official conduct, legal legitimacy, and ultimately power emerge (Jatri et al., 2023).

This theory of legal politics is employed to analyze how legal policies formulated by local governments (regional legal politics) provide the foundation and direction for the drafting of regional regulations. Thus, the theory helps explain the objectives, values, and interests underlying the formulation of regional regulations

(Arif Fitria et al., 2024). The existence of regional regulations in local governance is inseparable from the concept of decentralization, commonly referred to as regional autonomy. Within this framework, there are two main aspects of authority: regulation and administration. The regulatory aspect signifies that local governments possess the The regulatory aspect indicates that local governments have the authority to enact legislation, known as Regional Regulations (*Peraturan Daerah*) (Kenap et al., 2021).

According to Minister of Home Affairs Regulation (Permendagri) No. 1 of 2014 on the Formation of Regional Legal Products, Article 28 stipulates that in the process of drafting regional regulations within the DPRD, draft regional regulations originating from the DPRD may be proposed by individual members of the DPRD, commissions, joint commissions, or the regional legislative body. This regulation explicitly provides the legal basis and authority for DPRD members to exercise their right of initiative or proposal in drafting regional regulations. The DPRD's right of initiative is the right to propose draft laws or regional regulations and constitutes an essential component of the DPRD's legislative function (Halawa et al., 2022).

Within the principle of separation of powers, the authority to form regional regulations is indeed a primary function of the legislative institution (Wayan Gamariel Umbarayasa et al., 2021). The DPRD-initiated Draft Regional Regulation (*Raperda*) on flood control and mitigation in the City of Surabaya was initiated by Commission C of the Surabaya City DPRD. The Surabaya City DPRD drafted and deliberated on three DPRD-initiated draft regional regulations, namely: (1) the Draft Regional Regulation on Flood Control and Mitigation, deliberated and drafted by Commission C; (2) the Draft Regional Regulation on Decent Housing, deliberated and drafted by Commission A; and (3) the Draft Regional Regulation on Cultural Advancement and the Development of Heroic Values, deliberated and drafted by Commission D (Editor DPRD Kota Surabaya, 2025).

Although these three draft regional regulations address different substantive issues, they were discussed within a single

legislative agenda as DPRD-initiated drafts during a plenary session held in early February 2025. However, this research article focuses specifically on one DPRD-initiated draft regional regulation, namely the Draft Regional Regulation on Flood Control and Mitigation in the City of Surabaya.

Rationale for the DPRD-Initiated Draft Regional Regulation on Flood Control and Mitigation

Flooding is not a new phenomenon in the City of Surabaya, as it occurs annually and, in many areas, almost every time heavy rainfall takes place. Various flood control facilities developed by the Surabaya City Government as part of disaster mitigation efforts have been implemented; however, these measures have not yet provided a comprehensive or long-term solution to flooding in the city. Based on the results of Commission C's meeting held on 7 March 2025 at the Surabaya City DPRD Building, several areas were identified as experiencing relatively severe flooding, including Tegalsari District, Krembangan District, Bubutan District, Genteng District, Indrapura Subdistrict, Simokerto District, and Simolawang Subdistrict. These data indicate that flooding remains a widespread and persistent problem affecting multiple strategic areas of Surabaya.

Several factors have been identified as contributing to the occurrence of flooding in Surabaya (Rohmah, 2025). First, Surabaya's position as a lowland (downstream) area makes it highly vulnerable to runoff or floodwater originating from upstream regions such as Gresik and Mojokerto. This condition highlights the importance of inter-regional coordination with relevant agencies to prevent recurrent upstream flood inflows into Surabaya. Second, the presence of illegal structures (*bangunan liar*) remains a significant issue. Although local officials reported during the Commission C meeting that most illegal buildings in Surabaya had been dismantled or removed, field observations revealed the continued existence of long-standing illegal structures built over drainage channels in the Krembangan area, some of which were not recorded or monitored by the local government.

Figure 1.1. Illegal Structures in the Gadukan Utara Area, Krembangan, Surabaya



Source: Author's Personal Documentation, 2025

Third, obstacles to river normalization remain a significant challenge. Many rivers and retention ponds (*bozem*) constructed by the Surabaya City Government are overgrown with water hyacinth, and in several locations river flows are obstructed by accumulated waste. Efforts to carry out river normalization have often faced opposition from non-governmental organizations (NGOs), which argue that water hyacinth provides certain benefits for surrounding communities. This situation has placed the local government in a position of uncertainty regarding appropriate policy actions. Similar conditions are found in the Morokrembangan *bozem*, which is heavily polluted by garbage and water hyacinth, while its floodgates are rarely monitored or guarded by assigned officers.

Figure 1.2. Retention Pond (*Bozem*) in the Morokrebang Area, Krembangan, Surabaya



Source: Author's Personal Documentation, 2025

Fourth, although numerous public infrastructures have been developed by the Surabaya City Government to prevent flooding—such as retention ponds (*bozem*), drainage channels, and box culverts—these interventions have not eliminated flooding but have instead displaced it to adjacent areas. As a result, flooding remains a persistent issue across the city. Even emergency measures such as water pumping conducted by the local government have proven insufficient as a long-term solution to Surabaya's flooding problem. Fifth, river overflow caused by extreme rainfall has significantly contributed to flood occurrences. For instance, the Jagir River is considered highly vulnerable, and its overflow is predicted to trigger flooding in several parts of Surabaya during periods of intense rainfall (Muhammad Syafaruddin, 2024).

The various factors contributing to flooding in the City of Surabaya prompted legislators to propose and initiate a Regional Regulation on flood control and mitigation, with the expectation that this regulation would serve as a comprehensive response to the city's persistent flooding problems. Accordingly, the Flood

Regional Regulation is designed to be highly comprehensive and integrative, as it seeks to regulate a wide range of issues related to flood prevention, management, and mitigation within a single legal framework.

The Politics of Law in the Drafting of the DPRD-Initiated Regional Regulation on Flood Control and Mitigation

The politics of law in the formation of regional regulations aims to align perceptions among development actors, particularly in the legal sector, in responding to various issues and global dynamics that require prompt regulatory control. This approach seeks to ensure a balanced enforcement of law while producing policies or regulations that reflect public aspirations, demonstrate practical effectiveness, and function as instruments of social change. In the process of drafting regional regulations—specifically the DPRD-initiated Draft Regional Regulation on flood control and mitigation in the City of Surabaya—the politics of law is manifested through a series of political decisions that shape the formulation, deliberation, and enactment of regulations at the local level (Arif Fitria et al., 2024). Several key aspects play a central role in the politics of law governing regional regulations and are particularly relevant to the regulatory framework of the DPRD-initiated Draft Regional Regulation on flood control and mitigation in Surabaya (Arif Fitria et al., 2024).

Political Interests

The drafting of regional regulations is often influenced by the political interests of local governments, political parties, or specific interest groups. Proposed regulations may be oriented toward garnering public support or strengthening the political position of particular actors. According to an interview conducted by Kompas TV with the Deputy Chair of Commission C of the Surabaya City DPRD, the urgency of initiating the DPRD Draft Regional Regulation on flood control lies in addressing the persistent flooding problems in Surabaya, which occur almost every rainy season. Although the city government has implemented various strategies to manage flooding—such as constructing drainage channels, retention ponds (*bozem*), and water pumping—these efforts have only addressed localized flood

points. Moreover, many of these flood management initiatives lack formal legal backing or official policy decisions issued by the city government. In this context, the political interests of the local government drive the establishment of a legally recognized regulation to ensure comprehensive flood mitigation in Surabaya.

Public Participation

Community involvement is crucial in the drafting process of regional regulations to ensure transparency and accountability. Local governments must ensure transparency throughout the process and provide opportunities for citizens to express their aspirations and raise concerns they consider relevant. The Deputy Chair of Commission C of the Surabaya City DPRD emphasized the importance of public participation in the deliberation of the DPRD-initiated Draft Regional Regulation on flood control, highlighting that citizen input is essential to capture residents' grievances and feedback, both regarding the impacts of flooding and the city government's flood management efforts. Transparency and public engagement can be facilitated through platforms such as the "Sayang Warga" application, public hearings with the Surabaya City DPRD, or during legislative recess sessions, allowing for meaningful interaction between the community and local legislators.

Legal Aspects

The politics of law also considers legal aspects, including consistency with national laws, the constitution, and existing regulations. Regional regulations must align with the established legal framework to avoid potential conflicts. The DPRD-initiated Draft Regional Regulation on flood control provides an official policy framework that encompasses all flood management measures and strategies, including river normalization efforts in Surabaya. This legal framework is particularly important given conflicts between the city government and environmental community groups regarding the removal of mangroves and water hyacinth from rivers, highlighting the need for regulatory legitimacy to balance public policy objectives with community concerns.

Political Negotiation

The deliberation and enactment of regional regulations often involve negotiation processes among multiple stakeholders. In the case of the DPRD-initiated Draft Regional Regulation on flood control, political negotiations were frequently conducted with relevant parties, including members of the Surabaya City DPRD, the Surabaya City Government, the Environmental Agency, DCABM (the Drainage and City Water Management Agency), PDAM (the Regional Water Company), Telkom (telecommunications), PLN (state electricity company), and other institutions. In this context, the politics of law plays a crucial role in determining both the content and the policy direction to be adopted, ensuring that the regulation reflects negotiated agreements among all stakeholders while maintaining legal and practical legitimacy.

External Influences

External factors such as national policies, regional political dynamics, and pressure from external stakeholders can significantly affect the drafting process of regional regulations. Therefore, local governments must carefully consider the impact of political decisions at both national and international levels.

Social Justice

The politics of law also encompasses social justice considerations, whereby regulations must be oriented toward public welfare, equality, and fairness for all social groups.

Implementation and Law Enforcement

Beyond policy formulation, legal politics addresses how regulations will be implemented and enforced in the community to ensure that objectives are effectively achieved. Legislative recess sessions provide opportunities for DPRD members to gather complaints and aspirations from citizens, including those related to flooding.

The formation of regional regulations involves three main elements: the state (represented by the city government), the market/private sector (represented by businesses), and society

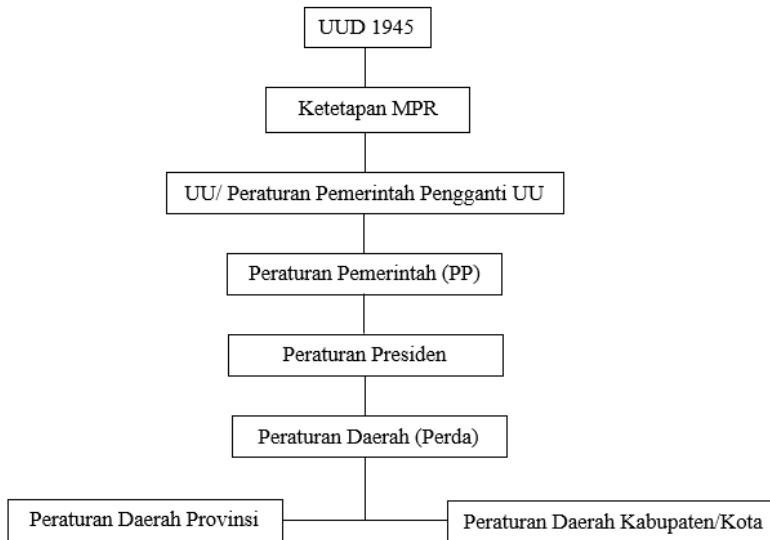
(represented by the community). Each actor plays a distinct role, as explained by the Deputy Chair of Commission C of the Surabaya City DPRD:

1. Surabaya City Government as planner
2. Contractors/Businesses as implementers
3. Surabaya City DPRD as supervisors
4. Community as users

Regional regulations hold strategic importance, as they are grounded in constitutional authority, specifically Article 18, Paragraph (6) of the 1945 Constitution of the Republic of Indonesia. The functions of regional regulations include:

1. Serving as a policy instrument to implement regional autonomy and the assistance tasks mandated by the 1945 Constitution and laws on local governance.
2. Accommodating regional uniqueness and diversity while channeling local public aspirations, within the framework of the Unitary State of the Republic of Indonesia based on Pancasila and the 1945 Constitution.
3. Acting as implementing rules for higher-level legislation.

Within the national legal system, regional regulations occupy a hierarchical position beneath the 1945 Constitution, laws or government-issued regulations in lieu of law (*Perppu*), government regulations, and presidential regulations, as stipulated in Law No. 12 of 2011 and Law No. 15 of 2019 concerning the Formation of Legislation (Kenap et al., 2021).



Thus, the essence of regency- or city-level regional regulations within Indonesia’s national legal system lies in their function as a further elaboration of higher-level legislation, providing detailed guidance for the implementation of laws and policies established at the national level (Kenap et al., 2021). These regional regulations serve as strategic instruments to operationalize regional autonomy, accommodate local diversity, and address specific public needs while maintaining alignment with the constitution and overarching national laws. In the context of flood management in Surabaya, the DPRD-initiated Draft Regional Regulation exemplifies this role by formalizing flood control strategies, integrating the responsibilities of the city government, private sector implementers, legislators, and the community. By embedding legal authority and procedural legitimacy, such regulations ensure that interventions—ranging from drainage systems and retention ponds to river normalization—are coordinated, enforceable, and responsive to both local conditions and broader policy frameworks. Ultimately, regional regulations bridge national legal objectives with local implementation, promoting social justice, public welfare, and effective governance.

Community Response and Participation in the DPRD-Initiated Draft Regional Regulation on Flood Control

Public participation in the formation of regional regulations is clearly structured to provide a space for citizens to convey their aspirations in government policymaking. This is reflected in Law No. 23 of 2004 on Regional Government, Article 139, Paragraph (1), which states that “citizens have the right to provide input, orally or in writing, during the preparation or deliberation of draft regional regulations” (Taufiq, 2016). Citizen involvement in drafting regional regulations is very important to ensure that no conflicts of interest arise during implementation. When the public participates in the formulation of public policies, including regional regulations, local governments are better able to consider the wishes of citizens and avoid violating their needs (Fadila Siregar et al., 2023).

As reported in interviews (Rohmah, 2025), the Surabaya city government has long been open to public participation. Through the “Sayang Warga” application, residents affected by floods can report issues and contact the government to carry out disaster mitigation, such as water suction efforts. Residents can also report via the emergency hotline “112.” Through these reports, the public participates effectively in drafting the DPRD-initiated regional regulation, allowing the government and DPRD as the drafter to identify areas that require serious flood management, so the regulation can be properly incorporated into the draft law.

Accordingly, the DPRD, both as an institution and through its members, must be optimal and productive in enacting regional regulations that align with public interests and expectations while ensuring a sense of justice for citizens. Furthermore, the DPRD can determine the extent to which public participation is involved in the lawmaking process (Fadila Siregar et al., 2023). Public participation is not limited to reporting during floods; it also includes awareness in maintaining the environment, keeping drainage systems clean, refraining from littering, creating water absorption areas, and protecting infrastructure and public facilities used for flood prevention (Rosyidah et al., 2024).

In addition, post-enactment socialization of the regional regulation is necessary to provide information and education to the public when floods occur. This allows the government to collaborate with citizens in jointly improving the environment to prevent flooding, as regulated in the law. Consequently, the government has both the responsibility and authority in disaster management, including preparing funds, referred to as emergency disaster response funds (Rahim et al., 2023).

Conclusion

This study utilizes the legal politics theory of Prof. Moh. Mahfud MD, who views legal politics as the state's official policy in determining regulations to achieve the objectives of the 1945 Constitution. Legal politics differs from the broader study of legal politics, which includes social-political backgrounds, law enforcement processes, and societal dynamics. At the regional level, legal politics is used to analyze the direction and purpose of drafting regional regulations (*perda*), including the DPRD Surabaya-initiated draft regional regulation (*Raperda*) on flood control and mitigation. Flooding has become an annual issue in Surabaya, triggered by various factors such as lowland areas, illegal constructions, rivers clogged with waste, and the inefficiency of mitigation facilities. This *Raperda* was created in response to the absence of a legal framework governing flood management previously undertaken by the city government.

In its drafting process, legal politics encompasses political interests, public participation, legal consistency, political negotiation, external influences, social justice, and the implementation and enforcement of laws. The DPRD, city government, private sector, and community each have roles in the formation of a regional regulation that is complex and strategic as an instrument of regional autonomy policy. The main findings indicate that the drafting of the *Raperda* has not been fully based on scientific studies or comprehensive environmental impact analyses. Furthermore, limited involvement of the public and relevant stakeholders during the formulation stage may reduce the legitimacy and effectiveness of the policy. Nevertheless, the DPRD's initiative demonstrates that flood issues have gained

more serious political attention, marking an important first step in strengthening flood control regulations systematically and sustainably.

Recommendations

Based on the research findings, it is recommended that the DPRD and the Surabaya city government enhance public participation at every stage of drafting the Raperda, particularly through consultation forums and transparent information access. Evaluating existing flood management policies is also crucial to prevent overlaps and to improve previous approaches. Furthermore, collaboration between the DPRD, executive authorities, academics, and the community should be strengthened to produce comprehensive policies. The use of environmentally based data and technology, as well as a continuous evaluation system, should also be integrated to ensure the effective implementation of the Raperda.

References

- Admin. (2022). *Banjir (Pengertian, Jenis, Penyebab dan Pengendalian)*.
- Arif Fitria, R., Hasan, A., Umar, M., Khasyi, N., & Universitas Islam Negeri Antasari Banjarmasin, P. (2024). *Dinamika Politik Hukum Dalam Pembentukan Peraturan Daerah: Antara Kepentingan Lokal dan Nasional*. <https://shariajournal.com/index.php/IJIJEL/>
- Bima Anggara, R., Apriyanti, R., & Syahuri, T. (2024). *POLITIK HUKUM DI MATA PARA TOKOH* (Vol. 1, Issue 3).
- Editor DPRD Kota Surabaya. (2025, February 3). *DPRD Kota Surabaya Gelar Rapat Paripurna, Bahas Tiga Raperda Inisiatif*. DPRD Kota Surabaya.
- Fadila Siregar, S., Nadila, R., Hsb, N., & Rinaldi, F. (2023). *Partisipasi Masyarakat Dalam Proses Pembentukan Penyusunan Peraturan Daerah*.
- Fadilla, A. R., & Wulandari, P. A. (2023). Literature Review Analisis Data Kualitatif Tahap Pengumpulan. *Mitita Jurnal Penelitian*, 1, 34–36.
- Halawa, Y., Siburian, K., & Siregar, H. (2022). Hak Inisiatif Dewan Perwakilan Rakyat Daerah dalam Proses

- Pembentukan Peraturan Daerah. *Nommensen Journal of Constitutional and Administrative Law*, 1, 44. https://ejournal.uhn.ac.id/index.php/administrative_law
- Ismatullah, D. (2018). *Politik Hukum Kajian Hukum Tata Negara*. PT. Remaja Rosdakarya.
- Jatri, R., Burlian, P., & Barkah, Q. (2023). Politik Hukum Pembentukan Peraturan Daerah Kabupaten Musi Rawas Utara Nomor 17 Tahun 2019 Tentang Pesta Rakyat. In *Journal of Sharia and Legal Science* (Vol. 1). <http://jurnal.dokicti.org/index.php/JLS/index>
- Kenap, A., Rumimpunu, & Gerungan, C. A. (2021). *PROSES Penyusunan Rancangan Peraturan Daerah menjadi Peraturan Daerah*.
- Melani, R., & Putri, N. E. (2021). *Fungsi DPRD dalam Penyusunan Ranperda Periode 2014-2019 di DPRD Kabupaten Limapuluh Kota*. <https://doi.org/10.36312/jisip.v5i4.2502/http://ejournal.mandalanursa.org/index.php/JISIP/index>
- Muhammad Syafaruddin. (2024, December 25). *Eri Cahyadi Ungkap Penyebab Banjir di Surabaya: Hujan Ekstrem dan Sungai Meluap*. Suarasurabaya.Net.
- Nelly, S. (2024). PARTISIPASI MASYARAKAT DALAM PROSES PEMBUATAN KEBIJAKAN PUBLIK. *Jurnal Sociopolitico*, 6(1).
- Prof. Dr. Moh. Mahfud. MD, SH. , S. (2009). *Politik Hukum Di Indonesia*.
- Rahim, A., Rifai, A., Soleha, A., Jihan Fauziah, H., Syain, M., Daerah, P., & Banjir, B. (2023). Peran Pemerintah Daerah dalam Penanggulangan Bencana Banjir Menurut Peraturan Daerah Kabupaten Indramayu No. 3 Tahun 2016. *Jurnal Ilmiah Ilmu Pendidikan*, 6(4), 2160–2163. <https://doi.org/https://doi.org/10.54371/jiip.v6i4.1841>
- Rohmah, N. L. (2025). *Wawancara* .
- Rosyidah, S. J., Putri, L., Sumarsono, A. P., Fadilah, S. R., & Nawangsari, E. R. (2024). Analisis Kebijakan Pemerintah Dalam Penanggulangan Bencana Banjir di Wilayah Pakal Surabaya Barat. *Jurnal Desentralisasi Dan Kebijakan Publik (JDKP)*, 97–106. <https://doi.org/10.30656/jdkp.v5i2.8784>

- Safarudin Rizal, Zulfamanna, Kustati Martin, & Sepriyanti Nana. (2023). Penelitian Kualitatif. *INNOVATIVE*, 3.
- Sihombing, E. N. A. M. (2020). *POLITIK HUKUM* (B. A. Kodyat, Ed.; Oktober 2020). Enam Media.
- Taufiq, M. (2016). *Partisipasi Masyarakat Dalam Pembentukan Peraturan Daerah Community Participation In The Establishment Of Regional Regulations*. <https://doi.org/https://doi.org/10.32832/yustisi.v3i1.1119>
- Wayan Gamariel Umbarayasa, I., Matompo, O. S., & Hasmin, M. (2021). Hak Inisiatif Dewan Perwakilan Rakyat Daerah dalam Pengajuan Rancangan. *Jurnal Kolaboratif Sains*, 247–251.