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# Local Government Authority in Livestock Management and Animal Health in the City of Surabaya

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## ABSTRACT

This study examines the authority of local governments in livestock management and animal health in the city of Surabaya with reference to the national legal framework, particularly Law No. 23 of 2014 concerning Regional Government and Law No. 18 of 2009 in conjunction with Law No. 41 of 2014. The urgency of this research is driven by the increasing demand for animal-based food, particularly beef, which is not fully met by domestic production. This condition poses a serious challenge in ensuring the availability of food that is Safe, Healthy, Wholesome, and Halal (*ASUH*), and requires strict supervision of meat slaughtering and distribution practices. In Surabaya, the rampant circulation of illegal meat without supervision has become a crucial issue that has the potential to endanger public health and disrupt market order. Using a normative legal research approach through the statute approach and conceptual approach, this study analyzes the legal, philosophical, and sociological foundations related to the urgency of establishing Regional Regulations (*Perda*) as legal instruments. The results of the study show that the authority of the Regional Government is not only administrative in nature, but also strategic in supervision of slaughterhouses, disease control, distribution of livestock products, and ensuring quality standards. The formulation of the Local Regulation on Livestock and Animal Health in the City of Surabaya is considered important to strengthen legal certainty, support local food security, and reflect the principles of the rule of law and regional autonomy. Thus, a comprehensive local regulation can serve as a normative solution to prevent illegal practices, enhance the effectiveness of supervision, and protect public interests sustainably.

## KEYWORDS

Authority  
Local  
Government;  
Livestock;  
Animal Health



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## INTRODUCTION

Meeting the nutritional needs of the community is one of the fundamental pillars in developing high-quality and competitive human resources. From a constitutional law perspective, the state's responsibility to ensure the availability of food, including animal-based food, is a manifestation of its constitutional obligation to protect the entire nation and promote public welfare as stated in the Preamble to the 1945 Constitution.<sup>1</sup> Therefore, meeting nutritional needs cannot be viewed solely as a technical issue, but also as a legal and public policy issue concerning the constitutional rights of citizens to adequate and nutritious food. Beef, as one of the main commodities, is an important indicator in measuring animal food security in Indonesia. The demand that continues to increase from year to year reflects the dynamics of the needs of a growing urban population, including in the city of Surabaya. However, domestic production capacity has not been able to keep pace with demand, resulting in dependence on imports. Within the framework of constitutional law, this condition presents challenges in achieving food self-sufficiency as one of the national development goals stipulated in various regulations, including the Food Law and the Livestock and Animal Health Law.

Dependence on imports not only raises food sovereignty issues but also has serious implications in terms of regulation and supervision. Imported meat products require strict standards related to food safety, animal health, and product halal certification before they can be distributed to the public.<sup>2</sup> At the regional level, city governments have a major responsibility to ensure that the distribution of meat, both domestic and imported, meets the Safe, Healthy, Intact, and Halal (*ASUH*) standards. This task reinforces the strategic position of local governments in bridging national interests and local community needs. In the city of Surabaya, the phenomenon of illegal meat distribution that does not go through official supervision mechanisms is a serious problem that poses a real threat to public health and halal product certainty. Meat that does not meet health standards has the potential to become a medium for the spread of zoonotic diseases, while the absence of halal certification can cause social unrest in a community where the majority of the population is Muslim. This issue not only concerns technical aspects in the field of veterinary public health, but also touches on other constitutional dimensions in the form of citizens' rights to food that is adequate, healthy, and in accordance with their beliefs.

This condition emphasizes the importance of a comprehensive regulatory framework at the regional level, particularly through the establishment of Regional Regulations (*Perda*). *Perda* serves not only as a legal instrument to regulate the distribution of animal-based food products, but also as a manifestation of the constitutional responsibility of local governments to protect the interests of the community. With *Perda* in place,

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<sup>1</sup> Imran Eka Saputra, Ali Rahman & Moch Andry Wikra Wardhana Mamonto, "Urgensi dan Landasan Pembentukan Peraturan Daerah tentang Penyelenggaraan Cadangan Pangan di Provinsi Sulawesi Selatan: Kajian Filosofis, Sosiologis, dan Yuridis" (2025) 7:3 UNES Law Rev 998-1013.

<sup>2</sup> L Saviera, "Halal Certification of Imported Food Products: A Legal Analysis of Consumer Protection" (2024) 7:3 Law, Dev Justice Rev.



city governments can establish clear standards, procedures, and sanctions to prevent illegal meat slaughtering and distribution practices. This regulation also serves as a means to create harmony between national legal norms and the specific needs of local communities.

The authority of local governments to formulate local regulations is strongly supported by Law No. 23/2014.<sup>3</sup> This law stipulates that animal husbandry and animal health are classified as concurrent government affairs, thereby falling under the authority of local governments to regulate and manage. Law No. 18/2009, in conjunction with Law No. 41/2014, also gives an explicit mandate to local governments to control animal diseases, supervise slaughterhouses, and ensure that animal food products meet the principles of Safety, Health, Integrity, and Halal (ASUH). This strategic authority positions the Surabaya City Government not only as a regulator but also as a key actor in realizing sustainable local food security.<sup>4</sup> By consistently carrying out its supervisory, guidance, and administrative law enforcement functions, the city government can curb illegal practices while increasing public trust in animal food products. Moreover, the presence of comprehensive local regulations can function as social engineering, namely, legal instruments that encourage changes in community behavior towards compliance with health and halal product standards.

The urgency of this research lies in the pressing need to provide regional legal instruments that are capable of responding to contemporary challenges, ranging from food safety to legal certainty for business actors to consumer protection. Its significance not only has implications for increasing the effectiveness of supervision, but also for strengthening the role of the region in realizing food sovereignty and decentralization-based bureaucratic reform. The uniqueness of this study lies in its focus on the context of Surabaya City, which faces urban complexity, in contrast to agricultural areas that are relatively more simple in farm management. The novelty of this research lies in its offer of a normative prescription in the form of a draft regional regulation as a legal solution that is not yet available, thereby contributing theoretically to the development of constitutional law and practically to the improvement of farm management and animal health at the local level. Thus, this research is an important stepping stone in building an adaptive, responsive, and sustainable regional regulatory system.

## METHOD

This research is normative legal research that focuses on the study of positive legal norms as the basis for the analysis of local government authority. According to Peter Mahmud Marzuki, normative legal research aims to produce ideal normative prescriptions through the identification of relevant principles, doctrines, and legal rules. Thus, this research does not examine

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<sup>3</sup> Z Amaluddin & E Saputra, "The Creation of Regional Regulations Based on Law Number 23 of 2014 in the Law-Making System According to Law Number 12 of 2011: The Perspective of Fiqh Siyasah Dusturiyah" (2021) 10:1 Al-Sulthaniyah.

<sup>4</sup> O A N Wardah & F Niswah, "Food security strategies in urban farming programs during the COVID-19 pandemic by the Surabaya City Food Security and Agriculture Agency" (2021) Publika 160.



empirical data but rather examines the law in the sense of binding and applicable norms. The approaches used are the statute approach and the conceptual approach. The statute approach is carried out by examining the provisions in Law No. 23/2014 and Law No. 18/2009 in conjunction with Law No. 41/2014. Meanwhile, the conceptual approach was used to understand the theory of authority, particularly attribution, delegation, and mandate, in relation to local government practices.

The legal materials used consisted of three types, namely primary, secondary, and tertiary legal materials. Primary legal materials included legislation and regional regulations relevant to livestock management and animal health. Secondary legal materials included literature, scientific journals, and academic works that provided explanations of primary legal materials. Tertiary legal materials, such as legal dictionaries and encyclopedias, are used to strengthen conceptual understanding. The procedure for collecting legal materials was carried out through systematic literature studies to obtain valid legal sources. Data analysis is conducted qualitatively, namely by describing the applicable regulations and then linking them to the theory of authority and the principle of regional autonomy. This analysis allows researchers to draw comprehensive normative conclusions, while also proposing legal prescriptions that can be used as a reference for regional policy-making. The analysis techniques used are descriptive analysis and comparative analysis. Descriptive analysis is used to describe the positive legal conditions that regulate local government authority in the fields of animal husbandry and health. Meanwhile, comparative analysis is used to compare the views of various legal experts and regional regulatory practices, so that stronger values can be found to answer the research issues. With this combination of methods, the study is expected to contribute theoretically and practically to the development of constitutional law.

## **RESULT & DISCUSSION**

### **I. The Authority of the Surabaya City Government in Livestock Management and Animal Health, as Reviewed by Law Number 23 of 2014 and Law Number 18 of 2009, in Conjunction with Law Number 41 of 2014**

The authority of local governments in the livestock and animal health sector has a strong constitutional basis. Article 18, paragraph (2) of the 1945 Constitution of the Republic of Indonesia emphasizes that local governments have the right to regulate and manage their own governmental affairs according to the principle of autonomy.<sup>5</sup> This mandate is detailed in Law No. 23/2014, which classifies governmental affairs into absolute, concurrent, and general affairs. The appendix emphasizes that animal husbandry and animal health are concurrent government affairs under the authority of provincial and district/city governments. Substantively, the authority of the Surabaya City government includes the supervision of slaughterhouses, the circulation and

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<sup>5</sup> I S Prakoso, "Legal Politics of Regional Regulation No. 16 of 2018 concerning the Protection and Empowerment of Farmers and Fishermen in Tanjung Jabung Barat Regency" (2022) 9.



distribution of animal products, the control of infectious animal diseases, and the quality assurance of animal feed and genetic resources. Law No. 18/2009, in conjunction with Law No. 41/2014, provides a very important confirmation regarding the obligation of local governments to ensure the availability of animal-based food that meets the principles of Safety, Health, Integrity, and Halal (ASUH).

The authority of local governments in the field of animal husbandry and health is essentially an attributive authority, which is an authority directly granted by law without requiring delegation from the central government. This attribution confirms that local governments have inherent legal legitimacy (inherent power) to regulate, manage, and implement policies in this sector. Based on this attribution, local governments are not merely technical implementers of central government policies, but rather independent authorities in the context of regional autonomy. This is in line with the principle of decentralization adopted in Law No. 23/2014, in which animal husbandry and health matters are included in the category of concurrent government affairs.

Although the main authority stems from attribution, in practice, delegation and mandate mechanisms are also often used to support effectiveness. Regional administration.<sup>6</sup> Delegation occurs when the central government or provincial government grants certain authorities to district/city governments so that the implementation of affairs can be closer to the community. Meanwhile, mandates are usually given to structural officials in the relevant agencies to exercise some of the authority possessed by regional heads. The use of these two mechanisms demonstrates flexibility in governance, which allows local governments to exercise their authority more responsively and adaptively to the dynamics in the field.

A concrete example of the application of this mechanism can be found in the granting of livestock business licenses. By attribution, licensing authority rests with local governments, but in practice, authority is often delegated or delegated to technical agencies to speed up the public service process. Similarly, in the case of interregional animal traffic control, the central government can delegate certain authorities to local governments to ensure that all animal movements comply with veterinary health standards. These measures not only reduce the administrative burden on the central government but also strengthen local control functions.

Regulations governing animal husbandry and health explicitly place local governments as the main actors in ensuring the quality of animal-based food products circulating in the community. This strategic position gives local governments a great responsibility to ensure that these food products meet the established standards in terms of safety, health, and suitability for consumption. As the frontline, local governments are required not only to carry out formal supervisory functions, but also to provide guidance, education, and facilitation to business actors so that compliance with quality standards can be consistently achieved. More than just an extension of the central government, this authority shows that local governments have a

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<sup>6</sup> I Setiawan, *Government supervision in theory and practice* (CV. Tujuh Media Printing, 2024).



constitutional mandate to protect the rights of the people. One of the fundamental rights of citizens is to obtain food that is adequate, safe, healthy, and in accordance with prevailing religious and cultural norms. In the context of a constitutional state, this is part of fulfilling human rights in accordance with the 1945 Constitution of the Republic of Indonesia, particularly in relation to the right to health and welfare. Thus, the role of local governments in this area is not only administrative, but also oriented towards protecting the constitutional rights of citizens.

This strategic role is increasingly relevant given the complexity of challenges in the field of animal-based food. For example, the circulation of imported products and distribution practices that are not always up to standard poses a threat of infectious animal diseases that can have a direct impact on public health. In addressing this issue, local governments are required to be proactive by issuing local policies, strengthening institutional capacity, and implementing cross-sector coordination. This means that regions have a central role in developing a food security system based on the principles of safety and sustainability.

In addition, Sharia law is also an important consideration in the management of animal-based food, especially in Indonesian society, where the majority of the population is Muslim. This regulation provides a legal basis for local governments to ensure that animal-based food products on the market are not only healthy but also comply with halal requirements. Thus, local governments help ensure the implementation of the ASUH (Safe, Healthy, Wholesome, and Halal) principle as a national standard, while also responding to the community's need for legal certainty in their daily food consumption.

Based on the provisions of Law No. 23/2014 and Law No. 18/2009 in conjunction with Law No. 41/2014, the authority of the Surabaya City Government in managing the livestock and animal health sector is broad and comprehensive. This authority is not limited to the normative level in the form of regulations, but also covers aspects of licensing, supervisory mechanisms, and administrative law enforcement. This shows that the city government is not merely an implementer of central government policies, but also plays an active role as a designer, implementer, and controller of policies that directly affect the interests of the community. Conceptually, this comprehensive delegation of authority demonstrates the application of the principle of the rule of law, whereby the law is the highest reference in every policy and action of the local government. This means that all forms of regulation, licensing, and administrative sanctions imposed must be based on legal norms that are clear, transparent, and accountable. Thus, the authority possessed by local governments is not absolute, but remains bound by the principles of legality and applicable legal control mechanisms.

In addition to reflecting the principle of the rule of law, this authority also represents the principle of regional autonomy, which positions city governments as entities capable of responding to the needs of their citizens more quickly and contextually. The city of Surabaya, with its characteristics as an economic and trade center, faces different dynamics compared to other regions, both in terms of animal traffic, distribution of animal products, and



the potential threat of disease. Therefore, the autonomous authority of the city government allows for policies that are adaptive and appropriate to the local context, without having to wait for intervention from the central government.

This authority also requires synergy between regulatory and implementation aspects. Good regulations without effective supervision will lose their meaning, and vice versa, strict supervision without a strong regulatory basis has the potential to lead to arbitrariness. Therefore, the Surabaya City Government is required to develop an integrated governance system, starting from the formulation of regulations based on local needs, the granting of transparent business licenses, and firm administrative action against violations.

With this comprehensive authority, the local government is not only a policy administrator but also a key actor in maintaining a balance between community protection, legal certainty, and economic development in the livestock and animal health sectors. This proves that decentralization is not merely a political symbol but a real instrument for realizing good governance at the local level. According to Philipus M. Hadjon, the legitimacy of every government action is determined by the existence of legal authority, which can be obtained through attribution, delegation, and mandate. This distinction is important for understanding the construction of the authority of the Surabaya City Government in managing the livestock and animal health sector.

Attribution is the granting of original authority by law to government agencies. In the context of Surabaya, Law No. 23 of 2014 attributes authority to the city government to regulate animal husbandry and health, including the supervision of slaughterhouses, the handling of infectious diseases, and the regulation of animal product distribution. This means that this authority is vested in the Surabaya City Government as a consequence of the regional autonomy system. Delegation is the transfer of authority from one government agency to another, which entails the transfer of legal responsibility. In practice, the central government, through the Ministry of Agriculture, delegates some technical authority to local governments, for example, regarding the control of animal traffic between regions or mass vaccination programs. At the city level, the mayor can delegate authority to technical agencies such as the Food Security and Agriculture Agency, so that policy implementation runs more effectively.

A mandate is the delegation of authority from a superior to a subordinate, but legal responsibility remains with the mandator. In the context of Surabaya, the mayor, as the head of the region, can mandate the head of a department to sign livestock business permits or take administrative actions related to animal health. However, legal responsibility for the policy remains with the mayor as the primary authority. When viewed from the perspective of authority theory, the position of the Surabaya City Government in managing livestock and animal health has a strong foundation in terms of attribution. This means that this authority is not merely the result of a transfer, but is inherent as a concurrent government matter. However, in its implementation, delegation and



mandates are still necessary to ensure flexibility and effectiveness in government administration.

The authority of the Surabaya City Government in the field of animal husbandry and health is a reflection of Indonesia's constitutional design, which combines three forms of authority, namely attribution, delegation, and mandate. Attribution provides a legal basis that is original and fundamental, as it derives directly from the law. With attribution, the Surabaya City Government obtains full legitimacy to regulate and manage the animal husbandry and health sector in accordance with the principle of regional autonomy. This authority is the main foundation for the city government in developing independent regulations, without having to wait for the delegation of authority from higher authorities.

On the other hand, the delegation mechanism reflects the technical and operational dimensions granted by the central government to the regions. In the context of Surabaya, this delegation is important to support the implementation of cross-regional policies, such as those related to livestock traffic control, animal product certification, and the prevention of infectious diseases that have the potential to spread between regions. With delegation, the central government can maintain national standards, while local governments can adjust them to local needs and conditions. This pattern demonstrates vertical coordination within the government system that continues to guarantee national legal unity.

Meanwhile, the mandate reflects the internal administrative relationship between the mayor as the holder of regional executive power and the structural officials under him. In practice, the mandate allows the delegation of certain tasks to technical agencies so that the authority can be exercised effectively. For example, the granting of livestock business permits, the supervision of slaughterhouses, and the prosecution of violations can be carried out by designated officials without always having to wait for a direct decision from the regional head. This not only speeds up the administrative process but also strengthens the principles of efficiency and effectiveness in regional governance.

The combination of these three forms of authority shows that Indonesia's legal system is designed to be adaptive in order to deal with the complexities of urban governance. Surabaya, as a large city with high economic, social, and public health dynamics, requires a pattern of authority distribution that is flexible and measurable distribution of authority. Through attribution, the city government has a strong legal basis; through delegation, national standards are maintained; and through mandates, the operationalization of authority can run more efficiently. Thus, this balanced distribution of authority not only functions as a technocratic mechanism but also as a constitutional instrument to realize good governance and protect the rights of the people at the local level.

The authority of local governments in the field of animal husbandry and health has become more urgent due to the complexity of urban challenges. As a metropolitan city with a dense population, the consumption of meat and animal products in Surabaya is relatively high and continues to increase in



line with economic development and people's lifestyles. This condition requires an adequate monitoring and regulatory system to ensure that the availability of animal-based food is not only guaranteed in terms of quantity, but also in terms of quality, safety, and halal certification.

The existence of traditional markets, which remain the main distribution centers for animal-based food products in Surabaya, reinforces the importance of the local government's role as a regulator. Traditional markets often face challenges in maintaining hygiene standards, ranging from facility conditions and distribution chains to product storage systems. Without strict local policies, the potential for the spread of zoonotic diseases and food contamination will increase. Therefore, effective local regulations are vital instruments for ensuring public health and maintaining consumer confidence in food products on the market.

In addition, the prevalence of illegal slaughtering practices that do not follow veterinary health procedures or halal regulations highlights the need for decisive action from the city government. These practices not only harm consumers in terms of health, but also create unfairness in trade mechanisms. Therefore, local governments need to enforce regulations through an administrative law approach, such as closing illegal slaughterhouses, imposing sanctions, and strengthening the animal slaughterhouse certification system. These actions are in line with the principle of the rule of law, which places legal certainty as the main pillar of local government administration.

Without normative intervention through comprehensive regional policies, risks to public health and food security will increase significantly. Delays or negligence in supervision have the potential to cause a crisis of public trust in local government and weaken efforts to achieve food security at the local level. Thus, the authority of the Surabaya City Government must be optimized through adaptive, evidence-based policies that are responsive to the dynamics of urban communities. The authority of the Surabaya City Government reflects a balanced combination of attributive authority (inherent and fundamental), delegated authority (technical and operational from the central government), and mandated authority (administrative from the mayor to subordinates). This pattern shows that the Indonesian legal system has designed an adaptive distribution of authority to accommodate the complexity of urban areas.

## **II. The Urgency of Formulating Surabaya City Regulations on Animal Husbandry and Animal Health**

The formulation of a Surabaya City Regional Regulation (*Perda*) on animal husbandry and health is an urgent legal necessity because it is directly related to the fulfillment of the constitutional rights of the community to healthy, safe, wholesome, and halal (*ASUH*) food. Within the framework of the rule of law, every citizen has the right to obtain food that is not only sufficient in quantity but also guaranteed in quality. This is in line with Article 28H paragraph (1) of the 1945 Constitution of the Republic of Indonesia, which affirms the right of the community to physical and spiritual prosperity, including the right to health. Therefore, the presence of a local regulation is a legal instrument that can



realize the principle of the rule of law while fulfilling the constitutional mandate of the state.

The phenomenon occurring in the city of Surabaya, particularly the practice of illegal animal slaughter and unregulated meat distribution, reveals serious regulatory loopholes. These activities not only pose a potential threat to public health due to the risk of zoonotic diseases, but also cause social unrest regarding the halal status of products. This situation shows that without clear and strict legal instruments at the regional level, control functions cannot be carried out optimally. Thus, a local regulation is needed as a means to strengthen the monitoring mechanism, provide legal certainty, and create binding standards for all business actors in the livestock and meat trade sectors.

In addition to providing consumer protection, the establishment of local regulations also has a strategic function in creating order and certainty in the management of the livestock sector in urban areas. The city of Surabaya, as the economic and trade center of East Java, has a very high level of food distribution dynamics. Without an adequate regulatory framework, potential conflicts of interest between business actors, unfair competition practices, and the circulation of illegal products will become increasingly difficult to control. Local regulations can serve as a regulatory instrument that provides direction, certainty, and fairness, while maintaining market stability.

The urgency of establishing this regional regulation also concerns aspects of sustainable development in the field of veterinary public health. Comprehensive regulations will not only strengthen the slaughterhouse monitoring system and product distribution, but also encourage increased public legal awareness. With the existence of this regional regulation, local governments have stronger legitimacy in carrying out administrative actions, ranging from guidance and supervision to enforcement against violations. This reflects the principle of good governance, which emphasizes transparency, accountability, and protection of the public interest.

Philosophically, the urgency of managing livestock and animal health in the city of Surabaya through local legislation cannot be separated from the values of Pancasila as the foundation of the state. Pancasila, particularly the fifth principle of "Social Justice for All Indonesian People," emphasizes that the ultimate goal of legal development is the realization of people's welfare. In this context, welfare is not only interpreted as the fulfillment of economic needs, but also includes the fulfillment of the people's rights to healthy, safe, wholesome, and halal (ASUH) food. Thus, the formulation of Regional Regulations (Perda) is a manifestation of the nation's philosophical values in an effort to create equitable welfare through good animal husbandry and health management.

The principle of sustainable livestock farming is in line with the mandate of Article 33, paragraph (4) of the 1945 Constitution of the Republic of Indonesia, which emphasizes the importance of equitable efficiency, sustainability, and environmental awareness in the management of natural resources. The regulations outlined in the Regional Regulation are not merely administrative instruments, but also a manifestation of the state's



responsibility to realize resource management that favors the interests of the people. By ensuring the distribution of healthy and safe animal-based food, local governments contribute to the principle of fairness in food access and protect the community from the risks posed by illegal trade practices or products that do not meet standards.

From a sociological perspective, the formulation of Local Regulations (Perda) in the field of animal husbandry and health in the city of Surabaya is a response to the real needs of people living in a highly complex urban environment. As a metropolitan city, Surabaya has a significant level of meat consumption, both for household needs and the food industry. This high demand requires regulatory mechanisms that not only guarantee quantity but also ensure the quality and safety of the products consumed by the community. Without clear regulations, high food demand could actually pose health and social problems. The existence of traditional markets, which remain the backbone of meat distribution in the city of Surabaya, also presents its own challenges. Infrastructure conditions that are often inadequate, a cold chain system that is not yet optimal, and distribution practices that do not always comply with hygiene standards require the implementation of strict local regulations. In this case, local regulations serve as a legal instrument that can provide operational standards for the management, supervision, and distribution of meat in traditional markets to ensure compliance with veterinary public health principles. This regulation also serves as a bridge to raise awareness among traditional business actors to adapt to the demands of modernization in animal food management.

In addition, the proliferation of imported meat in Surabaya adds a new dimension to the socio-economic dynamics of society. Imported products often cause differences in price and quality that can affect people's purchasing power and consumption patterns. On the other hand, if not strictly monitored, imported meat has the potential to raise doubts about the safety and halal status of the product. The presence of a local regulation governing the distribution and supervision standards for imported meat will increase public confidence in the products on the market while protecting consumers from the risk of food that does not meet the Safe, Healthy, Wholesome, and Halal (ASUH) requirements.

The enactment of the local regulation will also provide business certainty for local livestock industry players. With regulations governing slaughtering, distribution, and certification, business players will have clear guidelines for conducting their economic activities. This will not only increase the competitiveness of the local livestock industry but also support the creation of a more equitable, transparent, and sustainable food ecosystem. Ultimately, the presence of the local regulation will strengthen regional food security and protect the people of Surabaya as consumers and as citizens who have the right to healthy and adequate food. From a legal perspective, the urgency of establishing a Surabaya City Regional Regulation (Perda) on animal husbandry and health is based on the mandate of Law No. 23/2014 and Law No. 18/2009 in conjunction with Law No. 41/2014. These two regulations explicitly place animal husbandry and animal health as part of concurrent government



affairs that must be carried out by regency/city governments. This means that the authority to manage this sector is not only an administrative obligation, but also a constitutional authority that is attributive and directly attached to local governments.

Conceptually, this authority reflects the principle of the rule of law (*rechtstaat*), which makes legality the main foundation. Every action taken by local governments in the management of livestock and animal health, whether in the form of granting business licenses, supervising distribution, or enforcing administrative law, must be based on applicable legal norms. In other words, local regulations are a concrete manifestation of the principle of legality that binds all parties, including the government, business actors, and the community, to create legal certainty and prevent arbitrary practices in the administration of government.

In addition, the formulation of local regulations has a clear constitutional basis in the hierarchy of legislation as stipulated in Law No. 12/2011 in conjunction with Law No. 13/2022. In the national legal structure, Regency/City Regulations are positioned as regional legislative instruments formed by the Regional People's Representative Council (DPRD) together with the regional head to regulate the specific needs of the local community. Therefore, Local Regulations in the field of animal husbandry and health in the City of Surabaya are not only legally valid but also a logical consequence of the implementation of regional autonomy, which aims to give broad authority to regions to regulate their own affairs. The urgency of establishing a Surabaya City Regulation on Animal Husbandry and Health is not only based on philosophical, juridical, and sociological aspects, but also an important strategy in realizing professional, transparent, and responsive animal husbandry management. This regulation will serve as an adaptive normative solution to contemporary challenges, as well as a concrete manifestation of decentralized authority in order to protect the interests of the community and improve the quality of life of city residents.

## CONCLUSION

The authority of the Surabaya City Government in the field of animal husbandry and health is based on Law No. 23/2014 and Law No. 18/2009 in conjunction with Law No. 41/2014, which places these matters under the concurrent authority of local governments. This provides constitutional legitimacy for the city government to regulate, manage, and implement policies in the livestock and animal health sector in accordance with the principle of decentralization. These powers include the supervision of slaughterhouses, the control of infectious diseases, the distribution of animal products, and the protection of consumers regarding food that is Safe, Healthy, Wholesome, and Halal (ASUH). In practice, the implementation of these powers is strengthened through a mechanism of delegation from the central government and an internal mandate from the regional head. The urgency of establishing a Surabaya City Regulation on Animal Husbandry and Health has become increasingly apparent with the rise in illegal meat distribution and other urban challenges. The regulation is needed to strengthen oversight mechanisms, create legal certainty,



and provide optimal protection for the community. In addition, the regulation also serves as a legal instrument capable of realizing good governance through the principles of transparency, accountability, and protection of public interests.

This study concludes that the authority of the Surabaya City Government in the management of animal husbandry and health is not only administrative in nature, but also strategic and constitutional. Optimizing this authority through the formulation of a comprehensive regulation will be an important step in strengthening local food security, maintaining public health, and ensuring that regional governance is in line with the principles of the rule of law and constitutional values.

### **DECLARATION OF CONFLICTING INTERESTS**

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