ANALYSIS OF ACTOR RELATIONS IN FLOOD DISASTER MANAGEMENT EFFORTS IN DENPASAR CITY IN 2025

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ABSTRACT

Flood disaster management requires the active involvement of multiple actors because disaster problems cannot be effectively addressed by a single institution. This study aims to analyze actor relations in flood disaster management efforts in Denpasar City in 2025. The study employed a qualitative descriptive approach. Data were collected through observation, in-depth interviews, and documentation. Informants were selected using purposive sampling and consisted of 11 individuals representing government institutions, village government, private sector institutions, academics, and flood-affected communities. Data were analyzed using the interactive model of Miles and Huberman and interpreted through the actor analysis framework of Mendel and Brinkerhoff, which includes actor identification, interests, resources, relations and interactions, and actor strategies. The findings indicate that flood disaster management in Denpasar City involved seven main actors, namely *BPBD* Denpasar City, *PUPR* Denpasar City, Pemecutan Village Government, Aqua Bali Factory, Denpasar Industrial Training Center, academics from Universitas Warmadewa, and local communities. Their relations were characterized by coordination, collaboration, and interdependence in emergency response, infrastructure repair, logistical support, policy input, and community participation. The study concludes that actor relations in Denpasar City flood disaster management were effective, participatory, and sustainable because each actor performed complementary roles supported by shared objectives and available resources.

Keywords: *Actor Relations, Flood Disaster, Disaster Management, Cross-Sector Collaboration*

A. INTRODUCTION

Floods remain one of the most frequent and damaging disasters in Indonesia. In urban areas, flooding is not merely caused by high rainfall, but also by structural and environmental problems such as poor drainage systems, river sedimentation, rapid land conversion, dense settlements, and weak waste management practices (*BNPB* 2020). As a result, flood disasters increasingly represent not only environmental challenges, but also governance challenges that require collective institutional response.

Disaster management in contemporary governance cannot be separated from the role of multiple actors. Public institutions often hold formal authority and technical responsibility, but the complexity of disaster situations requires broader involvement from village government, private institutions, academics, and the community. In this context, flood disaster management is not simply a matter of emergency response, but also of coordination, resource mobilization, institutional interaction, and collective action (Nasrulhaq 2020; Noor et al. 2022).

Denpasar City, as the capital of Bali Province and one of the fastest-growing urban centers in the region, is highly vulnerable to urban flooding. Previous studies have shown that Denpasar possesses significant flood potential due to urban development pressure and environmental conditions (Junivian, Linawati, and Giriantari 2018). In September 2025, Denpasar experienced a significant flood event that affected several areas, disrupted transportation and economic activities, damaged housing and public infrastructure, and required rapid emergency intervention (JDIH Kota Denpasar 2025).

The severity of the flood demonstrated that the management of disaster impacts in Denpasar could not rely on one institution alone, but instead required the interaction of multiple actors with different capacities and responsibilities. The issue of actor relations becomes important because each actor involved in flood disaster management possesses distinct interests, resources, authority, and strategies. Government agencies generally focus on public safety, technical recovery, and administrative coordination; private actors may contribute through logistical support and social responsibility initiatives; academics may provide knowledge-based recommendations; and communities may act as both disaster victims and active participants in disaster response (Firmansyah 2022).

Previous studies have discussed collaborative governance and flood disaster management in various regions of Indonesia. Research in Semarang, Sumedang, and Sungai Penuh shows that effective flood management depends on institutional coordination, collaborative governance, and active stakeholder involvement (Arif 2023; Ilhami and Ahmad 2023; Kurniawan, Herman, and Rezki 2023). However, many of these studies focus primarily on technical mitigation, institutional performance, or general models of collaboration. There is still limited research that specifically examines actor relations in the context of a concrete local flood event, especially in Denpasar City.

Based on this background, the research question of this study is: How were actor relations formed in flood disaster management efforts in Denpasar City in 2025? The objective of this study is to analyze the relations among actors involved in flood disaster management by identifying their roles, interests,

resources, interactions, and strategies. The study is expected to contribute both theoretically and practically by providing a clearer understanding of multi-actor disaster governance at the local level.

B. LITERATURE REVIEW

Governance is increasingly understood as a process that involves multiple actors rather than a single dominant authority. In public administration, actor relations refer to the patterns of interaction among institutions, groups, and individuals who influence or participate in policy processes and public problem-solving (Noor et al. 2022). These relations may take the form of coordination, cooperation, conflict, negotiation, dependence, or collaboration depending on the context and the interests of the actors involved. In the context of public problems such as disasters, actor relations are especially significant because disaster management requires rapid, coordinated, and often simultaneous action from different sectors. Government institutions may possess formal authority, but they are often dependent on other actors for information, local legitimacy, manpower, logistics, or technical expertise (Nasrulhaq 2020). As a result, disaster governance can be understood as a networked system of relations among actors with different functions but shared concerns.

Disaster management refers to a series of efforts aimed at reducing disaster risks, responding to emergencies, and supporting post-disaster recovery. In Indonesia, disaster management includes activities before, during, and after a disaster event (*BNPB* 2020). Flood disaster management, in particular, requires cross-sector engagement because flood impacts are multidimensional, affecting physical infrastructure, public health, social stability, and economic activities. The increasing complexity of urban flooding has encouraged a shift from government-centered disaster response toward more collaborative and participatory models. In such models, village governments, educational institutions, private organizations, and local communities are not treated merely as supporting actors, but as integral parts of disaster governance (Firmansyah 2022). This perspective emphasizes that disaster management becomes more effective when responsibilities, resources, and capacities are shared across sectors.

This study uses the actor analysis framework developed by Mendel and Brinkerhoff. Actor analysis is a useful approach for understanding who is involved in a policy or governance process and how their involvement shapes outcomes (Mendel and Brinkerhoff 2008). The framework consists of five dimensions, namely actor identification, which examines who the relevant actors are and what roles they perform; interests, which explore what goals or motivations each actor has; resources or power, which refer to the capacities, assets, authority, or influence held by actors; relations and interactions, which describe how actors communicate, coordinate, collaborate, or depend on one another; and actor strategies, which explain how actors pursue their goals and influence the overall process. This framework is highly relevant to the study of flood disaster management because it allows the researcher to go beyond formal institutional roles and examine the actual dynamics among actors involved in the disaster response process.

A number of studies in Indonesia have highlighted the importance of collaborative governance in disaster management. Arif (2023) found that the flood response process in Semarang required effective inter-institutional collaboration and communication. Similarly, Ilhami and Ahmad (2023) emphasized that collaborative governance in flood management is strengthened when stakeholders possess clear roles and shared objectives. Kurniawan, Herman, and Rezki (2023) also demonstrated that successful flood management requires the integration of local actors and public institutions. Other studies have highlighted the role of innovation and digital collaboration in disaster management. Hidayat (2020), for example, showed that digital platforms such as Petabencana.id can strengthen information sharing and public participation during flood disasters. These findings indicate that actor involvement in disaster governance is increasingly diverse and not limited to formal government institutions. Despite these contributions, many previous studies focus broadly on collaboration or technical flood mitigation rather than specifically analyzing actor relations within a concrete local disaster case. This study contributes to the literature by focusing on Denpasar City and examining the relational dimensions of disaster management in the aftermath of the 2025 flood.

C. METHOD

This study employed a qualitative descriptive approach. A qualitative approach was chosen because the research aimed to understand the dynamics of actor relations in flood disaster management, including their roles, interests, interactions, and strategies. These aspects are more appropriately examined through in-depth interpretation rather than numerical measurement, as qualitative research enables a more comprehensive understanding of social processes and actor involvement in a specific context (Aisyah Sekar Sari 2025). The study was conducted in Denpasar City, Bali, with particular attention to flood disaster management efforts following the flood event that occurred in September 2025. The focus of the study was the pattern of relations among actors involved in managing the disaster and responding to its impacts.

Informants in this study were selected using purposive sampling, which means they were chosen based on their direct involvement, knowledge, and relevance to the research topic. A total of 11 informants participated in this study, representing the major actors involved in flood disaster management in Denpasar City. These included representatives from *BPBD* Denpasar City, *PUPR* Denpasar City, the Pemecutan Village Government, Aqua Bali Factory, the Denpasar Industrial Training Center, academics from Universitas Warmadewa, and communities affected by flooding. The inclusion of these actors was intended to provide a comprehensive understanding of how institutional and community relations were formed and implemented in the context of disaster management.

Data were collected through observation, in-depth interviews, and documentation. Observation was conducted to identify field conditions in flood-affected areas and to understand how disaster management activities were implemented directly on the ground (Aisyah Sekar Sari 2025). In-depth interviews were carried out using semi-structured interview guidelines, allowing informants

to explain their experiences, roles, and perspectives regarding inter-actor relations in disaster management. Documentation was used to support and strengthen the primary data obtained from observation and interviews. The documents examined included institutional reports, legal documents, policy records, and other relevant archives related to flood disaster management in Denpasar City.

The data were analyzed using the interactive analysis model of Miles and Huberman, which consists of data collection, data reduction, data display, and conclusion drawing and verification (Miles, Huberman, and Saldaña 2014; Qomaruddin 2024). The interpretation of findings was guided by the actor analysis framework of Mendel and Brinkerhoff (Mendel and Brinkerhoff 2008), which was used to examine actor identification, interests, resources or power, relations and interactions, as well as the strategies employed by each actor in flood disaster management efforts..

D. EXPLANATION

Flood Context in Denpasar City

The flood that occurred in Denpasar City in September 2025 represented a serious urban disaster event. The flood was caused by a combination of natural and structural factors, including high rainfall intensity, blocked drainage channels, river overflow, waste accumulation, and settlement density in vulnerable areas. These conditions amplified the scale and impact of the disaster, which is consistent with previous findings regarding flood vulnerability in Denpasar (Junivian, Linawati, and Giriantari 2018). The flood affected daily life in multiple ways. Roads became inaccessible, residential areas were inundated, public facilities were disrupted, and economic activities were temporarily paralyzed. This event revealed that flood management in Denpasar City could not be addressed solely through emergency response, but required broader cooperation among actors with different institutional roles and capacities (*BNPB* 2020). The disaster also highlighted the importance of preparedness, infrastructure resilience, and community responsiveness. In this context, the relations among actors became central to the overall effectiveness of disaster management.

Actor Identification

The findings show that flood disaster management in Denpasar City involved seven major actors, each of whom played a distinct but interconnected role.

a. *BPBD* Denpasar City

BPBD Denpasar City acted as the leading disaster management institution in the emergency phase. Its role included rapid response coordination, evacuation, field assessment, and mobilization of emergency actions. *BPBD* occupied a central position because it held formal responsibility for disaster response and acted as the main coordinator during the flood event. This is consistent with the institutional mandate of disaster management agencies in Indonesia (*BNPB* 2020).

b. *PUPR* Denpasar City

PUPR Denpasar City functioned as the technical actor responsible for infrastructure-related interventions. Its role involved drainage handling, road

recovery, river-related repairs, and technical support in reducing the physical impact of flooding. This actor played a crucial role in restoring urban functionality after the disaster.

c. Pemecutan Village Government

The Pemecutan Village Government played an intermediary role between higher-level institutions and the local population. It was responsible for identifying affected residents, assisting aid distribution, and facilitating local coordination. Its proximity to the community made it a strategic actor in ensuring that response efforts were grounded in actual local needs.

d. Aqua Bali Factory

Aqua Bali Factory acted as a private sector actor that contributed to disaster response through logistical and humanitarian support. Its involvement reflected the importance of corporate participation in social and environmental issues, especially in times of crisis (Firmansyah 2022).

e. Denpasar Industrial Training Center

The Denpasar Industrial Training Center also contributed to post-disaster support efforts. Its role was associated with assistance distribution and support for affected communities, demonstrating that institutional participation in disaster management can extend beyond conventional emergency agencies.

f. Academics from Universitas Warmadewa

Academics played a knowledge-based role in the disaster management process. Their contribution involved analysis, policy recommendations, and conceptual support for improving long-term disaster management. This actor represented the importance of scientific and academic engagement in public problem-solving.

g. Community

The community functioned not only as the group most directly affected by the disaster, but also as an active actor in response and recovery. Community members engaged in environmental cleaning, local coordination, self-help initiatives, and mutual assistance. Their role confirms that communities are not merely passive beneficiaries, but central participants in disaster governance (Hidayat 2020).

These findings demonstrate that flood disaster management in Denpasar City involved a multi-actor governance structure, where no single actor could independently manage the full scope of the disaster.

Interests of Actors

Although each actor had different institutional backgrounds and capacities, the findings indicate that their interests were largely interconnected and supportive of a common goal. *BPBD* Denpasar City was primarily concerned with public safety, emergency response effectiveness, and minimizing the immediate impact of the disaster. *PUPR* Denpasar City was focused on restoring damaged infrastructure and ensuring that urban physical systems could function again after the flood. The Pemecutan Village Government had a strong interest in protecting residents and ensuring that aid and assistance reached the local population effectively. This actor also emphasized social stability and responsiveness at the village level.

Private sector actors such as Aqua Bali Factory and the Denpasar Industrial Training Center were motivated by humanitarian concern, institutional social responsibility, and support for community recovery. Their interests reflected a commitment to contributing to broader social resilience (Firmansyah 2022). Academics from Universitas Warmadewa were driven by the goal of generating useful knowledge and policy input for improving disaster management practices. Meanwhile, the community's primary interests were survival, safety, recovery, and the restoration of everyday life. Although these interests were not identical, they converged around a shared objective, namely reducing the impact of the flood and accelerating the recovery process. This alignment of interests strengthened the potential for cooperation and reduced the likelihood of conflict among actors, as also emphasized in collaborative governance studies (Noor et al. 2022).

Resources and Power

One of the key findings of this study is that the strength of actor relations in Denpasar City was supported by the complementarity of resources. *BPBD* Denpasar City possessed formal disaster management authority, emergency personnel, operational coordination mechanisms, and institutional legitimacy. These resources positioned *BPBD* as the central coordinator during the flood response. *PUPR* Denpasar City possessed technical resources, engineering expertise, infrastructure repair capacity, and access to equipment and public works mechanisms. These resources made *PUPR* essential in addressing the physical dimensions of the disaster. The Pemecutan Village Government held local administrative authority, direct access to residents, and social legitimacy within the local community. These resources enabled it to function effectively as a local facilitator and bridge between institutions and citizens. Private actors such as Aqua Bali Factory and the Denpasar Industrial Training Center contributed logistical resources, institutional support, and social participation. Their involvement strengthened the humanitarian and support dimensions of the response. Academics possessed intellectual resources in the form of data, analysis, policy interpretation, and scientific insight. Although these resources were not always visible in emergency operations, they were highly relevant to long-term disaster governance and policy improvement. The community contributed practical and social resources, including local knowledge, direct information about affected areas, collective labor, and mutual support. These resources were highly valuable because they reflected the everyday realities of the disaster situation. The findings suggest that actor relations in Denpasar City were strengthened not merely by formal power, but by the ability of actors to combine different types of resources in a mutually supportive manner. This is in line with actor-based governance analysis, which emphasizes the importance of resource distribution in shaping institutional relations (Mendel and Brinkerhoff 2008).

Relations and Interactions Among Actors

The findings reveal that actor relations in flood disaster management in Denpasar City were characterized by coordination, collaboration, and interdependence. The relationship between *BPBD* and *PUPR* Denpasar City was one of the most. central institutional relations in the disaster response. *BPBD*

relied on *PUPR* for technical handling of flood-related infrastructure problems, while *PUPR* depended on *BPBD*'s coordination and disaster command structure. This relationship illustrates institutional interdependence in practice. The Pemecutan Village Government maintained active interactions with both city-level institutions and local residents. Its role as a local intermediary was important for translating local needs into institutional action. Through this role, the village government contributed to making disaster response more responsive and grounded in actual field conditions. The private sector actors maintained collaborative relations with government institutions. Their support was not delivered in isolation, but rather in coordination with local authorities and community structures. This suggests that private sector participation functioned as a complementary rather than parallel or disconnected intervention. The relationship between academics and other actors was primarily advisory and strategic. Academics were less involved in direct field operations but contributed to the broader understanding of flood disaster management through analysis and policy-oriented perspectives.

The community displayed a dual relational position. On one hand, the community depended on government and institutional support for evacuation, assistance, and recovery. On the other hand, the community also actively contributed to local disaster response through participation, communication, and collective action. This demonstrates that the community held both dependent and participatory roles. Importantly, the findings did not indicate any significant destructive conflict among actors during the disaster response process. Instead, the interactions among actors tended to support a functional network of cooperation, even though each actor remained within its own institutional domain. This finding supports previous research showing that collaborative relations are essential in flood disaster governance (Arif 2023; Ilhami and Ahmad 2023).

Actor Strategies

The study also found that each actor used different strategies according to its role, authority, and capacity. *BPBD* Denpasar City applied coordination and emergency mobilization strategies. These included organizing response actions, coordinating with relevant institutions, and facilitating public response mechanisms during the disaster. *PUPR* Denpasar City implemented a technical intervention strategy, focusing on repairing and restoring drainage systems, roads, and flood-related infrastructure. This strategy was essential for reducing the physical consequences of the disaster and preventing prolonged disruption. The Pemecutan Village Government used a community-based coordination strategy by facilitating aid distribution, identifying affected households, and encouraging local participation. Its strategy was strongly rooted in direct interaction with the community. Private actors such as Aqua Bali Factory and the Denpasar Industrial Training Center used humanitarian support strategies, particularly through logistical assistance and institutional participation in relief efforts. These strategies reflected practical forms of corporate and institutional social responsibility.

Academics from Universitas Warmadewa used an advocacy and knowledge-based strategy, contributing through scientific perspectives, policy

recommendations, and analytical input. Their strategy was especially relevant for strengthening long-term disaster preparedness and governance. The community applied grassroots survival and collective action strategies, including mutual aid, environmental cleaning, neighborhood communication, and local solidarity. These strategies were crucial in sustaining social resilience during and after the flood. The diversity of strategies did not indicate fragmentation. Rather, it reflected a functional division of roles in which each actor pursued disaster management according to its institutional and social capacity. Together, these strategies formed a more comprehensive and effective response system (Noor et al. 2022).

Discussion

The findings of this study confirm that flood disaster management in Denpasar City was shaped by a multi-actor relational structure rather than a single-institution model. This supports the argument in governance theory that complex public problems, especially disasters, require collective action and cross-sector engagement (Nasrulhaq 2020; Noor et al. 2022). The effectiveness of actor relations in Denpasar City can be understood through three important dimensions.

First, the actors shared a relatively clear understanding of their respective roles. This role clarity reduced overlap and allowed each actor to contribute according to its strengths. Second, the actors possessed different but complementary resources. The disaster response became more effective because emergency authority, technical capacity, local legitimacy, logistics, knowledge, and community participation were combined rather than separated. Third, the interactions among actors were generally cooperative and practical. The absence of major conflict and the presence of operational collaboration indicate that the actor network functioned in a relatively integrated manner. This finding is in line with studies that emphasize the value of collaborative governance in flood management (Arif 2023; Kurniawan, Herman, and Rezki 2023). At the same time, this study also suggests that future flood disaster management in Denpasar City should not only focus on emergency response, but also strengthen preventive and preparedness-based actor relations. This means that collaboration among actors should be sustained not only during disasters, but also before disasters occur through mitigation planning, environmental management, public education, and infrastructure preparedness (*BNPB* 2020)

E. CONCLUSION

This study concludes that actor relations in flood disaster management in Denpasar City in 2025 were formed through a pattern of coordination, collaboration, and interdependence among multiple actors from government, village institutions, private sector institutions, academia, and the community. The analysis shows that each actor played a specific but complementary role, supported by different interests, resources, and strategies. *BPBD* Denpasar City functioned as the leading emergency coordinator, *PUPR* Denpasar City addressed technical and infrastructural issues, the Pemecutan Village Government acted as a local facilitator, private institutions provided support assistance, academics contributed knowledge-based input, and the community participated actively in response and recovery.

Overall, actor relations in Denpasar City flood disaster management can be considered effective, participatory, and sustainable because they were built on shared objectives, functional role differentiation, and mutually reinforcing capacities. Strengthening these relations in the future is essential not only for emergency flood response, but also for long-term urban resilience and disaster preparedness.

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