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ARTICLE

EVALUATION OF THE POLICY FOR THE PROVISION OF DRAINAGE DEVELOPMENT FACILITIES AND INFRASTRUCTURE IN KETINTANG VILLAGE, SURABAYA CITY

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Abstract

Flooding is a major urban problem in Surabaya, particularly in Ketintang Village, which frequently experiences significant water logging reaching depths of 20-25 cm. This study evaluates the effectiveness of drainage infrastructure development policies in Ketintang Village, Surabaya City, based on Mayor Regulation No. 68 of 2019 concerning the Implementation of Infrastructure Development Activities and Community Empowerment in Villages. The urgency of this research stems from the need to assess whether the implemented drainage policy has successfully addressed flooding issues and met community needs comprehensively. The research method used is a qualitative approach with a case study method. Data were collected through in-depth interviews with relevant stakeholders including village officials, the Department of Water Resources and Waste Management (DSDABM), and local community members, complemented by field observations and document analysis. Policy evaluation was conducted using William N. Dunn's six criteria: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. The results indicate that the drainage development policy shows positive outcomes across most evaluation criteria. The policy is effective in reducing flood frequency and duration, efficient in resource utilization through inter-agency coordination, and responsive to community needs through participatory planning processes. However, challenges remain in adequacy and equity aspects, as some areas have not been fully served due to land ownership issues and community resistance. The study recommends enhancing inclusive communication approaches, expanding drainage networks to underserved areas, integrating drainage policies with waste management and environmental education programs, and strengthening community participation to ensure equitable distribution of infrastructure benefits throughout Ketintang Village.

Keywords: Public Policy, Policy Evaluation, Drainage Infrastructure, Flood Management, Community Participation

A. INTRODUCTION

Surabaya is the second largest city in Indonesia after Jakarta and is a major metropolitan center in the eastern region. As an economic and industrial center, Surabaya is experiencing very rapid population growth and development. As a result, residential density is increasing, green open spaces are shrinking, and various urban problems are emerging, one of which is flooding (Ramadhani, 2022).

Flooding is an event where land is submerged due to increased water volume, usually caused by high rainfall, lack of water absorption, blocked water channels and also poor drainage systems (Ardiansyah et al., 2025). There are several types of floods that commonly

occur, such as flash floods characterized by strong water flows carrying material, tidal floods caused by rising sea levels, flash floods originating from water overflowing in upstream areas, and local floods that occur due to inadequate drainage systems (Syukur, 2021). Each type of flood has different characteristics and impacts on society and the environment. As a metropolitan city with rapid population growth and development, Surabaya faces various challenges in managing spatial planning and the environment. One of the areas that is often affected by flooding is Ketintang Village, where waterlogging often occurs, especially during the rainy season. This condition not only disrupts community activities but also has various negative impacts on the environment and the local economy (Rosyidah, 2022).

The flood in Ketintang sub-district is one of the floods with a height that is quite high and severe. On the other hand, the road that was affected by the flood is a strategic road that is often used by vehicles and pedestrians. This is supported by the following data.

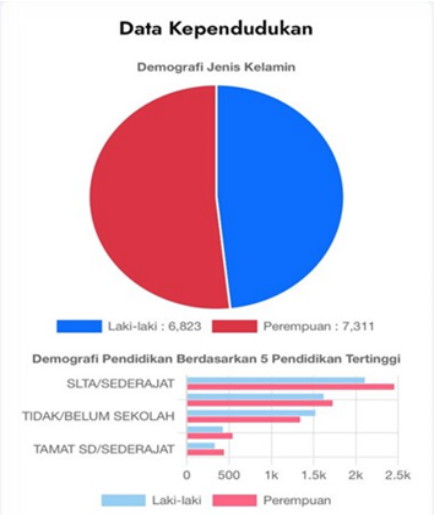
No	Ward	Flood Height
1	Ketintang	20-25 cm
2	Dukuh Mulyorejo	15 cm
3	Dr Soetomo	15 cm
4	Keputran	10 cm

Source: Processed by Researchers, 2025

This problem is crucial because it not only disrupts community activities, but also has an impact on infrastructure, economy, and health. One of the areas that is often affected by flooding in Surabaya is Ketintang Village. This area experiences quite frequent flooding, especially during the rainy season with high intensity. Vulnerable points include Jalan Ketintang, Ketintang Madya, Ketintang Timur, and the area around the UNESA Campus. Waterlogging in this area causes traffic jams, road damage, and disruption to people's daily activities. In fact, flooding can reach a depth of 30-40 cm during heavy rain, with an average of 19.83 cm under normal conditions. It was recorded that in 2018 the depth of the flood reached 19.83 cm, the duration of the flood was around 76 minutes and the area was up to 19.78 Ha, while in 2015 the depth reached 20.89 cm, the duration reached 82 minutes and the area was up to 21.17 Ha.

Some of the main factors causing flooding in Ketintang include high rainfall, inadequate drainage systems, and land conversion. The development of settlements and infrastructure without spatial planning reduces water absorption capacity, accelerates surface runoff, and increases the risk of inundation (Catya et al., 2024). Drainage clogged by garbage, sedimentation, and wild plant growth worsens water flow. In addition, rivers and waterways such as the Surabaya River and Jagir River also play a role in increasing water discharge during the rainy season. Ketintang also faces challenges due to its high population density,

which is recorded at 14,134 people. The increase in population is directly proportional to the increase in the volume of domestic waste and land requirements, which then increases the risk of flooding. The suboptimal waste management system causes many waterways to become clogged, increasing the area's vulnerability to flooding.



The Surabaya City Government and Ketintang Village have attempted to build drainage through the allocation of Village Funds as stipulated in Surabaya Mayor Regulation No. 68 of 2019 concerning the Implementation of Facilities and Infrastructure Development Activities, and Community Empowerment in Villages, it is stated that facilities and infrastructure development activities in the village environment include procurement, construction, development, and maintenance of residential environment facilities and infrastructure. One form of such facilities is drainage channels. In an effort to overcome flooding problems, the village has the authority to cooperate with the City Government in building and repairing drainage channels in its area. However, the reality in the field shows that flooding still occurs frequently, indicating obstacles in the implementation of this policy. This strengthens the urgency of evaluating the effectiveness of the flood management policy that has been implemented (Natsya, 2023).

To find out how far this policy has succeeded, a public policy evaluation approach is needed. One relevant evaluation framework is the theory of William N. Dunn, which includes the criteria of effectiveness, efficiency, adequacy, accuracy, equity, and responsiveness. This evaluation is expected to provide a comprehensive picture of the successes and obstacles in implementing the flood mitigation program in Ketintang, as well as being the basis for more appropriate and sustainable policy recommendations in the future.

B. LITERATURE REVIEW

Public Policy

Public policy is a series of decisions, actions, or programs formulated and implemented by the government to address problems or meet the needs of the community (Malau et al., 2024). According to Thomas R. Dye, public policy is anything that the government chooses to do or not to do, and both have a significant impact on the public. In this context, only the government has the authority to enforce, legitimize, and enforce policies universally on society (Prof. Dr. Sri Suwitri, n.d.). Public policy is dynamic and ongoing, so it is important to understand the policy cycle. Dye (2001) describes the stages of public policy including problem identification, agenda setting, policy formulation, policy ratification, policy

implementation and evaluation (Muadi et al., 2016). This stage shows that the success of a policy is highly dependent on its relevance to the objectives that have been set and the effectiveness of its implementation (Indriani, 2025).

Policy Evaluation

Evaluation is the process of assessing the results of a policy or program to determine the extent to which the stated objectives have been achieved (Wawan et al., 2023). Evaluation produces information about the value or benefits of a policy, and shows whether the policy makes a real contribution to solving public problems (Taali et al., 2024). Policy evaluation involves assessing the substance, implementation, and impact of the policy, and is carried out comprehensively throughout the policy process, not just at the final stage (Rantung, 2024). According to Kurniati et al. (2015), evaluation is functional because it includes the stages of problem formulation, program selection, implementation, and impact. William Dunn divides the evaluation model into three approaches: pseudo-evaluation, formal, and decision-theoretic evaluation. William Dunn also developed six criteria for policy evaluation, namely effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy.

Effectiveness

Effectiveness refers to the extent to which the objectives of a policy are achieved. This evaluation assesses whether the expected results actually occur after the policy is implemented (Hamdani & Wijayanto, 2025). In the context of drainage development in Ketintang Village, effectiveness can be seen from whether flooding has decreased, both in terms of frequency, duration, and impact on the community. A drainage system that functions well and reduces puddles indicates an effective policy.

Efficiency

Efficiency measures how much resources, whether funds, time, or manpower, are used to achieve certain results. Efficiency evaluation will assess whether the policy achieves its objectives in a cost-effective and time-saving manner (Sitorus & Siregar, 2023). For example, drainage construction is considered efficient if it is completed on budget, does not fall behind schedule, and does not waste materials or manpower. This evaluation is important to ensure optimal use of the public budget.

Adequacy

Adequacy focuses on the extent to which policy outcomes can meet the needs of society as a whole (Putri & Purnamasari, 2025). Unlike effectiveness, which only assesses whether goals are achieved, adequacy questions whether these achievements are sufficient to truly solve the problem. In terms of drainage, even though physical development is complete, the policy is considered insufficient if it does not cover aspects such as channel maintenance, waste management, and public education about environmental cleanliness (Setiawan et al., 2021).

Equalization

Equity assesses the extent to which a policy provides benefits fairly to all levels of society. This evaluation considers whether the distribution of benefits and burdens of the policy is evenly distributed (Junaeny et al., 2025). In the drainage project in Ketintang, it is important to see whether residents in all areas, both central and peripheral, feel the positive impact of the policy. If only some areas benefit, then the policy has not met the principle of equity.

Responsiveness

Responsiveness measures the extent to which a policy is able to answer the needs, values, and aspirations of the community. Even though a policy is efficient and effective, if it does not match what the community really needs, then the policy is less responsive (Marina & Syafril, 2024). In drainage development, responsiveness can be seen from the extent to

which the policy involves citizen participation, and responds to their complaints or aspirations about the flooding that has occurred.

Accuracy

Accuracy relates to the accuracy of policy targets, both in terms of location, time, and context of the problem. This evaluation is important to ensure that policies are implemented in areas that really need intervention, at the right time, and for truly urgent problems (Nasripani, 2025). For example, drainage development should be focused on the Ketintang area which is most prone to flooding, not on areas that are less affected.

Community Participation

The term participation has become a common thing to hear in everyday life, both in academic conversations and in the general public. However, until now there has been no single definition that is widely agreed upon. This difference arises because each or expert defines participation based on different perspectives or approaches. Participation can be interpreted as the active involvement of the community in every stage of a program, including in the monitoring process. This involvement starts from the socialization stage, planning, to efforts to preserve activities, which are realized through contributions of energy, ideas, or other forms of support (Sunarso, 2023).

However, efforts to build and develop community participation often encounter obstacles. One of the causes is a mistaken view, where the community is considered difficult to work with or not ready to move forward. In addition, this difficulty is also influenced by intervention from the authorities which actually hinders the growth of genuine participation from the community itself. According to Sumaryadi in (Ricardo Tahulending, 2018) citing that community participation in development means the active involvement of individuals and groups in all stages of development. This involvement is not only physical or formal, but includes contributions of thought, energy, time, expertise, and resources. Participation also means enjoying the results of development and fostering a sense of belonging.

By being directly involved, the community becomes an active subject, not just a passive object. This provides space to convey aspirations, monitor programs, and encourage responsibility and sustainability. Participation is not just a strategy, but a means of empowerment so that the community is more independent and empowered in determining the direction of development that is in accordance with local needs (Nurhadi, 2018).

C. RESEARCH METHODOLOGY

This study uses a qualitative approach, which uses a descriptive approach to evaluate the drainage development policy in flood management in Ketintang Village. This approach was chosen to gain an in-depth understanding of the implementation of the policy, based on the experiences and perceptions of stakeholders. The evaluation was conducted using six criteria according to William N. Dunn, namely effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. Through interviews, observations, and documentation, this study explores the extent to which the drainage policy has a real impact, the challenges faced in its implementation, and how the policy responds to the needs of the community as a whole.

D. RESULT AND DISCUSSION

To determine the success of a policy, an evaluation is needed. Policy evaluation questions what actually happened, as a result of a policy with what happened after the policy was implemented. To assess the success of a policy, it is necessary to develop several indicators that are used as references in conducting an evaluation. The researcher conducted a field review where the policy was implemented. Ketintang Village is one of the implementers of the policy for organizing facilities and infrastructure. The researcher chose Ketintang Village

because it is one of the villages that has a fairly high flood intensity, in addition, the Ketintang Village road is a fairly strategic road and is often passed by motorcyclists. The researcher conducted observations and interviews with related parties, namely Ketintang Village, DSDABM and the local community. Evaluation of the Policy of the Organizer of Drainage Development Facilities and Infrastructure in Ketintnag Village, Surabaya City, was carried out based on the Policy Evaluation criteria according to William N. Dunn (N.Dunn, 2003) as follows :

Effectiveness

Effectiveness, according to William Dunn, is a measure of the extent to which a policy is able to achieve its stated goals. In the context of drainage development in Ketintang Village, effectiveness can be seen from its impact in reducing flooding which was previously a major problem for residents. Before the policy was implemented, Ketintang was often hit by flooding during the rainy season. Waterlogging often blocked main roads and entered residential areas, and took a long time to recede. After the construction of 66 drainage channels including two large channels that lead directly to the Avoer River. This has seen a significant improvement. Waterlogging now recedes faster and is not as severe as before.

The effectiveness of this policy is also supported by field operations, such as water suction using fire trucks and road elevation at flood-prone points. Although not evenly distributed throughout the region, this policy has proven to be able to reduce the intensity and duration of flooding, as well as minimize the negative impacts on social and economic activities of the community. With the reduction in puddles, residents and main road users in Ketintang feel real benefits. Therefore, the construction of this drainage can be categorized as an effective policy.

Efficiency

Efficiency in policy evaluation according to William Dunn is a comparison between the results achieved with the resources used, such as time, energy, and costs. In the context of drainage development policy in Ketintang Village, this efficiency can be seen from how the government optimally utilizes available resources to achieve goals, namely reducing flooding and accelerating the handling of waterlogging. The Surabaya City Government, through related agencies, has made various efforts so that the drainage policy runs efficiently. Drainage development is not only carried out physically, but also accompanied by additional strategies in dealing with flooding. One real example of efficiency is the rapid coordination between various sectors when heavy rain occurs. Village officers and related agencies communicate directly with the water gate managers to regulate river flow, by opening or closing the water gates according to conditions in the field.

In addition, efficiency is also seen from the use of fire trucks to suck up puddles of water when needed. This vehicle is not only used to extinguish fires, but is also used in flood management. That way, the government does not need to buy new special equipment, so it can save the budget. From the description, it can be concluded that the drainage policy in Ketintang Village does not only rely on infrastructure development, but also prioritizes the maximum use of existing resources. The synergy between physical development and rapid emergency response strategies makes this policy efficient. The visible results are reduced flooding and accelerated handling of puddles, which are achieved with the use of controlled and measured resources.

Adequacy

Referring to the concept of adequacy from William Dunn, this indicator assesses the extent to which policy outcomes are able to meet community needs. In the context of drainage development in Ketintang Village, adequacy is seen from the effectiveness of the policy in overcoming flooding. Based on observations and interviews, the implementation of

drainage development has not fully reached all areas. Several obstacles, such as residents' rejection of the use of private land, hamper the expansion of the drainage network. As a result, there are still areas prone to flooding, such as around the railroad tracks near Royal Plaza and in front of Telkom University Surabaya. This condition shows that community needs have not been fully facilitated. Therefore, more inclusive and equitable planning is needed so that every resident has equal access to flood control infrastructure, and drainage policies are truly able to meet the needs of the community as a whole.

Alignment

According to William N. Dunn, equity in public policy evaluation is related to the fair distribution of benefits and burdens among community groups. Equity shows the extent to which policies are able to provide positive impacts for all levels of society, including vulnerable groups. In the context of drainage development in Ketintang Village, the aspect of equity has not been fully achieved. The results of the interviews showed that there is still inequality, where several areas have not enjoyed the development of drainage channels evenly. One of the main causes is the rejection of residents regarding the use of private land for development, which hinders the expansion of the drainage network. This condition shows the need for a more intensive approach through communication and community participation. The village government and related parties need to establish good dialogue and find alternative solutions so that development can proceed without causing conflict or inequality. This effort is important so that all Ketintang residents have equal access to adequate public infrastructure.

Responsiveness

In public policy evaluation, responsiveness measures the extent to which a policy is able to meet the needs and aspirations of the community. In the case of drainage construction in Ketintang Village, responsiveness can be seen from the process involving proposals from RT/RW and field surveys by the village. This approach reflects a participatory policy based on real needs. The type IV self-management scheme also provides space for the community to be directly involved in project implementation, strengthening acceptance and ownership. The community's response to the results of the policy was positive—several residents stated that flooding is now more controlled. In addition, the village also showed a quick response when flooding occurred through coordination with the fire department. The action of pumping water is a real form of response to emergency conditions. Overall, the drainage construction policy in Ketintang shows a good level of responsiveness, from process to results, and reinforces the importance of public participation in improving the quality of policies at the local level.

Accuracy

It is one of the important criteria in evaluating public policies, which assesses the extent to which policies are on target in terms of location, time, beneficiaries, and priorities. In the context of drainage development in Ketintang Village, the accuracy of the location can be seen from the selection of flood-prone areas such as Jalan Ketintang, Ketintang Madya, Ketintang Timur, and around the UNESA Campus. These points are indeed often affected by flooding so that their handling is considered appropriate. In terms of time, construction was carried out before the peak of the rainy season using annual village funds, so that the results had an immediate impact in reducing puddles when the rainy season arrived. The accuracy of the target is also quite visible, where flood-affected communities are the main focus of the policy, although there are still densely populated areas that have not been fully served by drainage or periodic maintenance. Meanwhile, the accuracy of priorities shows that this policy is indeed directed at answering the main problem in the area, namely flooding. However, in order for the results to be optimal, drainage development needs to be synergized

with other policies such as waste management, public education, and construction of infiltration wells. Therefore, although the accuracy of the policy is quite good, several aspects still need to be improved to reach areas that have not been served comprehensively and sustainably.

Based on the interview results that we have described from each sub-focus, namely the results achieved are useful or valuable and comparing the regulations with the reality in the field in the focus of accuracy in the field in the focus of accuracy it can be seen that it is correct. This is because the policy of organizing drainage development facilities and infrastructure has benefits to minimize flooding in Ketintang Village. Based on the results of research on the evaluation of the policy of organizing drainage development facilities and infrastructure in Ketintang Village, Surabaya City, this is measured based on evaluation criteria, which can be said to be satisfactory. The main thing in carrying out the evaluation must be based on the indicators and impacts provided by the program. Based on the results of the study, this program can be said to be able to solve the flooding problems in Ketintang Village.

In addition, the evaluation of the policy for organizing drainage development facilities and infrastructure in Ketintang Village, Surabaya City has been carried out with existing regulations, namely the Decree of the Mayor of Surabaya Number 68 of 2019 concerning the implementation of development activities for facilities and infrastructure, as well as community empowerment in the village, it is stated that the development activities for facilities and infrastructure in the village environment include procurement, construction, development, and maintenance of residential environment facilities and infrastructure. Based on the results of the study, it can be said that it is in accordance with the objectives of the study, namely to determine the level of success of the policy for organizing drainage development facilities and infrastructure in Ketintang Village, Surabaya City so that it can be used as a lesson for improving the implementation of policies in the future.

E. CONCLUSION

Effectiveness

Based on the results of our interviews, the drainage development policy in Ketintang Village can be said to be effective in reducing the frequency, duration, and depth of flooding. The channels built are able to accelerate the water channels connected to the Avoer River, and additional efforts such as water suction and road elevation further support its effectiveness. By reducing flooding and disruption, the policy provides real benefits to the community, both in terms of comfort, safety, and the smoothness of social and economic activities.

Efficiency

In the efficiency indicator, the drainage development policy in Ketintang Village has been implemented efficiently. The implementation of the policy is considered efficient because the use of resources is carried out optimally. The government utilizes coordination between agencies, fire engines for water suction, and responsive management of water gates without wasting the budget. These steps show that the results achieved, namely reducing flood intensity and accelerating handling of puddles, are obtained by utilizing time, energy, and costs effectively and measurably, without wasting resources. This reflects that the policy is not only successful in terms of physical results, but also efficient in its implementation.

Adequacy

The level of adequacy of drainage development policy in Ketintang Village cannot be said to be optimal. Although it has shown positive results, this policy has not fully met the needs of the community. There are still areas that have not been facilitated due to obstacles such as land ownership and community rejection, so that more inclusive and comprehensive

planning is needed. From the incidents captured, more inclusive, participatory and comprehensive planning is needed so that the development of drainage facilities and infrastructure is truly able to overcome flooding effectively and evenly throughout the Ketintang Village area.

Equalization

The equity indicator in the drainage development policy in Ketintang Village has not been fully achieved. Inequality of access still occurs in several areas, indicating the need for a communicative and participatory approach to ensure fairness in infrastructure distribution. The failure to achieve this equity indicates the need for a more inclusive and communicative approach, both from the village and related agencies in order to establish harmonious cooperation with the community. Active participation of residents and alternative solutions to technical and social obstacles are the keys to implementing this policy fairly and comprehensively, so that all people in Ketintang Village can obtain equal benefits from the development of the drainage infrastructure.

Responsiveness

The drainage development policy in Ketintang Village shows that this policy has high responsiveness. The community is involved in planning through RT/RW deliberations, implementation is carried out with a self-management scheme, and the government responds quickly to emergency conditions, which increases public trust. Emergency response actions by the village, such as pumping out puddles of water by fire engines, also show the government's commitment to responding to community needs quickly and adaptively. Overall, this policy is not only able to answer the problem of flooding, but also succeeds in building public trust and satisfaction, which is a strong indicator of a responsive public policy.

Accuracy

The drainage policy is considered appropriate in terms of location and implementation time. Drainage channels are built at flood-prone points and are worked on before the rainy season so that they can effectively prevent waterlogging. However, there are still densely populated areas that have not been served, and long-term effectiveness needs to be supported by other supporting policies such as waste management and environmental education. Although the policy priorities are in accordance with community needs, long-term effectiveness still requires integration with other policies such as waste management and environmental education. Thus, the accuracy of the drainage policy is on the right track, but there is still a need for improvement in the distribution of targets and program continuity to achieve optimal and sustainable results. Based on the research results and conclusions, the author provides several suggestions as follows:

Effectiveness

Expanding drainage development to unserved areas, mapping flood-prone areas periodically, improving cross-sector coordination, and active community participation. Routine maintenance and evaluation of drainage are also important for sustainability.

Efficiency

Continuous evaluation and innovation are needed, such as the use of flood monitoring technology, officer training, increased coordination between agencies, and educating residents to maintain drainage functions.

Adequacy

The government needs to develop inclusive planning, resolve land conflicts fairly, and utilize data and technology so that drainage development reaches all areas in a targeted and efficient manner.

Equalization

Strengthening communication with the community, socializing project benefits, as well as utilizing government land and adaptive technical design are needed to ensure equitable development and reduce the risk of flooding.

Responsiveness

Citizen participation can be enhanced through communication and feedback forums. Emergency preparedness also needs to be strengthened with training and supporting facilities.

Accuracy

Mapping of densely populated areas and integration of drainage with waste management, environmental education, and supporting infrastructure are important to ensure policies are more targeted and sustainable.

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