

Flood Disaster Management by the Bekasi City Regional Disaster Management Agency (BPBD) in Bekasi City Residential and Settlement Areas, 2025

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Abstract

The major flood that struck Bekasi City in March 2025, caused by the overflow of the Bekasi River, inundated several residential areas including Villa Nusa Indah and Kemang IFI Graha Jatiasih, Rawalumbu and other parts of Bekasi City. This situation was worsened by the reduction of water catchment areas due to land-use conversion and inadequate drainage capacity, making the role of the Bekasi City Regional Disaster Management Agency (BPBD) in managing flood disasters an important subject of study. This research aims to identify and analyze the flood management carried out by BPBD Bekasi City during the pre-disaster, emergency response, and post-disaster phases in residential and settlement areas. The object of the research is BPBD Bekasi City and related technical agencies, with informants including the Head of BPBD Operations, the Head of the Housing and Settlement Division, staff of the Public Works and Water Resources Agency, and affected residents. The study employed a qualitative method with a descriptive approach, using observation, in-depth interviews, and documentation study as data collection techniques. The results show that BPBD has carried out preparedness and early-warning functions, led cross-sector emergency coordination, and conducted short-term environmental recovery, but structural mitigation, evacuation resources, and long-term infrastructure reconstruction remain constrained by limited budgets and inter-agency authority. It is concluded that BPBD's disaster management has been implemented but has not yet been optimal across the three phases, and it is recommended that direct early-warning channels to residents be strengthened, land mapping for structural mitigation be accelerated, and evacuation resources and post-flood reconstruction be expanded.

Keywords: *Disaster Management, Flood Mitigation, BPBD Bekasi City.*

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A. INTRODUCTION

Flooding is an event where an excess of water overflows onto land that is typically dry, caused by heavy rainfall, snowmelt, or other factors preventing the ground from rapidly absorbing the water or existing drainage systems from channeling it away. Floods can occur suddenly or gradually. Flooding is a frequent natural disaster in urban areas of Indonesia, including Bekasi City. This disaster causes not only physical damage but also disrupts social and economic life and impacts public health (Rahayu, 2009).

A major flood struck Bekasi City on March 4, 2025, following heavy rains that had been falling since Monday night. Several areas were inundated with water levels reaching 2.5 to 3.5 meters, affecting thousands of residents. The Villa Nusa Indah, Kemang IFI Graha Jatiasih, and Rawalumbu housing complexes were the hardest hit, with water levels rising high enough to nearly submerge the roofs of single-story

houses. According to the Bekasi City Regional Disaster Management Agency (BPBD), the flooding was caused by the overflowing of the Bekasi River, which received runoff from the Cikeas and Cileungsi Rivers. Water discharge increased drastically starting at 01:00 WIB, bringing a volume of water far exceeding normal levels.

The development of residential and industrial areas without regard for water infiltration zones has contributed to a reduced capacity for the area to retain and absorb rainwater. The Bekasi City Government explains that urban and industrial growth has led to a decline in water infiltration areas, thereby increasing the burden on the drainage system due to heightened surface runoff. Bekasi City's relatively flat topography with a slope of approximately 0–2% is another factor making certain areas prone to inundation during the rainy season. Furthermore, the Bekasi City Highways and Water Resources Agency has identified several causes of flooding, including the relatively flat and basin-like terrain, land-use conversion, the narrowing and siltation of waterways, and rising sea levels. The Bekasi City Government also notes that the influx of seawater into the Bekasi River occurring when rainfall coincides with high tide can exacerbate flooding issues.

Thus, flooding in Bekasi City is influenced not only by hydrometeorological factors such as rainfall but also by land-use patterns, geographical conditions, drainage capacity, and the area's hydrological characteristics.

The floods forced thousands of residents to evacuate to safer locations. The Regional Disaster Management Agency (BPBD) recorded 20 flood sites spread across seven districts in Bekasi. Floodwaters also inundated the Bekasi City Regional General Hospital (RSUD). Damage to this healthcare facility adds to the list of the disaster's impacts. Thousands of residents were affected; some were even forced to take refuge on their rooftops to save themselves, while many others had to evacuate to safer areas.

According to the 2022 Flood Disaster Risk Index, Bekasi City recorded a risk score of 32.95, placing it in the high-risk category. Data from the Bekasi City Regional Disaster Management Agency (BPBD) for 2022 indicates that 13 flood locations spread across eight urban villages in four districts were affected by rising water levels in the Bekasi River. These floods impacted 1,237 households, comprising 4,958 individuals. The affected areas included Jatirasa Village (Jatiasih District); Bekasi Jaya, Margahayu, and Duren Jaya Villages (East Bekasi District) Jakasetia and Marga Jaya Villages (South Bekasi District, which also experienced a fallen tree incident) and Teluk Pucung and Margamulya Villages (North Bekasi District). Floodwaters rapidly inundated the Pondok Gede Permai residential area, reaching depths ranging from 1.5 to 2 meters. Data from the National Agency for Disaster Countermeasure (BNPB) shows that Bekasi City's flood disaster risk index stood at 20.52 in 2023.

A total of 7,253 people from 1,822 households have been affected by flooding in Bekasi City, West Java. Some 1,200 homes were recorded as affected. According to data from the Bekasi City Regional Disaster Management Agency (BPBD), there are currently 16 locations with standing water spread across nine districts in the city. Water levels vary, ranging from 20 cm to 1 meter. Priadi Santoso, the Head of the

Bekasi City BPBD, stated *"Nine districts have been affected, with 16 locations experiencing flooding or standing water."*

In Mustika Jaya District, inundation occurred in the Mutiara Gading Timur and Mayanggi Pratama housing complexes with water levels of 20–30 cm, while the Kota Baru complex in Cimuning saw levels reach 40–60 cm. Medan Satria District was affected in the Kampung Rawa Pasung area, with water levels reaching 50–70 cm. In Rawalumbu District, flooding submerged the Taman Narogong Indah, Bekasi Baru Utara, and Pondok Hijau Permai housing complexes, with depths reaching 60–70 cm. Bekasi Utara District experienced inundation of around 30 cm in Kampung Lebak, while in Pondok Gede District, floods ranging from 20 to 40 cm affected the Bougenville and Fajar Regency housing complexes. Jatiasih District was also impacted, specifically the IKIP Lecturers' Housing Complex (Perumahan Dosen IKIP), where water levels reached approximately 85 cm. In Bekasi Barat District, inundation reached up to 60 cm in the Duta Kranji housing complex, and around 25–30 cm in the Mas Naga and Puri Bintara complexes. Meanwhile, in Bekasi Selatan District, floods ranging from 20 to 50 cm occurred on Jalan Palm 2 and in the Mas Naga housing complex. Bekasi Timur District experienced the deepest inundation, specifically in Kavling Anggrek, where water levels reached 1 meter, and in Gang Kalimaya, where levels ranged from 20 to 40 cm. BPBD personnel and volunteers have deployed to the field to conduct assessments and further mitigation efforts in anticipation of potential subsequent flooding across Bekasi City.

In 2024, Bekasi City was struck by floods affecting several areas, with water levels reaching up to 1.4 meters despite the absence of heavy rainfall. The event was triggered by a rise in the water level of the Bekasi River, causing inundation across various neighborhoods. The Bekasi City Regional Disaster Management Agency (BPBD) reported that the hardest-hit location was Gang Mawar on Jalan Kartini, East Bekasi, where water levels reached 1.2 meters, forcing approximately 500 residents to evacuate to nearby prayer rooms and mosques. Additionally, floodwaters reaching 1.4 meters were recorded in Gang Kalimaya (Bekasi Jaya) and Teluk Angsan. In other areas such as Kemang Pratama, water levels reached 40 cm, while several spots in Jatiasih including PGP and PML saw inundation of up to 30 cm. Other affected areas included Pangkalan 1 in Bantargebang (60 cm), Kampung Lebak in North Bekasi (submerged up to 1.3 meters), and locations in Babelan such as Kampung Pisangan, where roads were rendered impassable. In Jatiasih, the Vila Nusa Indah and Gunung Putri areas which border Bekasi also experienced flooding. Although the waters have begun to recede, the Bekasi City BPBD continues to monitor the situation and ensure aid reaches affected residents. This incident underscores the critical need for adequate drainage infrastructure to mitigate potential future disasters.

Bekasi City Regional Regulation Number 06 of 2019 concerning the Implementation of Disaster Management serves as a crucial legal foundation for the execution of autonomous, democratic, and community-participatory local government functions, particularly regarding disaster management in Bekasi City. This regulation comprehensively governs the stages of disaster management

encompassing the pre disaster, emergency response, and post-disaster phases thereby acting as a guideline for the local government in protecting the community from disaster risks. In the context of flood disaster management, the approach applied is the Disaster Management theory proposed by Nurjanah et al. (2013: 99–101), which categorizes disaster management into three stages: Pre Disaster, Emergency Response, and Post Disaster. Regarding its relevance to the study of government science, research into flood disaster management by the Bekasi City Regional Disaster Management Agency (BPBD) is closely linked to the functions and roles of local government in protecting the public through the provision of public services, policymaking, inter-agency coordination, and resource management in the face of disasters.

Flood management by the Bekasi City Regional Disaster Management Agency (BPBD) can be analyzed through the pre disaster, emergency response, and post disaster stages, as outlined in the disaster management theory proposed by Nurjanah et al. (2013:99–101). This analysis involves evaluating preparedness and mitigation efforts prior to the disaster, the handling of the situation while the disaster is unfolding, and the processes of rehabilitation, reconstruction, and recovery following the event. Applying this disaster management theory provides a comprehensive overview of how the Bekasi City BPBD conducts flood management, encompassing successes, challenges, and potential improvements for future disaster management efforts at each stage.

B. LITERATURE REVIEW

The literature review in this study begins by examining previous research to map the study's position (identifying the research gap). Ferdiansyah et al. (2020) examined flood management by the Bekasi City Regional Disaster Management Agency (BPBD) based on disaster cycle theory; they found that while pre-disaster activities and emergency responses were underway, they were unevenly implemented and hampered by limited facilities, and post-disaster housing recovery lacked local funding support. Subsequently, Yusup et al. (2022) analyzed the implementation of flood management policies in Bekasi City using George C. Edward III's approach, concluding that the policies were ineffective due to communication barriers, resource limitations, and a passive bureaucratic attitude. Meanwhile, Mahardika et al. (2022) investigated the management strategies of the Bekasi Regency BPBD based on Fred R. David's theory, revealing that although mitigation programs and early warning systems were in place, coordination and field responses still required continuous evaluation.

The primary theoretical basis for this study draws upon the disaster management framework proposed by Nurjanah et al. (2013). Disaster management is understood as both an applied science and a dynamic process encompassing the functions of planning, organizing, mobilizing, and supervising to mitigate disaster risks and impacts. This management cycle is divided into three main phases: pre-disaster, emergency response, and post-disaster. The pre-disaster phase involves

structural and non-structural mitigation measures, preparedness, and the issuance of early warnings. The emergency response phase focuses on rapid actions such as situation assessment, victim evacuation, the provision of basic necessities, and the temporary restoration of vital facilities. Meanwhile, the post-disaster phase entails the rehabilitation of public services and the permanent reconstruction of infrastructure and institutional systems. In operational terms, flood management and the role of local government are closely intertwined. Flooding is defined as the inundation of an area resulting from water overflow that exceeds containment capacity, triggered by factors such as heavy rainfall, channel constriction, or land-use conversion.

As the lead agency, the Bekasi City Regional Disaster Management Agency (BPBD) is responsible for spearheading disaster management efforts. However, flood mitigation also requires inter-agency synergy such as collaboration with the Public Works and Water Resources Agency (DBMSDA), which oversees the construction and maintenance of technical infrastructure like drainage systems, polders, sluice gates, and river normalization projects. This management framework is grounded in local regulations, specifically Bekasi City Regional Regulation Number 06 of 2019 concerning Disaster Management Implementation. This regulation serves as the legal basis for the local government to manage all stages of disaster mitigation collaboratively. Such a policy is highly relevant given the rapid pace of development in urban residential areas—as addressed in Law No. 11 of 2011. The rate of land-use conversion and the reduction of water absorption areas in these residential zones heighten the risk of and vulnerability to flooding.

Based on this review, a conceptual framework and research propositions were formulated to address the issue of recurring flooding in the residential areas of Bekasi City. By evaluating the pre-disaster, emergency response, and post-disaster stages implemented by the Bekasi City Regional Disaster Management Agency (BPBD) guided by Local Regulation No. 06/2019 and the theory of Nurjanah et al. (2013) this study assesses coordination effectiveness, resource constraints, and disaster management solutions. The proposed propositions suggest that a comprehensive analysis of these three disaster management stages will provide a holistic overview of the extent to which local government policies effectively mitigate flood risks and meet the needs of affected communities.

C. METHOD

The research method employed in this thesis is qualitative, utilizing a descriptive approach. The researcher acts as the primary instrument, directly involved in the field to observe phenomena, conduct interviews, and systematically gather facts and details regarding flood disaster management by the Bekasi City Regional Disaster Management Agency (BPBD). This study utilizes two types of data sources: primary and secondary. Primary data were obtained directly from the field through observation and in-depth interviews with relevant parties. Meanwhile, secondary data were collected indirectly through literature reviews, official documents, local regulations, journals, previous studies, and news articles related to the research topic.

Data collection was conducted using three primary methods: field observation, semi-structured interviews, and document analysis. Observations were used to understand actual conditions at the research site, while semi structured interviews were employed to elicit in-depth, detailed, and subjective information from informants. Informants were selected using purposive sampling based on specific criteria and research objectives, supplemented by snowball sampling to reach affected community members. There were five key informants in this study: the Chief Executive of the Bekasi City Regional Disaster Management Agency (BPBD), the Head of the Housing and Settlement Areas Division, a representative from the Bekasi City Highways and Water Resources Agency (DBMSDA), and two residents affected by flooding. The data analysis technique employed follows the Miles and Huberman interactive model, comprising four continuous stages: data collection, data reduction, data display, and conclusion drawing/verification.

D. RESULT AND DISCUSSION

Research findings regarding flood disaster management by the Bekasi City Regional Disaster Management Agency (BPBD) in residential and settlement areas were analyzed using the disaster management theory proposed by Nurjanah et al. (2013), which categorizes disaster management into three stages: pre disaster, emergency response, and post disaster. Data were collected through interviews, observations, and documentation involving the Bekasi City BPBD, the Public Works and Water Resources Agency (DBMSDA), the Housing and Settlement Areas Agency, and affected residents. These three stages served as a framework to assess the extent to which the Bekasi City BPBD carries out functions related to planning, coordination, response, recovery, and flood risk reduction in residential and settlement areas.

1. Pre Disaster

During the pre-disaster phase, the Bekasi City Regional Disaster Management Agency (BPBD) serves as the lead agency for planning, mitigation, preparedness, and early warning systems. Research indicates that the BPBD has mapped flood-prone areas, formulated mitigation plans, and fostered coordination with district and sub-district authorities as well as technical agencies through the Bekasi City Flood Contingency Plan. Early warning systems operate via various digital communication channels, including WhatsApp, the official BPBD Instagram account, and WhatsApp Channels. Information regarding rising water levels in upstream areas is relayed to district and sub-district heads for dissemination to the public. However, large scale structural mitigation efforts remain constrained by limited budgets and jurisdictional authority, particularly regarding the construction of reservoirs or dams in the upstream Cileungsi and Cikeas areas.

The Head of the Housing and Settlements Division explained that residential areas in Bekasi City are highly vulnerable, as some are situated along primary canals or rivers. Consequently, flood management cannot be limited to residential zones alone but must be implemented comprehensively, spanning from upstream to downstream areas. The Housing and Settlements Division acts as a supporting

agency, coordinating with the Regional Disaster Management Agency (BPBD) and the Water Resources, Highways, and Construction Agency (DBMSDA) particularly during the rainy season, guided by weather forecasts and data from the Meteorology, Climatology, and Geophysics Agency (BMKG). Evaluations are conducted for areas prone to recurring flooding; however, a persistent challenge is the lack of consistent public awareness regarding the maintenance of drainage cleanliness within residential neighborhoods.

DBMSDA plays a primary role in structural mitigation through the construction and maintenance of flood control infrastructure such as drainage systems, embankments, polders, retention basins, and water management systems. While infrastructure development takes place almost annually, budget constraints necessitate a phased approach based on priority levels. In 2025, DBMSDA is undertaking, among other projects, the construction of a polder in the West Bekasi area. Meanwhile, the normalization of major rivers such as the Bekasi, Cikeas, and Cileungsi rivers falls under the authority of the central government via the BBWS. Consequently, although structural mitigation measures have been implemented, they do not yet cover all flood-prone areas due to limitations regarding budget, land availability, and the division of authority.

Residents report varying experiences regarding the receipt of information and participation in preparedness activities. Salsabila Jelita, a resident of the IFI Graha Jatiasih housing complex, stated that disaster awareness outreach by the BPBD (Regional Disaster Management Agency) is conducted regularly and involves RW (Community Unit) representatives. She also stays informed about water levels through volunteer WhatsApp groups and BPBD channels. Meanwhile, Herman Saputra from Rawalumbu noted that direct outreach has not been optimally implemented in his RW area, with information primarily obtained through RT (Neighborhood Unit) officials or social media. Both residents demonstrated independent mitigation efforts, such as securing vehicles and valuables and participating in community cleanup drives to clear drainage channels. These findings indicate that while community preparedness has improved, access to information and levels of participation remain uneven.

2. Emergency Response

During the emergency response phase, the Regional Disaster Management Agency (BPBD) assumed primary command based on the Incident Command System (ICS) principles. When severe flooding struck in March 2025, the BPBD activated emergency response procedures, mobilizing local government agencies, the military (TNI), the police (Polri), volunteers, the Water Resources and Highways Agency (DBMSDA), the Fire and Rescue Agency, and other relevant bodies. Response operations included establishing command posts, evacuating residents, meeting basic needs, distributing supplies, and setting up public kitchens. However, the vastness of the affected area and the high water levels resulted in a shortage of personnel and evacuation equipment, leading to delays in the response at certain locations.

During the emergency response phase, the Housing and Settlements Division does not serve as the primary implementing agency, as command rests with the Regional Disaster Management Agency (BPBD). Instead, the division performs a supporting role and follows BPBD directives regarding disaster management. Activities such as resident rescue and evacuation, the establishment of command posts, and the provision of shelters are carried out by the BPBD in collaboration with relevant agencies. In flood situations, the government prioritizes the safety of lives, while technical assessments of structural damage are conducted only after the waters recede. Consequently, the Housing Division's role at this stage focuses on supporting coordination and conducting preliminary assessments of the condition of residential areas.

During the emergency response phase, the DBMSDA carries out technical interventions through the Water Resources Rapid Response Unit (URC). The URC comprises 26 personnel and is equipped with operational vehicles, as well as portable and floating pumps used to drain inundated areas. Pump deployment is initiated based on information received from urban village (ward) and district (subdistrict) authorities or from management. However, the number of available pumps is insufficient to meet the simultaneous needs of various affected locations. Furthermore, technical challenges arise from sedimentation and bottlenecks at crossing structures beneath toll roads infrastructure for which the toll road operators hold maintenance responsibility. Consequently, addressing these issues requires coordination across different jurisdictions.

During the emergency response phase, the community generally considered the BPBD's response to be quite swift, particularly regarding evacuation and aid distribution. Both Salsabila and Herman noted that BPBD personnel arrived using inflatable boats and that aid including food, medicine, and basic necessities was received relatively quickly. The presence of command posts also facilitated access to assistance. However, the community still faced challenges such as a limited number of inflatable boats, overcrowded command posts, prolonged power outages, and uneven aid distribution across evacuation sites. Thus, while the community benefited from the emergency response, there remains a need to strengthen operational capacity and ensure more equitable service delivery.

3. Post Disaster

In the post disaster phase, the BPBD plays a role in coordinating recovery efforts by assessing disaster impacts, clearing the environment, distributing aid, and coordinating rehabilitation and reconstruction. Working alongside technical agencies, the BPBD clears mud from roads, waterways, homes, and public facilities, while also providing support such as disinfection services and transitional communal kitchens. However, long-term reconstruction specifically the permanent repair of residents' homes and infrastructure remains at the stage of data collection, damage inventory, and budget submission. This situation indicates that while rehabilitation functions are underway, reconstruction has not yet reached optimal levels, as it is contingent upon local budgeting mechanisms.

In the post disaster phase, the Housing and Settlements Division plays a significant role, particularly in identifying and cataloging damage to residents' homes. This data is used to formulate physical planning strategies and submit requests for home repair assistance to the Bekasi City Government. Additionally, the Housing Division collaborates with relevant agencies to evaluate the condition of buildings and residential areas, while also promoting area planning that avoids exacerbating flood risks. However, the provision of home repair assistance remains contingent upon the application process and budget approval. Long term plans focus on monitoring building conditions, managing spatial planning, and integrating flood control systems from upstream to downstream.

In the post disaster phase, the DBMSDA evaluates and plans repairs for damaged flood control infrastructure. Repairs to embankments, drainage systems, and other infrastructure cannot all be carried out within the same year, as most require budget proposals and approval from the Regional House of Representatives (DPRD). For infrastructure under central government jurisdiction, the DBMSDA coordinates with the Citarum, Ciliwung, Cisadane River Basin Organization (BBWS). Evaluations are conducted by assessing the condition of embankments, the severity of inundation, and polder capacity. Long term plans focus on expanding polders, increasing drainage capacity, and strengthening coordination across regions and with the central government.

In the post-disaster phase, residents received assistance in the form of cleaning supplies and agents after the floodwaters receded. Beyond this aid, residents also benefited from infrastructure improvements in their neighborhoods, such as the construction of inlets and drainage channels and the installation of pumps. Psychological support was also provided through trauma-healing activities at relief posts for those affected by the flood. These findings indicate that the community has received support for both environmental and psychological recovery, although the comprehensive physical restoration of homes and infrastructure still requires time and budgetary support.

E. CONCLUSION

Based on the disaster management framework of Nurjanah et al. (2013), flood disaster management by the Bekasi City Regional Disaster Management Agency (BPBD) has been implemented across three stages: the pre-disaster, emergency response, and post-disaster phases. In the pre-disaster phase, BPBD has undertaken planning, preparedness, early warning dissemination, and coordination with various local stakeholders. However, structural mitigation, riverbank spatial management, and community participation remain suboptimal. During the emergency response phase, BPBD has functioned as the lead agency through the Incident Command System (ICS) and strengthened cross-sectoral collaboration in evacuation, rescue operations, provision of basic needs, and protection of vulnerable groups. Nevertheless, the extensive inundated areas and high flood levels have placed considerable pressure on available personnel and evacuation resources, resulting in

delays in some residential areas. In the post-disaster phase, recovery efforts have focused on environmental cleanup, restoration of public facilities, and the fulfillment of community needs, while long-term rehabilitation and reconstruction, particularly of damaged houses and settlements, remain constrained by data collection, budgeting processes, and limited resources. Thus, flood disaster management in Bekasi City's residential areas has been implemented comprehensively across all three stages, but its effectiveness still needs to be strengthened through increased resource capacity, improved structural and non-structural mitigation, stronger cross-sectoral coordination, greater community participation, and accelerated post-disaster rehabilitation and reconstruction.

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