

Advancing Inclusive Legal Frameworks at the Local Level: The Sibolga City Council's Initiative on Disability Rights Protection

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Abstract: This research aims to analyze the initiative of the Regional People's Representative Council (DPRD) of Sibolga City in the formation of the Regional Regulation concerning the Protection and Fulfillment of the Rights of Persons with Disabilities, focusing on two main issues: the authority of the Sibolga City DPRD in initiating Regional Regulations and the actual process of its formation. Persons with disabilities in Sibolga City require a local legal framework as an implementation of Law Number 8 of 2016 to guarantee their fundamental rights. The research method employed is empirical legal research with data collection techniques through direct observation and literature study of relevant legal documents. The results indicate that the Sibolga City DPRD possesses attributive authority based on Law Number 23 of 2014 and Government Regulation Number 12 of 2018 to independently propose draft regional regulations to fill local legal vacuums. The formation process is carried out systematically through the stages of planning, drafting, and plenary discussions. A crucial point in this process is the strategic collaboration between the Sibolga City DPRD and academic institutions in drafting the Academic Paper to ensure that the resulting regulation is scientifically sound and implementable for the people of Sibolga City.

Keywords: Legislative Initiatives, Local Governance, Rights of Persons with Disabilities, Regional Regulations, Inclusive Policies.

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Abstrak: Penelitian ini bertujuan untuk menganalisis inisiatif Dewan Perwakilan Rakyat Daerah (DPRD) Kota Sibolga dalam pembentukan Peraturan Daerah tentang Perlindungan dan Pemenuhan Hak-Hak Penyandang Disabilitas, dengan fokus pada dua isu utama: kewenangan DPRD Kota Sibolga dalam memulai Peraturan Daerah dan proses aktual pembentukannya. Penyandang disabilitas di Kota Sibolga membutuhkan kerangka hukum lokal sebagai implementasi Undang-Undang Nomor 8 Tahun 2016 untuk menjamin hak-hak fundamental mereka. Metode penelitian yang digunakan adalah penelitian hukum empiris dengan teknik pengumpulan data melalui observasi langsung dan studi literatur dokumen hukum yang relevan. Hasil penelitian menunjukkan bahwa DPRD Kota Sibolga memiliki kewenangan berdasarkan Undang-Undang Nomor 23 Tahun 2014 dan Peraturan Pemerintah Nomor 12 Tahun 2018 untuk secara mandiri mengusulkan rancangan peraturan daerah guna mengisi kekosongan hukum lokal. Proses pembentukan dilakukan secara sistematis melalui tahapan perencanaan, penyusunan, dan diskusi pleno. Poin penting dalam proses ini adalah kolaborasi strategis antara DPRD Kota Sibolga dan lembaga akademis dalam menyusun Makalah Akademis untuk memastikan bahwa peraturan yang dihasilkan berlandaskan ilmiah dan dapat diterapkan bagi masyarakat Kota Sibolga.

Kata Kunci: Inisiatif Legislatif, Tata Kelola Lokal, Hak Penyandang Disabilitas, Peraturan Daerah, Kebijakan Inklusif.

Introduction

Persons with disabilities are citizens who have the same status, rights, obligations, and roles as others in all aspects of life and livelihood before the law and government. The state, including local governments, is obligated to provide protection and guarantee the fulfillment of the rights of persons with disabilities so they can live independently, with dignity, and fully participate in society.¹

In the global scholarly discourse, disability rights protection has increasingly shifted from a purely normative recognition framework toward the localization of rights-based governance following the adoption of the United

¹ Jeremia Gom Gom Parulian Simanjuntak, "Policy on Fulfilling the Rights of Persons with Disabilities in Indonesia: Quo Vadis?," *Indonesian Journal of Disability Studies* 8, no. 1 (2021), <https://doi.org/https://doi.org/10.21776/ub.ijds.2021.008.01.16>.

Nations Convention on the Rights of Persons with Disabilities (UNCRPD).² Recent studies emphasize that effective disability inclusion depends not only on national legislative reforms but also on the capacity of local governments and regional legislative bodies to translate international commitments into operational regulatory instruments. While comparative research in several jurisdictions has highlighted the importance of municipal level legal frameworks in promoting accessibility, participation, and equality, empirical legal studies examining the legislative initiative of local councils in developing disability-specific regional regulations remain limited, particularly in the context of developing countries.³ In Indonesia, existing scholarship has largely concentrated on statutory harmonization after the enactment of Law Number 8 of 2016 concerning Persons with Disabilities and on executive policy implementation rather than legislative innovation at the municipal level. Therefore, this study contributes to the literature by positioning the initiative of the Sibolga City Council as a concrete example of how local legislative institutions operationalize disability rights through regional regulatory frameworks, thereby advancing the discourse on inclusive local governance and strengthening the practical realization of human rights obligations at the subnational level.⁴

The issues of persons with disabilities are an issue that requires serious attention from local governments. According to data from the Sibolga City Social Service, in 2025, there were 304 persons with disabilities registered in the city. This data demonstrates that persons with disabilities are a significant community group and require legal protection and regional policies that guarantee the fulfillment of their rights comprehensively and sustainably. Therefore, the establishment of Regional Regulations (Perda) as a legal

² Jefri Tamba, "A Juridical Study toward Indonesian Disabilities Right for Public Services Accessibility According to Law," *Indonesian Journal of Disability Studies* 4, no. 1 (2017), <https://doi.org/https://doi.org/10.21776/ub.ijds.2017.4.1.9>.

³ H. Nugroho, "Legal Capacity Reform for Persons with Disabilities in Indonesia after Constitutional Court Decisions," *Indonesian Journal of Advocacy and Legal Services* 5, no. 1 (2023).

⁴ A. Mulyawan, "Challenges and Opportunities in Implementing Disability Rights: Policy Evaluation and Access to Welfare for Persons with Disabilities," *International Journal of Law and Society* 2, no. 1 (2024), <https://doi.org/https://doi.org/10.62951/ijls.v2i1.236>.

instrument at the regional level that can serve as a legal umbrella for the protection and fulfillment of the rights of persons with disabilities is necessary.⁵

Normatively, the mandate for disability protection has been clearly established through Law Number 8 of 2016 concerning Persons with Disabilities, which obliges regional governments to adopt strategic measures to guarantee accessibility, participation, non-discrimination, and equal opportunities in all sectors of public life.⁶ However, the effectiveness of national legislation largely depends on its operationalization at the regional level through local regulatory instruments. In this regard, the initiative of the Sibolga City Council to formulate regional regulations on disability rights represents an important step toward localizing human rights obligations and strengthening inclusive governance frameworks. The absence of a specific regional regulation risks creating regulatory gaps that may hinder the implementation of disability-inclusive policies in education, employment, public services, and social protection. Therefore, the establishment of a regional regulation on the protection and fulfillment of the rights of persons with disabilities is not merely a policy option but a legal necessity to ensure harmonization between national mandates and local governance practices, while simultaneously promoting sustainable and rights-based regional development.⁷

Legally, the protection and fulfillment of the rights of persons with disabilities are specifically regulated in Law Number 8 of 2016 concerning Persons with Disabilities, which explains that Regional Governments are obligated to carry out planning, implementation, and evaluation of the implementation of respect, protection, and fulfillment of the rights of Persons with Disabilities.

Constitutionally, the authority to establish Regional Regulations (Perda) by Regional Governments and the Regional People's Representative Council (DPRD) is based on Article 18 paragraph (6) of the 1945 Constitution of the

⁵ Dinas Sosial Kota Sibolga, "Jumlah Penyandang Disabilitas Menurut Kecamatan Di Kota Sibolga," 2024, <https://satudata.sibolgakota.go.id/dataset/16/0c38ab2d4ece414c-a187-c99a3293148e/pdf>.

⁶ Republik Indonesia, "Undang-Undang Nomor 8 Tahun 2016 Tentang Penyandang Disabilitas" (2016).

⁷ R. A. Mursita, "Contemporary Challenges and Legal Resolutions in the Implementation of Accessibility Rights for Persons with Disabilities in Indonesia," *Nusantara: Journal of Law Studies* 3, no. 1 (2024), <https://doi.org/https://doi.org/10.5281/zenodo.17373273>.

Republic of Indonesia, which affirms that Regional Governments have the right to establish Regional Regulations and other regulations to implement regional autonomy and assistance tasks. This provision is further elaborated in Article 236 paragraph (1) of Law Number 23 of 2014 concerning Regional Government, which states that Regional Regulations are established within the framework of implementing Regional Autonomy and Assistance Tasks.⁸

In the context of implementing regional autonomy, the DPRD plays a strategic role through three functions: regulation formation, budgeting, and oversight. Article 150 letter b of Law Number 23 of 2014 stipulates that in carrying out the DPRD's function of forming regional regulations, one way is by submitting a draft regional regulation (Ranperda). The submission of a draft regional regulation from the DPRD is generally known as a DPRD initiative.⁹

The mechanism for submitting a draft regional regulation by the DPRD is further regulated in Minister of Home Affairs Regulation Number 80 of 2015 in conjunction with Minister of Home Affairs Regulation Number 120 of 2018. Article 33 paragraph (1) states that a draft regional regulation can be submitted by the DPRD through supporting bodies such as commissions, joint commissions, or the Regional Regulation Formation Agency (Bapemperda) based on the Propemperda. The internal procedures are also emphasized in Government Regulation Number 12 of 2018 concerning the Drafting of DPRD Rules of Procedure. The exercise of the right of initiative is an important instrument for responding to urgent community needs that may not yet be accommodated in regional government policies. Several previous studies have shown that the formation of regional regulations is still dominated by executive initiatives, while the role of the Regional People's Representative Council (DPRD) as the initiator of regional regulations is not yet fully optimized.

The novelty of this research lies in three main contributions. First, unlike previous studies that predominantly examine disability rights protection from the perspective of national legislation or executive policy implementation, this

⁸ A. Prabowo, "Kewenangan Pembentukan Peraturan Daerah Dalam Kerangka Otonomi Daerah Di Indonesia," *Jurnal Rechts Vinding: Media Pembinaan Hukum Nasional* 11, no. 2 (2022), <https://doi.org/https://doi.org/10.33331/rechtsvinding.v11i2.820>.

⁹ E. N. Sihombing, "The Role of Local Parliament in the Formation of Regional Regulations in Indonesia," *Hasanuddin Law Review* 7, no. 1 (2021), <https://doi.org/https://doi.org/10.20956/halrev.v7i1.2987>.

study specifically analyzes the legislative authority of the Sibolga City Council in initiating regional regulations concerning the protection and fulfillment of the rights of persons with disabilities as a mechanism for localizing human rights obligations at the municipal level. Second, this research provides a systematic normative-institutional analysis of the process through which a regional regulation initiative is formulated within the framework of Indonesian regional autonomy law, particularly in relation to the legislative function of local representative bodies as mandated under Law Number 23 of 2014 concerning Regional Government. Third, this study offers an original empirical-legal contribution by examining the regulatory initiative in a secondary city context—Sibolga—which has rarely been addressed in existing disability governance literature. By doing so, the study expands the scholarly understanding of how subnational legislative institutions contribute to strengthening inclusive governance and operationalizing disability rights beyond the national statutory framework.

Method

This study applies an empirical juridical research method to examine the interaction between normative legal provisions and their implementation in regional legislative practice. The empirical juridical approach is operationalized through two complementary analytical dimensions: normative legal analysis and institutional-empirical examination. The normative dimension focuses on identifying legal mandates governing the protection and fulfillment of the rights of persons with disabilities, particularly those derived from national legislation regulating disability rights and regional autonomy. Meanwhile, the empirical dimension evaluates how these legal mandates are translated into legislative initiatives at the municipal level through the institutional role of local representative bodies.¹⁰

Operationally, data collection was conducted through three stages. First, primary legal materials were examined, including statutory regulations, regional legislative documents, draft regional regulations, and official institutional records related to the formation of disability-related regional policies. Second, secondary legal materials were analyzed, consisting of academic publications, policy reports, legal

¹⁰ W. Widyani, R., Wei, L., & Jun, "Empirical Legal Research Methods: Applications in Legal Research in Indonesia," *Rechtsnormen: Journal of Law* 3, no. 2 (2025), <https://doi.org/https://doi.org/10.70177/rjl.v3i2.2095>.

commentaries, and relevant scholarly literature addressing disability rights governance and regional legislative authority. Third, institutional observation was carried out to understand procedural mechanisms involved in the formulation of regional regulation initiatives within the local legislative framework. The collected data were analyzed qualitatively using statutory, institutional, and conceptual approaches.¹¹ The statutory approach was applied to assess the consistency between national legal mandates and regional regulatory initiatives. The institutional approach was used to examine the authority and functional role of local legislative bodies in initiating regional regulations. Meanwhile, the conceptual approach enabled the study to interpret disability rights protection within the broader framework of inclusive governance and the localization of human rights obligations. Through this operational design, the empirical juridical method allows the study to identify regulatory gaps, institutional dynamics, and the effectiveness of legislative initiatives in strengthening disability rights protection at the municipal level.¹²

Result and Discussion

The Authority of the Sibolga City DPRD in the Formation of Initiative Regional Regulations

The authority of the Regional People's Representative Council (DPRD) to initiate regional regulations represents a key institutional mechanism within Indonesia's decentralized constitutional structure. Although Article 18 paragraphs (3) and (6) of the 1945 Constitution formally guarantees the existence of regional representative institutions and their regulatory authority, the practical significance of this mandate depends on how actively the DPRD exercises its legislative initiative function in responding to local social issues. In many regions, the formation of regional regulations remains predominantly executive-driven, which limits the role of representative institutions in translating community needs into regulatory frameworks. Against this background, the initiative of the Sibolga City Council to formulate a Regional Regulation on the Protection and Fulfillment of the Rights of Persons with

¹¹ Nigel Duncan Hutchinson, Terry, "Defining and Describing What We Do: Doctrinal Legal Research," *Deakin Law Review* 17, no. 1 (2012), <https://doi.org/https://doi.org/10.21153/dlr2012vol17no1art70>.

¹² A. Noor, "Socio-Legal Research: Integration of Normative and Empirical Juridical Research in Legal Research," *Jurnal Ilmiah Dunia Hukum* 7, no. 2 (2023), <https://doi.org/https://doi.org/10.35973/jidh.v7i2.3154>.

Disabilities reflects an important institutional shift toward strengthening inclusive local governance.¹³

Empirical findings from this study indicate that the proposal for the draft regional regulation originated from the Regional Regulation Formation Agency (Bapemperda) as part of the Regional Legislative Program (Propemperda). Interviews with members of Bapemperda reveal that the initiative emerged in response to the absence of a specific regional legal framework addressing disability rights protection at the municipal level. As noted by one legislative informant, *“the draft regulation was proposed to ensure that national mandates on disability rights can be implemented more effectively at the regional level and adapted to the specific needs of the Sibolga community”*. This finding demonstrates that legislative initiative powers can function as a mechanism for bridging regulatory gaps between national legal obligations and local governance realities.¹⁴

Furthermore, institutional coordination between the DPRD and regional stakeholders, including the social affairs office and community representatives, played an important role in shaping the regulatory agenda. Field observations suggest that the identification of approximately 304 persons with disabilities in Sibolga strengthened the policy justification for prioritizing disability-inclusive regulation within the regional legislative agenda. This indicates that empirical demographic considerations were integrated into the legislative planning process rather than relying solely on formal statutory mandates.¹⁵

From a governance perspective, the involvement of Bapemperda as the initiating body illustrates how internal legislative structures can transform social protection concerns into formal regulatory proposals. This supports broader theoretical arguments in decentralization and human rights governance literature that local legislative institutions serve as strategic actors in operationalizing national rights commitments at the subnational level. Therefore, the DPRD’s initiative authority should be understood not merely as

¹³ Teuku Johan, *Hukum Tata Negara Dan Hukum Administrasi Negara Dalam Tataran Reformasi Ketatanegaraan Indonesia*, 2018.

¹⁴ Faninazila Amnurdiant, “Implementasi Kewenangan DPRD Kabupaten Sidoarjo Dalam Penggunaan Hak Inisiatif Terhadap Pembentukan Rancangan Peraturan Daerah,” *Jurnal Media Akademik (JMA)* 3, no. 1 (2025).

¹⁵ F. Ndaumanu, “Hak Penyandang Disabilitas: Antara Tanggung Jawab Dan Pelaksanaan Oleh Pemerintah Daerah,” *Jurnal HAM* 11, no. 1 (2020), <https://doi.org/https://doi.org/10.30641/ham.2020.11.131-150>.

a procedural legislative competence but as a substantive policy instrument for advancing inclusive regional development and strengthening the localization of disability rights protection.¹⁶

Despite these constraints, the prospective policy impact of the initiative regulation is substantial for strengthening inclusive local governance. The adoption of a disability-specific regional regulation would provide a formal legal framework for integrating accessibility standards, participation mechanisms, and non-discrimination principles into regional development planning. Furthermore, it would enhance institutional coordination among sectoral agencies responsible for disability services and strengthen the operationalization of national disability rights mandates at the municipal level. In this regard, the involvement of Bapemperda as the initiating body illustrates how internal legislative structures can transform social protection concerns into formal regulatory proposals, confirming that DPRD initiative authority functions not merely as a procedural legislative competence but as a substantive policy instrument for advancing inclusive regional development and strengthening the localization of disability rights protection.

Formation of the Regional Regulation on the Rights of Persons with Disabilities in Sibolga City

The process of establishing the initiative regional regulation of the Sibolga City Council concerning the Protection and Fulfillment of the Rights of Persons with Disabilities represents an important manifestation of the DPRD's legislative function within the framework of regional autonomy. Although initiative-based regulations formally possess the same legal status as executive-proposed regulations, their institutional significance lies in the extent to which they reflect legislative responsiveness to community needs, particularly those of vulnerable groups such as persons with disabilities.¹⁷

¹⁶ Sapardiyono Widodo, W. M., "Implementasi Pemenuhan Hak-Hak Penyandang Disabilitas Di Sektor Pelayanan Publik Berdasarkan Undang-Undang No. 8 Tahun 2016," *Ahmad Dahlan Legal Perspective* 4, no. 2 (2024), <https://doi.org/https://doi.org/10.12928/adlp.v4i2.12023>.

¹⁷ R Shoesmith, D., Franklin, N., & Hidayat, "Decentralised Governance in Indonesia's Disadvantaged Regions: A Critique of the Underperforming Model of Local Governance in Eastern Indonesia," *Journal of Current Southeast Asian Affairs* 39, no. 3 (2020), <https://doi.org/https://doi.org/10.1177/1868103420963140>.

In this context, the role of the Regional Regulation Formation Agency (*Bapemperda*) becomes central in determining whether the initiative regulation functions as a substantive policy instrument or merely as a procedural legislative formality. Empirical findings indicate that Bapemperda did not only perform an administrative screening function but also acted as a policy agenda-setting body by identifying the absence of a specific regional legal framework on disability protection and subsequently integrating the issue into the Regional Legislative Program (*Propemperda*). This suggests that Bapemperda played a strategic institutional role in translating social protection concerns into legislative priorities. However, the effectiveness of this role remains dependent on the availability of supporting academic drafts (*naskah akademik*), inter-sectoral coordination, and the capacity of legislative members to incorporate disability-inclusive perspectives into regulatory substance rather than limiting the initiative to procedural compliance with legislative planning requirements.

The quality of public participation in the regulatory formation process also constitutes an important indicator of legislative effectiveness. Although formal consultation mechanisms such as hearings and stakeholder discussions were conducted, the extent to which disability communities were substantively involved in shaping the regulatory content remains a critical issue. Meaningful participation requires not only procedural inclusion but also the integration of experiential knowledge from persons with disabilities into policy formulation. Limited engagement with disability advocacy groups may reduce the responsiveness of regulatory provisions to actual accessibility barriers faced at the municipal level, thereby affecting the transformative potential of the regulation.¹⁸

From a policy impact perspective, the initiative regulation has significant implications for strengthening the protection of disability rights in Sibolga. The presence of a disability-specific regional regulation would provide a legal foundation for integrating accessibility standards, inclusive service delivery, and non-discrimination principles into sectoral governance areas such as education,

¹⁸ Surana, "Accountability and Political Responsiveness in Local Legislatures: A Case Study of the Sleman Regency DPRD," *Saneskara: Journal of Social Studies* 2, no. 2 (2025), <https://doi.org/https://doi.org/10.62491/sjss.v2i2.2025.56>.

employment, and public infrastructure.¹⁹ More importantly, it would enhance institutional coordination among local government agencies responsible for disability-related services and support the localization of national disability rights mandates within regional development planning. Therefore, the initiative regulation should be understood not merely as a formal legislative exercise but as a strategic governance instrument capable of addressing regulatory gaps and advancing rights-based inclusive development at the municipal level.²⁰

a. Planning Stage

The Planning Stage is the initial phase in the process of formulating Regional Regulations, which aims to formulate the need for new regulations or amendments to existing regulations. During this stage, both the regional government and the Regional People's Representative Council (DPRD) develop a Regional Legislation Program Plan (Propemperda) as a basis for drafting and enacting Regional Regulations in a planned, systematic, and measurable manner.

The General Provisions section of Law Number 12 of 2011 concerning the Formation of Legislation states that

"The Formation of Legislation is the creation of Legislation that includes the stages of planning, drafting, discussion, ratification or determination, and promulgation."

Based on these provisions, planning is the earliest stage that must be undertaken in the formation of any legislation, including Initiative Regional Regulations.

The initial stage begins with the proposal of a draft Regional Regulation by the Regional People's Representative Council (DPRD), based on community aspirations and regional legal needs. This is then incorporated into the Regional Regulation Formation Program (Propemperda) as the basis for planning the formation of the Regional Regulation. This is emphasized in Presidential

¹⁹ J. Lord, J. E., Stein, M. A., & Fiala-Butora, "Facilitating and Implementing the UN Convention on the Rights of Persons with Disabilities: An International Perspective," *Journal of Human Rights Practice* 2, no. 2 (2010), <https://doi.org/https://doi.org/10.1093/jhuman/huq011>.

²⁰ W. Putri, A. A., Wiryadi, U., & Nugraha, "Implementasi Undang-Undang Nomor 8 Tahun 2016 Terkait Pemenuhan Hak Atas Pekerjaan Bagi Penyandang Disabilitas Di Kota Bekasi," *Krisna Law* 6, no. 2 (2024), <https://doi.org/https://doi.org/10.37893/krisnalaw.v6i2.899>.

Regulation Number 87 of 2014, which states that Regional Regulation planning includes the preparation of a Prolegda (Regional Legislation Program), the planning of an open cumulative Draft Regional Regulation, and the planning of a Draft Regional Regulation outside the Prolegda. Furthermore, Minister of Home Affairs Regulation Number 120 of 2018 concerning Amendments to Minister of Home Affairs Regulation Number 80 of 2015 concerning the Formation of Regional Legal Products.²¹

The preparation of the Propemperda within the DPRD is coordinated by the Bapemperda for a one-year period based on a priority scale and is conducted annually before the enactment of the Draft Regional Regulation on the Regional Budget (APBD). The Propemperda is established based on an agreement between the DPRD and the Regional Head, and is ratified in a DPRD Plenary Meeting. The Propemperda is established by a DPRD decision. The Sibolga City DPRD initiates the formation of the Regional Regulation starting from the planning stage, which is outlined in the Propemperda. The Regional Regulation on the Protection and Fulfillment of the Rights of Persons with Disabilities was previously included in the 2025 Sibolga City Regional Regulation Propemperda as a draft Regional Regulation stipulated by a DPRD decision on November 28, 2024.

b. Preparation Stage

This stage is the next step after the Propemperda (Regional Regulation Proposal) is submitted. Draft regulations initiated by the DPRD can be submitted by members, commissions, joint commissions, or the Regional Development Planning Agency (Bapemperda). They are then submitted to the DPRD leadership. Draft regulations initiated by the DPRD are accompanied by explanations/descriptions and/or an Academic Paper (NA), which lists the names and signatures of the proposers.

At this stage, the Sibolga City DPRD collaborates with academics from universities as part of an effort to ensure the quality of the regulation's substance from a philosophical, sociological, and legal perspective, resulting in a draft regulation that is data-based and has a strong scientific foundation. The Bapemperda then submits the prepared draft regulations and the Academic

²¹ F. Rahman, "Perencanaan Program Pembentukan Peraturan Daerah Dalam Sistem Legislasi Daerah," *Jurnal Konstitusi* 18, no. 3 (2021), <https://doi.org/10.31078/jk1836>.

Paper to the DPRD leadership to schedule discussions with the local government.

c. Discussion Stage

The discussion stage is carried out to achieve mutual agreement. The mechanism for discussing the Draft Regional Regulation by the Sibolga City DPRD and the Sibolga City Government is carried out through two levels of discussion. This is as referred to in Article 9 paragraphs (3) and (4) of Sibolga City DPRD Regulation Number 25 of 2025 concerning the Sibolga City DPRD's Rules of Procedure.

First, at Level I Discussion, the proposer explains the Draft Regional Regulation to be proposed in a plenary session. The regional head then responds to the Draft Regional Regulation, and the DPRD proposer provides feedback or answers to the regional head's comments or opinions. Afterward, the discussion continues in a commission meeting, joint commission, or special committee held in conjunction with the regional head or an official appointed to represent the regional head.

At this stage, the Sibolga City DPRD's Bapemperda conducts an in-depth discussion of the Draft Regional Regulation's contents with the Mayor or an official appointed to represent the regional head. A public hearing was also conducted at this stage, held on July 14, 2025, involving various parties, including experts, academics, Regional Apparatus Organizations (APBD), community organizations, and people with disabilities.

Both Level II discussions were held in plenary sessions. The Chair of the Regional Development Planning Agency (Bapemperda) presented the results of the Level I discussions, and the Regional Head then provided final opinions. At this stage, the Regional People's Representative Council (DPRD) made the final decision to approve or reject the draft regulation.

At this stage, the Sibolga City Draft Regional Regulation on the Protection and Fulfillment of the Rights of Persons with Disabilities was approved by all factions of the Sibolga City DPRD to become a Regional Regulation. This was held in a plenary session of the Sibolga City DPRD on September 11, 2025.

d. Validation or Determination Stage

Once a draft regional regulation has been jointly approved by the Regional People's Representative Council (DPRD) and the Regional Head, the DPRD leadership will submit the draft regional regulation to the Regional Head for

formal ratification. Submission of the draft regional regulation must be made within a maximum of 7 (seven) days from the date of joint approval.

The draft regional regulation is stipulated by the Regional Head by affixing his/her signature within a maximum of 30 (thirty) days of the draft regional regulation's joint approval by the DPRD and the Regional Head. If the draft regional regulation is not signed by the Regional Head within 30 days of the draft regional regulation's joint approval, the draft regional regulation shall become a Regional Regulation and must be promulgated.

e. Invitation Stage

This stage occurs after ratification or stipulation. Promulgation is the stage of establishing regional legal products in the regional gazette, supplementary regional gazette, or regional news. Regional regulations are promulgated in the Regional Gazette by the Regional Secretary. Explanations of the regulations are promulgated in the Supplemental Regional Gazette. Legislation comes into effect and is binding on the date of promulgation, unless otherwise specified in the relevant legislation.

The success of the Sibolga City Council (DPRD) in exercising its authority to create initiative regulations is concretely manifested in the Sibolga City Regulation on the Protection and Fulfillment of the Rights of Persons with Disabilities, officially enacted and promulgated on October 24, 2025. This demonstrates concrete evidence of the DPRD's response to humanitarian issues through initiative channels.

Conclusion

This study demonstrates that the initiative authority of the Sibolga City Council in formulating regional regulations represents a strategic institutional mechanism for operationalizing regional autonomy as mandated by Article 18 of the 1945 Constitution of the Republic of Indonesia and Law Number 23 of 2014 concerning Regional Government. The findings show that the role of Bapemperda is central in translating disability rights issues into regional legislative priorities, indicating a shift from executive-dominated regulation-making toward a more responsive legislative function at the municipal level. This study contributes to the literature by highlighting how local legislative initiatives function as instruments for localizing national disability rights commitments within subnational governance frameworks.

From a policy perspective, strengthening the institutional capacity of DPRD particularly through professional legislative drafting support, academic collaboration, and meaningful participation of disability stakeholders is essential to ensure the effectiveness of initiative-based regional regulations. Such measures are necessary to improve accessibility, inclusive public services, and inter-agency coordination, thereby reinforcing the role of regional regulations as practical instruments for advancing rights-based inclusive development at the local level.

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Author Contributions Statement

DS, contributed to the conceptualization of the study, legal research and analysis, and manuscript drafting. MS, contributed to the research design, literature review, interpretation of findings, and critical revision of the manuscript. Both authors reviewed and approved the final version of the manuscript for publication.

AI Usage Statement

The authors used Artificial Intelligence (AI) tools on a limited basis to assist with language refinement, grammar checking, and improving the readability of the manuscript. All ideas, analyses, interpretations, and conclusions presented in this article are solely the responsibility of the authors.

Conflict of Interest

The authors declare that there are no conflicts of interest related to the research, authorship, or publication of this article. This study was conducted independently without any financial, institutional, or personal influence that could compromise the objectivity and integrity of the research findings.

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