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# DISASTER HANDLING POLICY IN ORDER TO COMMUNITY EMPOWERMENT AT DISASTER-VULNERABLE REGION OF EAST JAVA PROVINCE

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## ABSTRACT

Management policy of disaster handling at East Java Province is still poor. Therefore, it is necessary to gain new paradigma concerning disaster handling management in order to face this problem. Community-based disaster handling, that is, ward self-independent, self-recognizing hazard in its neighborhood and self-aid ability of the community is an urgent step that needs to be considered toward creating sustainability if disaster occur in the near future. There is no other alternatives for East Java regional government at this moment other than formulate natural disaster handling management policy that consist of comprehensive, integrative, and based on the community, also concern with optimization of related bureaucracies in handling natural disaster. Objectives of this study is to found any guideline or disaster handling management policy model at East Java province, particularly in giving basic or minimum services at disaster-vulnerable regions. Nature of this study is qualitative descriptive using grounded theory and Baysian approach. Data collection was conducted using in-depth interview, FGD, observation, and documentation of nearly 8 months at Jember Regency and Malang Regency, both as representatives of disaster-vulnerable region at East Java Province. Result of this study is bureaucratic role in handling natural disaster at disaster-vulnerable region of East Java Province still not optimal since natural disaster handling management policy is still instructive in nature, therefore basic services are still not implemented good enough. Cooperation between region and between sectors is still poor. Thus, it is necessary to gain natural disaster handling management policy model at disaster-vulnerable region related with institutionalization and its handling at disaster-vulnerable region of East Java Province.

**Key words:** regional government's role, disaster handling policy, community empowerment

## 1. INTRODUCTION

Up until now, natural disaster handling at East Java Province can be said as poor. Though Disaster Handling Statute and other similar regulation with legal capacity [1-4] has been passed through, in reality it is still not yet consistently implemented. We can see there are many incidents where implementation of disaster handling policy still conducted with unprofessional way of disaster management. Therefore, we would need a disaster handling policy strategy that is more profesional by forming specific institution in handling natural disasters. This handling institution that has been made should be integrated one another thus it could really cooperate and help one another in handling natural disaster. All this time, the existing institution still should have to wait for an instruction and consequently handling of disaster were often late than responsive.

East Java Province as one of the disaster vulnerable region, with its vast landscape and its high population density, shouldn't gamble in handling natural disaster problems. There is no other alternatives for East Java regional government at this moment other than formulate natural disaster handling management policy that consist of comprehensive, integrative, and based on the community. Programs and alertness activities toward disaster should be created and developed [3,4]. Disaster-awareness education and training to cope with disaster should be started. Study and training centers in coping disaster should be created and fully supported. Furthermore, bureaucracy's roles in disaster handling should be optimized. Natural disaster handling policy at East Java Province could be started by formulating natural disaster management where as a dynamic process, should be sustainable and cohesive to improve steps quality related with observation and analysis of disaster also with prevention, mitigation, alertness, early warning, emergency handling, rehabilitation and disaster reconstruction. In its realization, disaster coping management policy should be related with attitude and behavioral change of community's welfare development target that is toward community functionality either individual, groups or community and its environment, particularly for disaster victim at disaster-vulnerable region.

## 2. MATERIALS AND METHODS

This study was conducted using qualitative approach [1]. Focus in this study are: 1) community-based and integrative in natural disaster handling management at disaster-vulnerable region in East Java Province, 2) bureaucracy's role of regional government in handling natural disaster at disaster-vulnerable region of East Java Province, 3) cooperation form of regional government in community-based and integrative disaster handling at disaster-vulnerable region of East Java Province, 4) obstacles faced in community-based and integrative natural disaster handling management at disaster-vulnerable region of East Java Province. Location of this study was

conducted in East Java Province. Author chooses two regions as representatives of disaster-vulnerable region at East Java that is Malang Regency and Jember Regency. Both regions were chosen since almost every year this region was suffer from disaster. Jember Regency as representative of flood disaster, while Malang Regency as representative of volcanic activities and landslide disaster. Another reason involved in this selection is both disaster-vulnerable regions have received community-based approach for quite some time. In this study primary and secondary data was collected related with disaster handling management. Primary data was obtained through interview toward participant involved in policy and observational process of incidents related with integrative and community-based natural disaster handling management policy. While secondary data was obtained through documentation study, by using two data analysis technique that is Baysian [2]. Through Baysian analysis technique we could immediately and accurately found out about what models of disaster handling management that could be recommended toward regional government, thus policy taken would be gain more success. Results of this analysis would be pass through FGD (*Focus Group Discussion*). Data analysis steps are following Strauss and Corbin opinion [1] in *grounded theory*. Concerning data validity, there are four criteria used to check on data validity, that is: credibility, transferability, dependability and confiability.

### 3. RESULTS AND DISCUSSION

#### 3.1. Integrative and Community-based Natural Disaster Handling Management at Disaster-vulnerable region of East Java Province

Geographically, geologically, hydrologically, socio-demographically, East Java Province is a disaster-vulnerable region. With various disaster-cause factors and vast coverage with disaster dimension in accord with Statute no. 24 Year 2007, it is necessary to involved various experts in an effort to cope with disaster. Indonesia as a country that lies in volcanic path (ring of fire) has higher risk to receive volcanic eruption, and it also lies in active earth crust in which three until five facture of the earth could collide against one another and causing dynamic movement of Indonesian territory. Furthermore, Indonesia that is also an archipelago with vast coastline and in turn having lots of its dtizen live near the coast and work as fisherman, that could risk to be disaster victim of tsunami, coast abrasion and other risk of living along the coastline. High potential of natural disaster is basically nothing more than reflection of natural phenomenon that geographically is typical for East Java Province Dynamic and intensive process of facture has created a relief of earth surface at East Java Province with various forms, from mountainous with its steep slope and potentially showed high risk of landslide until almost flat region along the coastline with potential of flood, land slope and tsunami. This should be recognized particularly for that disaster-vulnerable region, in order to reduce the potential number of victims. Besides, East Java region has contained lots of factures either local or regional. If this facture is active it might caused an earthquake. If the source of earthquake is quite shallow, it might danger the community lived in and near the source of the factures.

Administrationally, BPBD execute its duty through APBD, *on call* funding, overseas aid, sectoral fund by each Badan/Dinas and society. While the form of disaster handling management already developed is referring to the existing Bakornas (BNPB), by passing Perda No. 2 Year 2009 and Pergub Jatim No. 27 Year 2009, as follows:

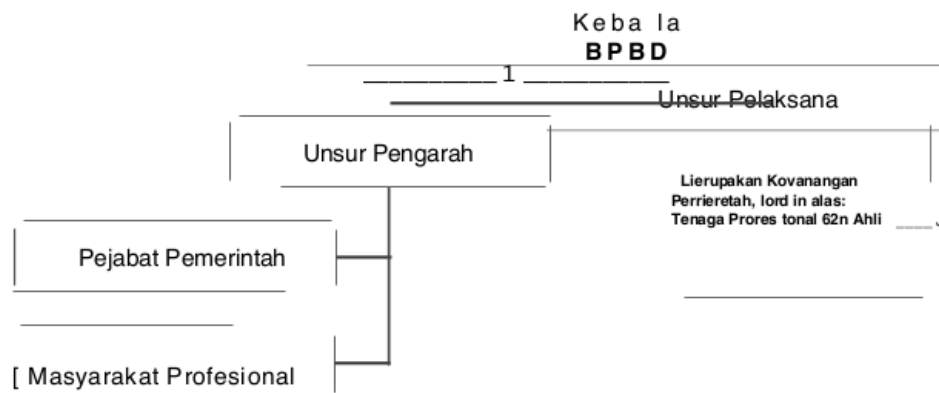
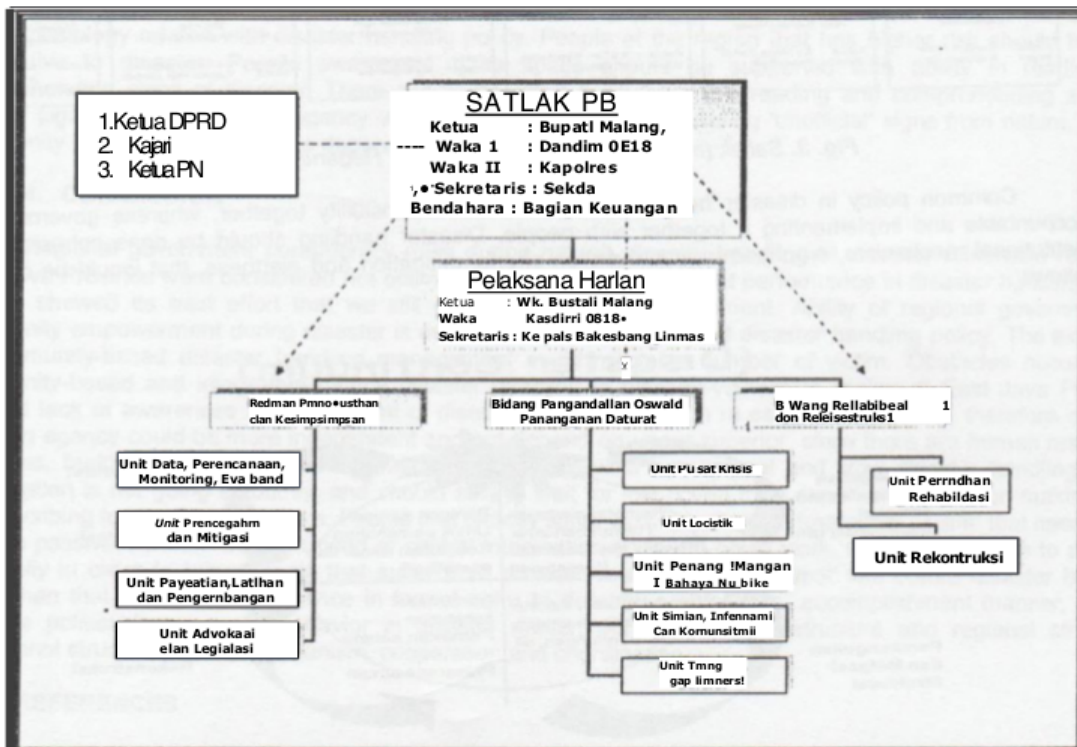


Fig. 1. Management of SPED at East Java Province [3] At Satkorlak level or now called as BPBD East Java Province, it is lead by Regional Secretary and head of executioner assigned with its corps. Though visually still looks the same in disaster handling of East Java Province, seen institutionally at least Province level has BPBD as a specific body that handle regional disaster, as the guideline for other regional to be implemented. All this time, regional level still haven't got BPBD, automatically they still remain as Satlak. Thus difficulty and problematic level of each region would be various and distinct. This diversity would also affecting coordination and cooperation pattern conduct in each satker (taskforce).

Natural disaster handling at Malang Regency has been based on PP 21 year 2008, PP 22 year 2008, Peraturan Bupati Malang NO. 25 year 2006, DASK PM! branch Malang Regency year 2008. Execution taskforce in disaster handling management in these guidelines called as Satlak (management order) would have organizational structure that consists of: a) Satlak (management order), b) Secretariat, c) operational control unit consist of crisis

### 34 | PART B. SOCIAL SCIENCES AND HUMANITIES



center and emergency response taskforce for regency/municipal, d) training and extension unit Satlak (management order) would conduct these task a) preparing community in facing disaster according to situation and condition of its

region, b) implementing disaster management activities at its region and coordinate in accord with guidelines and policies provision by Satkorlak (management bodies) and/or management bodies, included prevention activities, early warning, mitigation, execution of emergency response, recovering, rescue, rehabilitation, and reconstruction, also related with efforts of empowerment, reconciliation, and refugees handling, c) operating crisis center at regency/municipal that connected with crisis center at province and national level, d) mobilize resources and logistics at its region, e) inventorying and identifying resources and aids that needed for disaster management in its region, hosting education and training at regency/municipal level in accord with policies provision by Satkorlak (management bodies), f) maintaining effectively, efficiency, quality, accountability, transparency, fluency, order, and disaster management implementation at regency/municipal level, g) planning fund allocation from APBD to support disaster management in its region, h) forming emergency response taskforce for regency/municipal level with qualification and personnel necessary for region's needs, forming emergency response unit for district and village level in accord with disaster management manual for regency/municipal, province and national level. Organization structures of Satlak Malang Regency showed as follows:

Fig. 2. Satlak (management order) of Malang Regency Government (4.1)

Other than Malang Regency, other disaster-vulnerable region is Jember Regency. Jember Regency also has its own satlak in natural disaster handling. Basic implementation of disaster handling either in pre-disaster, handling during disaster or post-disaster would accorded to statute no. 32 Year 2004 concerning regional government. In statute no. 32 year 2004, regional government has its own authority in handling one of the compulsory affair, that is social problem handling which would be arrange subsequently in peraturan pemerintah no. 38 year 2007 concerning governmental affairs division between government, regional government at province level and regional government at regency/municipal level. In which within Baku, Azerbaijan! 35 peraturan pemerintah above it is said that regional government authority in social area of sub-area disaster's victim handling is "Coping disaster's victim in regency/municipal scale". It means their authority in disaster handling would be limited only in disaster that gives impact toward its regency/municipal.

In order to implemented disaster handling for regency/municipal scale itself, was grounded on statute no. 24 year 2007 concerning disaster coping which means regional government responsibility in disaster handling for regency/municipal scale would be: a) guaranteeing fulfillment of needs for societies and refugees that involved in

disaster according to minimum service standard, b) protecting societies from disaster's impact, c) reducing disaster's risk and integrating reduced disaster's risk by development program, d) allocating fund of disaster handling in anggaran pendapatan dan belanja daerah (APBD) in sufficient manner. Jember Regency until now still haven't got BPBD, as far as I know it is enough to be implemented by Satlak that consist of executive element, PMI, Linmas, Social Agency, PU Agency, Health Agency and external element that concern with disaster incident. Organization structures in it would be as follows.

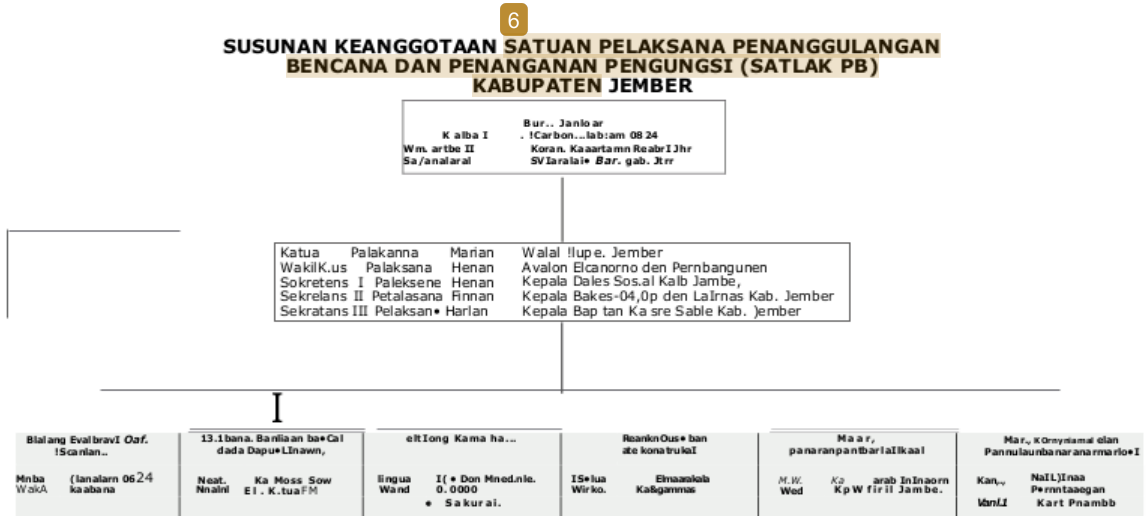
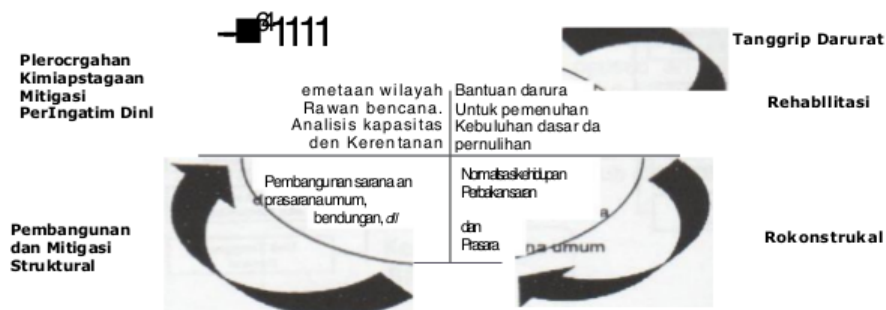


Fig. 3. Satlak (management order) of Jember Regency Government [5]



- In disaster handling there are things developed in phase an continued called "safety chain" that is as follows.
- Pro-action, that is effort to eliminate and/or to abolish the cause of disaster
  - Prevention, that is effort to minimize risk and limited the cause of disaster
  - Preparation, that is effort to improve monitoring and alertness toward the possibility of disaster
  - Response, that is effort to address and cope monitoring result toward the possibility of disaster, including rescue action that might be done
  - Aftercare, that is effort to recover situation into normal and conduct evaluation for disaster management improvement that might emerge in future time

**2** Community-based disaster handling model was meant to involve as many member and element of community, therefore eventually this model would be able to improve belonging sense of community toward planned disaster handling activities; which of course significant and positive related to continuity and community participation when this plans was executed. Main target of community-based disaster handling model is to reduce, as many as possible, community vulnerability toward disaster, managing the existing threat, capacity improvement in monitoring, adaptation, response, preparing condition pre-disaster, conduct early warning, and fully involvement of community (or its representatives) in whole aspect of disaster planning. In community-based disaster handling management, they also put community as the main resources of knowledge and skills; and to manage indigenous knowledge that has been proven for generations. In community-based disaster handling model, since it is grounded in community's experience toward disaster, it could be directly relating ecological element toward its risk reduction and disaster handling model.

### 3.2. Obstacles Occurring during Community-based and Integrative Disaster Handling at Disaster-vulnerable Region at East Java Province

In implementation of disaster management that exists in disaster-vulnerable region, there are several obstacles that need to be addressed. Disorder and confusing manner between regional rules and central rules mostly lacking synergy with circumstances or condition that exist in field has become the main obstacles and mostly happening at the time of disaster. How ready is regional government in facing disaster? [7] Officials that has attitude or interest in several issues: self-confidence, action oriented, encouraging self to always improve self-quality, and responsible toward its action is highly needed in disaster handling. Government capacity development in regional disaster handling should be done to run function, solving problems and accomplish its institutional objectives particularly in giving service for victim of disaster. Human resources capacity improvement in regional government for disaster handling should be initiated from recruitment system, placement, until career ladder and reward system accepted by official [8]. Human resource quality improvement would concern with competence and professional attitude of officials. Selection of level and type of education in officials human resources should be choose in clear form and pattern also customize with regional needs. Lower attention in developing human resources is characterized with lower prevention and alertness effort in facing disaster, lack of preparedness for institutional performance in disaster handling, unplanned and un-programmed management, lower benefit of use in region planology related with disaster handling policy. People at the region that has higher risk should be more responsive to disaster. People awareness in its space should be supported with ability in reading and comprehending signs of disaster. There should be effort to improve this reading and comprehending ability of 'official' signs from government agency. Also in reading and comprehending 'unofficial' signs from nature, so that community didn't develop absolute dependency on government.

#### 4. CONCLUSION

Regional government bureaucracy roles during natural disaster handling at disaster-vulnerable region of East Java Province were considered not optimal yet. Regional government performance in disaster handling is still haven't showed its best effort that we still perceived at this very moment. Ability of regional government in community empowerment during disaster is one step of community-based disaster handling policy. The existence of community-based disaster handling management could minimize number of victim. Obstacles occurring at community-based and integrative natural disaster handling in disaster-vulnerable region at East Java Province covered lack of awareness in government of disaster-vulnerable region in establishing BPBD, therefore disaster handling agency could be more independent and not depend on upper superior, since there are human resources obstacles, budget and other technical reasons. It could result a non-optimal and slow disaster handling, since coordination is not going smoothly, and should always wait for instruction from superior. In decision making, it is still describing top-to-down structure. People that directly suffer from disaster still treated as 'victim' that need helps and are passive. Therefore it is in need of central intervention so that it could work, with the objective to perform maximally in order to bring people that suffer from disaster could become 'normal' like before disaster happen. Other than that, there is still absence in formal norm to determine objectives, accomplishment manner, and to motivate political-bureaucratic behavior in disaster matter, either in central structure and regional structure, institutional structure, formal mechanism, cooperation and coordination.

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