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The Policy Formulation Process of Disaster-Responsive Village Regulations in Pabuaran Village, Lebak Regency

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Abstract: his study explores the policy formulation process of disaster-responsive village regulations in Pabuaran Village, Lebak Regency, using a qualitative descriptive method and the Backcasting framework. The research aims to understand how democratic values, implementation challenges, and technological support interact in shaping effective local policies. Data were collected through interviews and direct observation, focusing on the Village Regulation concerning Disaster Management. The Backcasting method, which emphasizes vision, present conditions, and priority setting, was applied to analyze the strategic planning process. Findings reveal that while Pabuaran Village has articulated a clear vision of resilience, it faces significant challenges including limited infrastructure, low public awareness, and minimal community involvement. However, the use of digital platforms has enhanced transparency and civic engagement. The study concludes that participatory governance, supported by strategic foresight and technological innovation, is essential for developing responsive and sustainable village regulations. This approach not only strengthens local disaster preparedness but also promotes inclusive and democratic governance.

Keyword: *Disaster Management; Village Regulation; Backcasting; Participatory Governance*

INTRODUCTION

Banten Province is one of the administrative regions located on the island of Java, Indonesia. Geographically, it lies between 105º01'11"–106º07'12" East Longitude and 05º07'50"–07º01'01" South Latitude. The province was officially established in the year 2000 as a result of the territorial division from West Java Province, under the legal framework of Law No. 23 of 2000. This administrative restructuring was part of Indonesia's broader decentralization policy aimed at improving governance and public service delivery at the local level. Initially, Banten consisted of two cities Tangerang and Cilegon and four regencies Serang, Pandeglang, Lebak, and Tangerang. As of today, Banten encompasses 4 cities, 4 regencies, 155 districts, 1,238 villages, and 313 urban wards, covering a total area of 9,662.92 square kilometers.

Indonesia's governance system is characterized by decentralization, which grants autonomy to regional governments to manage their own administrative affairs. This system spans from the national level down to the village level, allowing for localized decision making and policy implementation. In the context of Banten Province, decentralization has enabled local governments to tailor their policies to the specific needs of their communities. According to Nabilah and Fikriana (2023), the success of village autonomy is contingent upon the commitment of regional authorities, the allocation of adequate resources, and the active participation of local residents. High levels of civic engagement significantly

enhance the effectiveness of decision-making processes and the implementation of development programs.

Village governance functions as a critical subsystem within Indonesia's national administrative framework. Law No. 6 of 2014 on Villages outlines the authority of village governments to regulate and manage the interests of their communities, encompassing governance, development, financial management, and community empowerment. The village government, led by a village head and supported by administrative staff, is accountable to the community through the Village Consultative Body (BPD). Turmudi and Iksan (2024) emphasize that village deliberations musyawarah desa serve as a strategic pillar in the administration and development of villages. These deliberations are essential for aligning local governance with democratic values and the principles of Pancasila.

Village regulations are legal instruments formulated by village governments to govern local administrative and social affairs. These regulations must be developed through participatory processes involving community members, as they directly affect the lives of villagers. Mar'ah et al. (2022) describe the stages of village regulation formation, which include planning, drafting, discussion, ratification, promulgation, and dissemination. Meaningful community participation at each stage reflects a democratic political relationship and strengthens the legitimacy of local governance. The legal validity of village regulations also depends on their alignment with higher-level legislation and their responsiveness to local conditions.

Participation and transparency are foundational principles in village governance. Genuine participation involves open and communicative processes where community members can express their views and influence policy outcomes. Rahmawan (2023) argues that meaningful participation in the formulation of village regulations helps prevent abuses of power, channels public aspirations, and reinforces democratic sovereignty. To facilitate this, village governments must create inclusive spaces for dialogue and ensure that all community segments are represented. Transparency in the regulatory process is equally vital, as it fosters trust and accountability between the government and the governed.

Despite the potential of village regulations to enhance local governance, their implementation often faces significant challenges. Preliminary observations in Pabuaran Village reveal several critical issues, including low public participation in the drafting of village regulations, inadequate education and outreach by village authorities, and the tendency to produce regulations as mere formalities. Mar'ah et al. (2022) note that passive community involvement is frequently due to limited understanding, lack of motivation, and the absence of incentives for engagement. These challenges hinder the effectiveness of village regulations and undermine their role in addressing local social problems.

In response to these challenges, some villages have adopted technological innovations to enhance transparency and civic engagement. Pabuaran Village, for instance, has effectively utilized social media platforms and its official website to disseminate public information, including legal documents and complaint services. This approach aligns with the recommendations of Nabilah and Fikriana (2023), who advocate for the use of digital tools to improve information accessibility and strengthen community participation. Technology not only facilitates communication but also empowers citizens to monitor and evaluate government performance.

Village deliberations (musyawarah desa) are central to the practice of local democracy. These forums provide opportunities for residents to voice their concerns, contribute to policy discussions, and participate in decision-making processes. Turmudi and Iksan (2022) assert that village deliberations are more than just consultative meetings; they are mechanisms for embedding Pancasila values into local governance. Through deliberative practices, villages can cultivate inclusive, transparent, and accountable administrative systems that reflect the collective will of the community.

Civic participation in village governance has profound social and political implications. Active involvement enhances policy legitimacy, strengthens social cohesion, and promotes sustainable development. Conversely, low participation can lead to political alienation, public dissatisfaction, and ineffective policy implementation. Therefore, village governments must actively promote civic engagement through educational initiatives, community outreach, and capacity-building programs. Empowering citizens to participate in governance processes is essential for fostering resilient and responsive local institutions.

Village governments play a pivotal role in realizing good governance at the local level. To improve the effectiveness of village regulations and civic participation, several policy measures are recommended: strengthening the capacity of village officials, adopting inclusive communication strategies, and revising regulatory frameworks to accommodate local diversity. Moreover, central and regional governments must support village autonomy by providing equitable resource allocation and policy guidance. By embracing participatory governance and leveraging technological innovations, villages can become autonomous, democratic, and responsive entities that effectively address the needs of their communities.

Policy formulation at the village level is a strategic process that must reflect the principles of local democracy, community participation, and transparency in governance. However, in practice, village governments often face various challenges, including limited public involvement, inadequate capacity among village officials, and restricted access to accurate local data and information. On the other hand, the use of information technology by village apparatus presents a significant opportunity to support more effective and inclusive policy formulation, particularly in disseminating information, gathering public input, and enabling community oversight of proposed policies. Therefore, it is essential to examine how these three dimensions democratic values, implementation challenges, and technological support interact to shape the quality of village policies that are responsive to the actual needs of the community.

RESEARCH METHOD

The process of examining the described issue is carried out through an analysis of the actual social conditions. The researcher conducts this analysis based on factual data that illustrates the political process behind the formulation of the Village Regulation on Disaster Response, specifically Village Regulation concerning the Implementation of Disaster Management in Pabuaran Village, Lebak Regency. A descriptive method with a qualitative approach is employed to investigate the bureaucratic-political process within the village government. Qualitative research is considered more subjective due to its reliance on non-numerical data collection methods, such as interviews with individuals.

According to Nazir (2003:34), the descriptive approach aims to systematically, factually, and accurately portray the characteristics and relationships among the phenomena being studied. Similarly, Neuman (2013:145) defines descriptive research as a method focused on collecting data to provide a clear depiction or explanation of a social phenomenon or the condition of a subject or object based on observable facts. This type of research does not seek to answer questions or test existing theories, but rather to identify patterns. The research procedure involves explaining, describing, and interpreting findings through narrative construction, which serves as a response to the research problem. Therefore, the qualitative method allows the researcher to engage closely with the data, enabling the development of analytical, conceptual, and categorical components derived directly from the data itself, rather than through statistical calculations.

The data obtained in this study were analyzed using qualitative methods, specifically through interviews and direct observation, aligned with the theoretical framework adopted by the

researchernamely, the Backcasting Method developed by Shunxi Li (2019). This method incorporates three key indicators: vision, present conditions, and priority setting. Conceptually, the Backcasting approach posits that an ideal policy formulation process such as the political process behind the drafting of Village Regulation on Disaster Management in Pabuaran Village, Lebak Regency can be achieved when these indicators are systematically addressed. According to Li (2019), the vision represents the desired future state; the present reflects the current socio-political and administrative conditions; and priorities guide the strategic steps needed to bridge the gap between the present and the envisioned future. This framework provides a normative and structured basis for evaluating the effectiveness and efficiency of policy formulation, while also minimizing the risk of deviation during implementation. Supporting this, Bengston et al. (2020) emphasize that Backcasting is particularly valuable in public planning contexts, as it enables stakeholders to work backward from a preferred future to identify necessary actions and policies. Additionally, Sisto et al. (2018) demonstrate the utility of participatory Backcasting in rural development planning, showing how it helps local actors articulate strategic priorities and align them with community needs. Thus, the use of qualitative descriptive analysis combined with Backcasting offers a robust methodological approach for understanding the political and bureaucratic dynamics of village level policy formulation.

RESULT AND DICUSSION

The Pabuaran Village Government plays a pivotal role in implementing programs aimed at enhancing community welfare, one of which is the strengthening of village-level regulations. A central focus of the village administration is the implementation of policies that actively engage community members in every stage of planning and development. A concrete manifestation of this participatory approach is the formulation of Village Regulation concerning the Implementation of Disaster Management in Pabuaran Village. This regulation was designed and officially enacted to improve community preparedness and resilience in the face of disasters, while also optimizing local resources for mitigation and emergency response efforts. The relationship between the Pabuaran Village Government and the regulatory drafting process reflects an inclusive and participatory political dynamic. The formulation process involved multiple stakeholders, including subject-matter experts, village officials, community leaders, and residents. This demonstrates that the village government functions not only as a regulatory authority but also as a facilitator of open dialogue between citizens and policymakers, thereby reinforcing democratic governance at the local level.

Vision Policy Formulation Process of Disaster Responsive

In the framework of the Backcasting Method, vision is not merely an aspirational statement it serves as the foundational element of long-term strategic planning. According to Shunxi Li, the vision functions as the starting point that defines the desired future condition and guides the formulation of policies and actions needed to achieve it. Backcasting requires policymakers to work backward from a clearly defined future, identifying the necessary interventions, strategies, and institutional arrangements to realize that vision.

Unlike forecasting, which projects current trends into the future, backcasting liberates planning from present constraints, allowing for innovative and transformative solutions to emerge. In this context, the vision acts as a navigational tool that integrates social, environmental, and political values into the planning process.

In the case of Village Regulation concerning Disaster Management in Pabuaran Village, the vision articulated is to create a resilient village capable of effectively responding to disasters. This vision is not only a normative declaration but also a strategic framework that shapes the entire political and administrative process of regulation development. This process exemplifies the practical

application of backcasting: the village government and community define a long-term goal of sustainable disaster preparedness, then work backward to design the necessary policies and actions. These include the establishment of implementing institutions, resource allocation, and community participation in every stage of planning and execution. Research by Bambang Rudiansah (2022) highlights that the political process of formulating village regulations often faces challenges such as limited human resource capacity, lack of transparency, and minimal community involvement. However, through the backcasting approach, a well defined vision can serve as a unifying instrument, fostering cross-sector collaboration and enhancing the legitimacy of policy decisions. The vision becomes a shared commitment that aligns the interests of various stakeholders, including local government, civil society, and external partners, ensuring that each step taken is consistent with the long-term goal.

David Bengston et al. (2020) emphasize that backcasting is not just a technical method but also a tool for social transformation, enabling communities to envision a better future and work collectively to achieve it. In Pabuaran Village, the vision of disaster resilience serves as a catalyst for building early warning systems, conducting community training, and integrating disaster risk reduction into the Village Medium-Term Development Plan. By applying the backcasting method, the vision embedded in Pabuaran Village's disaster regulation becomes more than a guiding principle it becomes a driving force for change. It steers political processes, strengthens community engagement, and ensures that every policy decision aligns with the desired future. In an era of increasing uncertainty and disaster risk, this approach offers a strategic and inclusive pathway toward resilience and sustainability.

Present Condition Strategic Indicator in Backcasting

In the backcasting method proposed by Shunxi Li, the present condition serves as a critical reference point for strategic planning. While the method begins with a vision of the desired future, it does not disregard the current state; instead, it uses it as a diagnostic tool to identify gaps, limitations, and opportunities for transformation. The present is not merely a starting line it is a problem space that must be reshaped to align with the envisioned future.

In the context of Village Regulation in Pabuaran Village, which aims to establish a resilient community capable of managing disasters, the present condition encompasses several key indicators. These include the existing capacity for disaster response, the availability of resources, and the level of community awareness and participation in disaster risk reduction (DRR). These indicators are essential for understanding the village's readiness and for designing interventions that bridge the gap between current vulnerabilities and future resilience.

Research by Bengston et al. (2020) emphasizes that backcasting requires a realistic assessment of the present, not to constrain imagination but to ensure that the pathway to the future is grounded in actionable steps. In Pabuaran, this means evaluating the state of infrastructure, such as evacuation routes, early warning systems, and emergency shelters. It also involves assessing institutional readiness, including the existence and functionality of local disaster management bodies.

A study by Rismawati Agusti et al. (2023) on the Disaster Resilient Village program in Sukabumi found that while regulatory frameworks were in place, implementation was hampered by limited infrastructure and human resources. This reflects a broader challenge in Indonesian villages, where the decentralization of disaster management often leaves local governments with responsibilities they are not fully equipped to handle.

Moreover, the social dimension of the present condition is equally important. Community-based disaster risk management (CBDRM) studies in Indonesia highlight that low levels of public awareness and participation can undermine the effectiveness of DRR policies. In Pabuaran, understanding the

community's perception of risk, their previous experiences with disasters, and their willingness to engage in preparedness activities is vital for crafting inclusive and effective regulations.

The participatory approach is crucial in this phase. As noted by Sunarto et al. (2023), involving communities in assessing their own resilience through tools like the BNPB's 128-question framework can reveal nuanced insights that top-down assessments might miss. This participatory diagnosis helps ensure that the regulation is not only technically sound but also socially accepted and supported.

In summary, the present condition in backcasting is not a passive backdrop but an active component of strategic transformation. For Pabuaran Village, recognizing and analyzing current limitations whether infrastructural, institutional, or social is essential to designing a regulation that effectively guides the community toward its vision of disaster resilience. By integrating empirical insights and participatory methods, the village can ensure that its policies are both responsive to current realities and aligned with future aspirations.

Priority as a Strategic Indicator in Backcasting

In the backcasting method introduced by Shunxi Li, the priority indicator plays a pivotal role in translating a long-term vision into actionable strategies. After defining the desired future and analyzing the present condition, the next crucial step is to identify and prioritize strategic actions that will bridge the gap between current realities and future aspirations. This prioritization is not merely about urgency; it involves evaluating the potential impact, feasibility, and efficiency of each proposed intervention. Backcasting encourages planners to think beyond incremental improvements and instead focus on transformative actions that can catalyze systemic change. As Vaughan Broderick (2022) notes, backcasting is particularly effective for ambitious, impact-driven goals, where aligning resources and stakeholders around shared priorities is essential.

In the context of Village Regulation in Pabuaran, which aims to build a disaster-resilient community, the priority indicator is instrumental in guiding the formulation of policies and resource allocation. The village government must conduct a comprehensive risk assessment to determine which areas require immediate attention. This includes identifying vulnerabilities in infrastructure, gaps in community awareness, and deficiencies in institutional capacity. Key priorities might include Establishing an emergency response team with clear roles and responsibilities. Providing disaster preparedness training for residents, especially vulnerable groups. Developing resilient infrastructure, such as evacuation routes and safe shelters. Integrating disaster risk reduction (DRR) into village development planning (RPJMDesa). These priorities must be aligned with the village's risk profile and available resources. As highlighted in the Disaster Resilient Village (DRV) approach, prioritization often falters when local governments lack the capacity to implement policies effectively, or when community involvement is minimal.

A study by Arifin et al. (2021) on the DRV approach in Indonesia found that village apparatus often dominate the planning process, sidelining community voices. This top-down approach can result in misaligned priorities that fail to address the actual needs of disaster-prone populations. To overcome this, participatory planning is essential. Bengston et al. (2020) advocate for using tools like the Backcasting Wheel, which facilitates stakeholder engagement in mapping out pathways from the future to the present. Moreover, the Community-Based Disaster Risk Management (CBDRM) model emphasizes the importance of local knowledge and community-led prioritization. According to the CBDRM Policy Review (2021), villages that actively involve residents in identifying priorities tend to have more effective and sustainable DRR outcomes.

Once priorities are established, resource allocation must follow suit. The Indonesia National Disaster Preparedness Baseline Assessment (2020) underscores the need for data-driven decision-making in distributing financial, human, and infrastructural resources. In Pabuaran, this means

ensuring that budget allocations reflect the urgency and impact of prioritized actions. For example, investing in early warning systems may yield higher returns in terms of lives saved and property protected than less critical initiatives. The Asian Preparedness Partnership case studies (2024) also show that villages like Kelawi and Canti have successfully strengthened disaster preparedness by focusing on capacity-building and locally-led initiatives, demonstrating the effectiveness of well-prioritized actions.

In backcasting, the priority indicator is not just a planning tool it is a strategic compass that ensures every step taken is purposeful and aligned with the long-term vision. For Pabuaran Village, setting clear priorities in disaster management is essential to transform aspirations of resilience into tangible outcomes. By combining empirical data, participatory methods, and strategic foresight, the village can craft policies that are not only responsive to current risks but also proactive in shaping a safer future.

Discussion Policy Formulation Procces Disaster Responsive

Nestled in the heart of Lebak Regency, Pabuaran Village stands as a quiet yet determined community, striving to transform its vulnerability into resilience. Surrounded by natural beauty and latent risks, the village has embarked on a journey to redefine its future—one where disaster preparedness and community empowerment are not just ideals, but realities. This transformation is not spontaneous. It requires a clear vision, a grounded understanding of current conditions, and a strategic prioritization of actions. The Backcasting method, as applied in this study, offers a powerful framework to guide this journey. This approach has been successfully used in rural strategic planning, as demonstrated by Sisto et al. (2022), who integrated backcasting with multi-criteria decision-making to align community visions with actionable strategies.

Every transformation begins with a vision. For Pabuaran Village, the vision is to become a disaster-resilient community capable of responding swiftly and effectively to natural hazards. This vision is not merely aspirational; it serves as the cornerstone of strategic planning. Through inclusive village deliberations (musyawarah desa), local leaders, experts, and residents collectively imagined a future where every citizen is informed, prepared, and protected. This vision was then formalized into the Village Regulation on Disaster Management, a legal instrument designed to institutionalize resilience.

In the Backcasting framework, the vision is the starting point. It liberates planning from present constraints and encourages innovative, transformative solutions. In Pabuaran, the vision became a shared commitment, guiding every step of policy formulation and community mobilization. This aligns with findings from Bengston et al. (2020), who emphasized that backcasting is not just a technical method but a tool for social transformation, enabling communities to envision a better future and work collectively to achieve it. Yet, the path to resilience is paved with challenges. Field observations revealed several critical issues: low public participation in regulation drafting, limited disaster awareness, and inadequate infrastructure. Many villagers were unaware of their role in shaping local policies, and the village apparatus lacked sufficient capacity to implement disaster management effectively.

These findings echo national trends. A study by Arifin et al. (2021) on the Disaster Resilient Village (DRV) approach found that village apparatus often dominate planning processes, sidelining community voices, which leads to misaligned priorities and ineffective implementation. Moreover, the Indonesia National Disaster Preparedness Baseline Assessment (2020) revealed that many villages lack adequate infrastructure and data systems to support effective disaster response, despite having regulatory frameworks in place. In Backcasting, the present condition is not a passive backdrop—it is

a diagnostic space. Understanding these realities is essential to designing interventions that bridge the gap between current vulnerabilities and the envisioned future.

Once the vision is defined and the present condition assessed, the next step is to set priorities. In Pabuaran, this meant identifying strategic actions that could catalyze change Establishing a trained emergency response team. Conducting disaster preparedness training for residents, especially vulnerable groups. Developing resilient infrastructure such as evacuation routes and safe shelters.

Integrating disaster risk reduction (DRR) into the Village Medium-Term Development Plan. However, the prioritization process faced hurdles. Planning was often top-down, with limited community input. This misalignment risked producing policies that did not reflect actual needs. To address this, participatory approaches like Community-Based Disaster Risk Management (CBDRM) were recommended. According to the CBDRM Policy Review in Indonesia (2021), villages that actively involve residents in identifying priorities tend to have more effective and sustainable DRR outcomes. Backcasting emphasizes that priorities must be transformative, feasible, and impactful. In Pabuaran, aligning resources with these priorities became crucial to turning vision into action.

In the digital age, technology plays a vital role in supporting inclusive governance. Pabuaran Village began leveraging social media and its official website to disseminate information and provide complaint services. These tools enhanced transparency and allowed residents to engage with policy processes more actively. This mirrors national recommendations. Nabilah and Fikriana (2023) advocate for the use of digital tools to improve information accessibility and strengthen community participation in village governance.

Technology became a bridge connecting the community's aspirations with real-time feedback and oversight. It empowered citizens to monitor government performance and participate in shaping their future. The Village Regulation on Disaster Management is more than a legal document it is a symbol of collective transformation. It reflects the village's commitment to resilience, inclusivity, and democratic governance. Active civic participation strengthened the legitimacy of the regulation and fostered social cohesion. When residents are involved in decision-making, they become stakeholders in their own safety and development.

This is supported by findings from Rumambi et al. (2023), who noted that the Disaster Resilient Village Program has significantly increased community awareness and preparedness, despite ongoing challenges. Backcasting, in this context, is not just a planning tool it is a mechanism for social change. It enables communities to envision a better future and work collaboratively to achieve it.

Pabuaran Village has taken its first steps toward resilience. With a clear vision, a realistic understanding of current conditions, and well-defined priorities, the village is crafting a future where disaster preparedness is embedded in everyday life. The Backcasting approach has proven effective in guiding this transformation. Yet, the journey continues. Strengthening institutional capacity, expanding community participation, and ensuring that policies are data-driven and locally relevant remain essential tasks. With collective will and strategic foresight, Pabuaran Village can become a model of disaster-responsive governance where the future is not feared, but designed.

CONCLUSION

The experience of Pabuaran Village in formulating disaster-responsive regulations illustrates the transformative potential of strategic, participatory governance at the village level. Using the Backcasting method, the village began its planning process by defining a clear vision: to become a resilient community capable of effectively managing disaster risks. This vision served as a guiding framework, encouraging stakeholders to work backward from a desired future to identify necessary actions and policies. However, realizing this vision required a realistic assessment of current conditions. Field observations revealed several challenges, including limited infrastructure, low public

awareness, and insufficient institutional capacity. These issues highlighted the gap between aspirations and reality, emphasizing the need for targeted interventions. The Backcasting approach treats these present conditions not as constraints, but as diagnostic tools to inform strategic planning.

Priority setting became a crucial step in translating vision into action. Pabuaran identified key priorities such as establishing emergency response teams, conducting community training, and integrating disaster risk reduction into village development plans. Yet, the process faced limitations due to top-down planning and minimal community involvement. Strengthening participatory mechanisms is essential to ensure that priorities reflect actual local needs. Technology emerged as a valuable asset, with the village utilizing digital platforms to enhance transparency and civic engagement. These tools helped bridge the gap between policy and public participation, supporting inclusive governance. In conclusion, Pabuaran Village's journey demonstrates that resilience is not only a technical goal but a social process rooted in collaboration, strategic foresight, and empowerment. The Backcasting method offers a structured pathway for villages to design policies that are both visionary and grounded in local realities. With continued investment in capacity-building and inclusive planning, Pabuaran can serve as a model for disaster-responsive governance across Indonesia.

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