



Analysis of the implementation of flood disaster management policy reviewed from law number 24 of 2007 concerning disaster management in Banten province

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ABSTRACT

Banten Province is one of the regions with a high level of flood vulnerability due to rainfall, environmental damage, land conversion, and low public awareness of disaster mitigation. This study uses a qualitative research method with a normative and empirical juridical approach through literature studies, observations, and analysis of the implementation of local government policies in flood disaster management. The results show that the implementation of disaster management policies in Banten Province has referred to the principles stipulated in Law Number 24 of 2007, covering the pre-disaster, emergency response, and post-disaster stages. However, policy implementation still faces various obstacles, such as limited facilities and infrastructure, poor coordination between agencies, minimal disaster education for the community, and weak supervision of regional spatial planning. In addition, community participation in disaster mitigation and preparedness is still not optimal. The local government through the Regional Disaster Management Agency (BPBD) has made various efforts, such as compiling disaster hazard maps, mitigation outreach, and emergency response during floods, but their effectiveness still needs to be improved. This study concludes that the successful implementation of flood disaster management policies in Banten Province requires synergy between the government, the community, and other stakeholders to create an effective, integrated, and sustainable disaster management system in accordance with the mandate of laws and regulations.

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1. Introduction

The gap between disaster management policies and their implementation on the ground is evident in the disparity between normatively designed regulations and their often suboptimal implementation. Although policies address integrated disaster mitigation, preparedness, emergency response, and rehabilitation, their implementation still faces obstacles such as weak inter-agency coordination, limited budgets and human resources, low compliance with spatial

planning regulations, and a lack of community participation. Furthermore, early warning systems and disaster management infrastructure in many areas are inadequate, while law enforcement against environmental violations is often inconsistent. As a result, the policy's goal of creating effective, rapid, and sustainable disaster management has not been fully achieved in practice. Multi-stakeholder collaboration is crucial for building a sustainable flood management system. The problem cannot be solved by the government alone but requires the integrated involvement of the public, the private sector, academics, environmental organizations, and the media. The government plays a role in policy formulation and infrastructure development, while the public contributes through environmental awareness, waste management, and participation in disaster mitigation. The private sector can support through funding, technology, and social responsibility programs, while academics provide scientific studies and data-driven innovations for flood risk reduction. Synergistic collaboration between these parties is crucial for creating a flood management system that is not only responsive when disasters occur, but also preventive, adaptive, and sustainable to protect the environment, the economy, and public safety in the future.

Floods are one of the most frequent natural disasters in Indonesia and have a significant impact on people's lives, the environment, and national development. As an archipelagic country with a tropical climate and geographical conditions, Indonesia is highly vulnerable to various types of disasters, including floods (Danhasan et al., 2023). High rainfall, climate change, environmental damage, land conversion, and low public awareness of the importance of environmental conservation are the main factors causing the increasing intensity and frequency of flooding in various regions. These conditions make flood disaster management a strategic issue in national and regional development policies. Banten Province is one of the regions in Indonesia with a relatively high level of vulnerability to flooding (Ziga-Abortta, 2025). Geographically, Banten Province has several river basins that traverse residential areas and community activity centers. During the rainy season, several areas such as Pandeglang Regency, Lebak Regency, Serang City, Tangerang Regency, and South Tangerang City frequently experience flooding due to overflowing rivers, poor drainage systems, and high rainfall intensity. In addition to natural factors, population growth and development that does not pay attention to environmental aspects also exacerbate these conditions. The conversion of water catchment areas into residential and industrial areas has caused the soil's capacity to absorb rainwater to decrease, thus triggering puddles and flooding in various areas (Thaler & Seebauer, 2025).

Floods not only cause infrastructure damage but also impact the social and economic aspects of the community. Losses due to flooding include damage to homes, public facilities, agricultural land, transportation networks, and disruption to community economic activities. Furthermore, flooding can also cause various health problems, such as the emergence of environmental-based diseases due to poor sanitation (Almoradie et al., 2020). Under certain conditions, flooding disasters can even cause loss of life and increase poverty rates due to the loss of people's livelihoods. Therefore, effective and integrated disaster management policies are needed to minimize the risks and impacts. The Indonesian government has established various regulations related to disaster management as a form of state responsibility in protecting the community from the threat of disasters (Sheeba, 2017). One of the main regulations that serves as the legal basis for disaster management is Law Number 24 of 2007 concerning Disaster Management. This law emphasizes that disaster management is a shared responsibility between the central government, regional governments, and the community. This law explains that disaster management is carried out through three main stages: pre-disaster, emergency response, and post-disaster. The pre-disaster phase includes prevention, mitigation, preparedness, and early warning activities. The emergency response phase is carried out when a disaster occurs, focusing on rescuing victims and meeting the basic needs of affected communities. Meanwhile, the post-disaster phase includes rehabilitation and reconstruction to restore the community and environment to post-disaster conditions (Susilo, 2025).

The implementation of Law Number 24 of 2007 in the regions is carried out through the establishment of the Regional Disaster Management Agency (BPBD), tasked with coordinating disaster management at the regional level. In Banten Province, the BPBD plays a crucial role in formulating policies, implementing disaster mitigation, and coordinating flood management with relevant agencies. Regional governments are also required to develop disaster management plans integrated with regional development policies to ensure optimal mitigation and preparedness efforts (Ridzuan et al., 2022). However, in practice, the implementation of flood disaster management policies in Banten Province still faces various challenges and obstacles. One of the main problems in implementing flood disaster management policies in Banten Province is the still-poor coordination between agencies in disaster management. Flood management involves various parties, such as local governments, the Regional Disaster Management Agency (BPBD), public works agencies, social services, security forces, and the community (Lamidi, 2022). Lack of coordination and synchronization between agencies often slows down the disaster response process. Furthermore, limited disaster management facilities and infrastructure also hinder mitigation and emergency response efforts. Some areas still have poor drainage systems and a lack of supporting facilities, such as evacuation equipment and adequate shelters. Another problem is low public awareness of the importance of disaster mitigation and environmental preservation. Many people still litter rivers and waterways, clogging drainage and increasing the risk of flooding. Furthermore, the public still lacks understanding of disaster preparedness measures. Yet, community participation is a crucial factor in successful disaster management disasters. Therefore, ongoing education and outreach efforts are needed to ensure the public is aware of and equipped to face the threat of flooding (Setiadi et al., 2023).

Several previous studies have shown that the effectiveness of disaster management policies is significantly influenced by the institutional capacity of local governments, the availability of resources, and community participation (El Anshori et al., 2020). Research on flood disaster management in various regions in Indonesia indicates that weak policy implementation is often caused by a lack of integrated planning and minimal oversight of regional spatial planning (Setiadi et al., 2023). Therefore, an evaluation of the implementation of flood disaster management policies is necessary to determine the extent to which Law Number 24 of 2007 has been effectively implemented in Banten Province. Based on this description, this study is crucial to analyze the implementation of flood disaster management policies in Banten Province in light of Law Number 24 of 2007 concerning Disaster Management. This research is expected to provide an overview of the implementation of flood disaster management policies, the obstacles faced by local governments, and the efforts needed to improve the effectiveness of disaster management in Banten Province (Hidayat, 2020). In addition, the results of this study are expected to provide input for local governments and stakeholders in formulating more effective, integrated, and sustainable disaster management policies to ensure community protection from the risk of flooding (Gimranova et al., 2021).

2. Method

Mitigation, coordination, preparedness, and rehabilitation were chosen as the focus of the analysis because these four aspects are key elements in the interconnected disaster management cycle and determine the effectiveness of overall flood mitigation. Mitigation is crucial for reducing the risk and impact of flooding before a disaster occurs, while coordination is necessary for all stakeholders to work in an integrated and efficient manner. Preparedness is a crucial factor in enhancing the ability of the government and community to respond to emergencies, while rehabilitation plays a role in restoring social, economic, and environmental conditions after a disaster. By analyzing these four aspects, the research can provide a more comprehensive picture of the successes and weaknesses of flood management policy implementation.

Factors hindering physical flood control infrastructure from significantly reducing flooding

include limited development and maintenance budgets, poor drainage system quality, river sedimentation, and a lack of integration between infrastructure development and regional spatial planning. Furthermore, land conversion and reduced water catchment areas result in suboptimal flood control infrastructure capacity. Other obstacles include poor oversight of development in flood-prone areas, minimal inter-agency coordination, and the impact of climate change, which increases rainfall intensity. These conditions often result in physical infrastructure such as embankments, reservoirs, and canals being unable to handle the maximum volume of water, resulting in persistent flooding.

Indicators used to assess the success of flood management policy implementation include a reduction in the frequency and severity of flooding, reduced economic losses and loss of life, the effectiveness of drainage systems and flood control infrastructure, the speed of emergency response, and the level of community participation in disaster mitigation. Furthermore, success can be measured through increased local government capacity in mitigation-based spatial planning, the availability of effective early warning systems, the quality of inter-agency coordination, and the sustainability of environmental conservation programs such as river normalization, reforestation, and water catchment area management. Factors used to evaluate the alignment of flood management policy implementation with the provisions of Law Number 24 of 2007 concerning Disaster Management include the policy's compliance with the principles of community protection, government responsibility, cross-sector coordination, and public participation as stipulated in the law.

The evaluation also considers the existence of disaster mitigation planning, emergency response preparedness, fulfillment of the rights of affected communities, the provision of an early warning system, and the effectiveness of post-disaster rehabilitation and reconstruction. Furthermore, transparency, accountability, and integration of flood management policies with regional spatial planning are important aspects to ensure that policy implementation is in accordance with the objectives of national disaster management law. This study uses a qualitative research method with a normative and empirical juridical approach. The normative juridical approach is carried out through a review of various laws and regulations related to disaster management, specifically Law Number 24 of 2007 concerning Disaster Management, as well as other supporting regulations related to flood disaster management policies in Banten Province. In addition, this study also uses an empirical approach to directly observe the implementation of flood disaster management policies carried out by the local government and the Regional Disaster Management Agency (BPBD).

Data were obtained through library studies, documentation, and various scientific literature relevant to the research theme. The data analysis technique in this study was carried out descriptively qualitatively by describing and analyzing various findings related to the implementation of flood disaster management policies in Banten Province. This study focuses on the analysis of aspects of planning, mitigation, inter-agency coordination, community preparedness, and post-disaster management based on the provisions stipulated in Law Number 24 of 2007. Furthermore, the data obtained is analyzed through the process of data reduction, data presentation, and drawing conclusions in order to produce a systematic picture of the effectiveness of the implementation of flood disaster management policies in Banten Province and the various obstacles faced in its implementation (Habumugisha & Mukashyaka, 2023).

3. Analysis and Results

Environmental damage has significant implications for the sustainability of flood management policies because it can reduce the effectiveness of various government-designed mitigation and control efforts. Land conversion, deforestation, river pollution, and reduced water catchment areas lead to increased runoff and increase the risk of flooding in various regions. These conditions force flood control infrastructure such as drainage, embankments, and reservoirs to work beyond their capacity, requiring higher maintenance and handling costs. Furthermore,

environmental damage also hinders the implementation of sustainable flood management, as technical policies will be ineffective without the support of environmental conservation and public awareness of ecosystem preservation. Therefore, environmental protection is crucial to ensuring that flood management policies are effective, adaptive, and long-term. Factors hindering the optimal implementation of flood management policies include weak coordination between government agencies, limited budgets and flood control infrastructure, low public awareness of the importance of environmental protection, and inadequate law enforcement against spatial planning violations and indiscriminate waste disposal. Furthermore, uncontrolled land conversion, limited water catchment areas, river sedimentation, and poor drainage systems exacerbate flood risks.

Other obstacles include limited data and technology in early warning systems, slow bureaucratic response, and suboptimal participation of the private sector and communities in disaster mitigation programs. These factors often result in flood management policies being unable to be implemented effectively, integratedly, and sustainably. The implementation of flood disaster management policies in Banten Province essentially adheres to the provisions of Law Number 24 of 2007 concerning Disaster Management. The regional government, through the Banten Provincial Disaster Management Agency (BPBD), is responsible for implementing various mitigation, preparedness, emergency response, and post-disaster rehabilitation programs (San Jose, 2022).

These policies are implemented to protect communities in flood-prone areas. However, in practice, these policies still face various challenges, resulting in less than optimal flood mitigation effectiveness. Research indicates that one of the main factors contributing to the high intensity of flooding in Banten Province is the increasingly deteriorating environmental conditions. The conversion of green areas to residential, industrial, and commercial areas has reduced water catchment areas. This situation is exacerbated by poor oversight of regional spatial planning, which often leads to development without considering environmental sustainability. Furthermore, river sedimentation and poor urban drainage systems are also major causes of flooding in several areas, such as Serang City, Tangerang Regency, and Lebak Regency (Djefriyanto Nusi et al., 2023). Under Law Number 24 of 2007, local governments are obligated to undertake disaster mitigation efforts through risk reduction and increased community preparedness. Disaster mitigation is a crucial step in minimizing the impact of flooding. In Banten Province, the local government has implemented several mitigation measures, such as building embankments, normalizing rivers, developing disaster hazard maps, and educating the public about flood hazards. However, research shows that mitigation implementation is still uneven across disaster-prone areas. Some areas still have inadequate drainage infrastructure, making them unable to accommodate the flow of water during increased rainfall (Pritisha & Anjan, 2025).

In addition to mitigation, community preparedness is also a crucial component of flood disaster management. The local government, through the Regional Disaster Management Agency (BPBD), has conducted various outreach activities and disaster management simulations for the community. These programs aim to increase public understanding of the steps to take before, during, and after a flood. However, community participation in mitigation and preparedness activities remains relatively low (Khan et al., 2023). Many residents lack awareness of the importance of protecting the environment and complying with spatial planning regulations (Dewa et al., 2021). For example, the practice of littering rivers and waterways is still common in some areas, increasing the risk of flooding. The implementation of disaster management policies is also significantly influenced by coordination between government agencies. Research shows that coordination between the Regional Disaster Management Agency (BPBD) and related agencies such as the public works department, social services department, security forces, and district/city governments have been implemented in flood disaster management (Dewa et al., 2021). This coordination includes victim evacuation, distribution of logistical aid, provision of refugee camps, and post-disaster infrastructure recovery. However, several

obstacles remain in implementation, such as slow aid distribution and a lack of synchronization of data on affected victims. disaster management. This indicates that the inter-agency coordination and communication system still needs to be strengthened to ensure rapid and effective disaster management (Yousefi Mohammadi et al., 2024). During the emergency response phase, local governments have strived to provide services and assistance to flood-affected communities. This assistance includes basic necessities, health services, public kitchens, and the evacuation of residents to safer locations. The Banten Provincial Disaster Management Agency (BPBD) also collaborates with various social organizations and volunteers to assist in the disaster response process. The presence of volunteers and community participation are supporting factors in accelerating the disaster response process. However, limited human resources and infrastructure remain major obstacles to flood management, especially in hard-to-reach areas (Verweij et al., 2021).

The post-disaster rehabilitation and reconstruction phase is also a crucial part of flood disaster management. Local governments are responsible for restoring social, economic, and infrastructural conditions after a disaster. Research shows that rehabilitation efforts undertaken by local governments include repairing roads, bridges, and public facilities, as well as providing assistance to affected communities. However, the rehabilitation process often takes a considerable amount of time due to budget constraints and the high level of damage. Furthermore, post-disaster economic recovery presents a unique challenge, as many people have lost their livelihoods due to flooding (Verweij et al., 2021). In implementing flood disaster management policies, the budget is a crucial factor. Local governments require adequate budget support to finance mitigation, preparedness, emergency response, and post-disaster rehabilitation programs (Abid et al., 2024).

However, research shows that disaster management budget allocations in some regions are still suboptimal (Lefutso, 2025). This situation leads to limitations in the provision of disaster management support facilities such as evacuation equipment, operational vehicles, and flood control infrastructure development. Therefore, local governments are required to prioritize their budgets for disaster management (Susilo, 2025). In addition to government factors, the successful implementation of flood disaster management policies also requires support from the community and the private sector. Public participation in environmental protection, mitigation activities, and compliance with spatial planning regulations are crucial to reducing flood risk. Meanwhile, the private sector can play a role through corporate social responsibility programs in supporting disaster management activities. Collaboration between the government, the community, and the private sector will create a more effective and sustainable disaster management system (William et al., 2024). Based on the discussion above, it is clear that the implementation of flood disaster management policies in Banten Province has been carried out in accordance with the principles stipulated in Law Number 24 of 2007, but its implementation is still not optimal (Issakov et al., 2025). Various obstacles such as environmental damage, low public awareness, budget constraints, and weak inter-agency coordination are inhibiting factors in flood disaster management. Therefore, it is necessary to strengthen mitigation policies, increase the institutional capacity of the Regional Disaster Management Agency (BPBD), optimize cross-sectoral coordination, and increasing public education so that flood disaster management in Banten Province can be carried out more effectively, integratedly and sustainably (Rosmadi et al., 2023).

4. Conclusion

Further research priorities that can provide a more comprehensive understanding of the effectiveness of flood management policy implementation at the local level include studies on the effectiveness of coordination between government agencies and community participation in disaster mitigation, analysis of the impact of spatial planning changes and land conversion on increasing flood risk, and evaluation of the sustainability of flood control infrastructure such as drainage, embankments, and reservoirs. Research should also focus on the use of early warning system technology, the use of digital-based disaster data, and the impact of climate change on

flood patterns in specific areas. Furthermore, research on the effectiveness of environmental law enforcement, multi-stakeholder collaboration models, and the capacity of local governments to integrate flood management policies with sustainable development is crucial to ensure that implemented policies are more adaptive, targeted, and responsive to local community conditions. The implications of this research's findings for improving regional disaster management policies demonstrate the need to strengthen cross-regional and cross-sectoral coordination in addressing disaster risks, particularly flooding, in a more integrated and sustainable manner. These findings encourage local governments to improve disaster mitigation-based spatial planning, increase investment in flood control infrastructure and early warning systems, and strengthen the capacity of regional disaster management institutions. Furthermore, this research emphasizes the importance of community participation, the use of technology and disaster data, and the synchronization of regional policies with national regulations to ensure faster, more effective, and more adaptive disaster management to climate change and regional developments. The implementation of flood disaster management policies in Banten Province has essentially been carried out in accordance with the provisions of Law Number 24 of 2007 concerning Disaster Management through the stages of mitigation, preparedness, emergency response, and post-disaster rehabilitation. The local government, together with the Regional Disaster Management Agency (BPBD), has undertaken various flood mitigation efforts, such as river normalization, disaster mitigation outreach, victim evacuation, and post-disaster infrastructure recovery. However, the implementation of these policies still faces various obstacles, including environmental damage, poor drainage systems, low public awareness, budget constraints, and weak inter-agency coordination. Therefore, it is necessary to strengthen the synergy between the government, the community, and related sectors to improve the effectiveness of flood disaster management in order to create an integrated, responsive, and sustainable disaster management system in Banten Province.

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