



# Role of the Regional Bureaucracy of East Java Province in Natural Disaster Management Policy Integrative Based on Community

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## Abstract

The management policy of handling disasters in East Java Province is still a concern. Therefore a new paradigm of disaster management is needed to overcome these problems. East Java Province, as one of the disaster-prone areas ( $\pm$  35 District / City, BPBD 2009), with a vast expanse of nature and a relatively dense population, should not bet again on dealing with natural disaster problems. There are no other alternatives for The Regional Government of East Java, in addition to formulating a comprehensive, integrative and community-based natural disaster management policy and optimizing the role of the bureaucracy related to handling natural disasters. The research objective was to find guidelines or models for disaster management policies in East Java Province, especially in providing basic or minimal services in disaster-prone areas. Whereas long as the role of local government bureaucracy has not been optimally related to service in an integrative community-based manner. The nature of the research is qualitative descriptive with a grounded theory approach from Bysan. Data collection through in-depth interviews, FGDs, observations, documentation for almost eight months in Jember District and Malang Regency as a representation of disaster-prone areas in East Java Province. The results of the study were the role of bureaucracy in handling natural disasters in disaster-prone areas of East Java Province was not optimal, because the management policy of natural disaster management was still an instruction so that essential services had not been appropriately implemented. Cooperation between regions and between sectors has not been well implemented. So that a management policy model for handling natural disasters in disaster-prone areas is needed that is related to institutional and handling in areas prone to natural disasters in East Java Province.

**Keywords:** Policy, Handling natural disasters, Role, Bureaucracy, Community-Based

## 1 Introduction

So far, the handling of natural disasters in East Java Province can be said to be still alarming. Even though the Disaster Management Law has been ratified or an integrated rule of the kind that has legal force, but in reality, it has not been implemented consistently, we still see many incidents where the implementation of disaster management policies is carried out with less professional disaster management. For this reason, a more professional disaster management policy is needed, by establishing a specialized agency that handles natural disasters. The handling institutions that have been made must be integrated so that they can genuinely cooperate and help each other in overcoming natural disasters. So far the existing institutions are often still waiting for instructions, so handling often becomes late.

East Java Province, as one of the disaster-prone areas, with a vast expanse of nature and a relatively dense population, should not bet anymore on dealing with natural disaster issues. There is no other alternative for the East Java Provincial Government, at present besides formulating policies comprehensive, integrative and community-based management of natural disaster management. Programs and preparedness activities for disasters must be initiated and developed. Disaster awareness education and disaster training must be familiarized immediately. Study centers and training to deal with disasters must be fully raised and supported. Also, the role of the bureaucracy in handling disasters must be immediately optimized. The policy for handling natural disasters in East Java Province can be started from formulating natural disaster management whereas a dynamic, continuous and integrated process to improve the quality of steps related to disaster observation and analysis as well as prevention, mitigation, preparedness, early warning, emergency handling, disaster rehabilitation, and

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reconstruction. In the implementation of disaster management policies must be related to changes in attitudes and behavior of the target of community welfare development, namely towards the functioning of the community, both individuals, groups and communities and the environment, especially disaster victims in disaster-prone areas.

## 2 Literature Review

According to Law Number 24 of 2007, disasters are events or series of events that threaten and disrupt the lives and livelihoods of people caused, either by natural factors or non-natural factors or human factors resulting in human casualties, environmental damage, property losses, and psychological impact.

According to Weber in Syamsiar, bureaucracy has the role of "delegated legislation," "initiating policy" and "internal drive for power, security, and loyalty." Bureaucracy is very instrumental in giving priority to its program activities in the implementation of national development (administering government, community empowerment, and public services) (9). As a model of government organization, bureaucracy exists as a system of authority / authority that is rationally determined by various regulations, which are intended to organize regularly a work that must be done by many people and many people and as objective and positivistic (etic) reality, as well as an interpretive (emic) phenomenon as a form of understanding and experience. Pye in Suryono, introduces the term bureaucratic polity to refer to bureaucratic politics. The politics of bureaucracy (in Indonesia) is a form of the political system with decision-making power located entirely in the hands of state rulers, especially military officers, and high-ranking bureaucratic officials (8). Kusumasari said, with the research titled "Developing the Capability of Public Bureaucracy in the Implementation of Post-Disaster Basic Services." The results of the study illustrate the need for appropriate policies in handling natural disasters to increase public bureaucracy accountability in the public eye. By implementing primary education about the disaster in each school, especially in disaster-prone areas. So that people will be better prepared early if a disaster occurs in their area. While the types of disasters according to Law Number 24 of 2007 include: a) Natural disasters are disasters caused by events or a series of events caused by nature including earthquakes, tsunamis, volcanic eruptions, floods, droughts, hurricanes, and landslides; b) Non-natural disasters are disasters caused by events or a series of non-natural events, among others in the form of technological failures, failing modernization. And disease outbreaks; c) Social disasters are disasters caused by events or sequences of events caused by humans which include social conflicts between groups or between community communities; d) Technology failures are all disasters caused by errors in design, operation, negligence and intentional, human in the use of technology and / or industry that causes pollution, damage to buildings, casualties and other damage. Community-based disaster management 'community-based' or community-based disaster approach is an effort to empower community capacity to be able to recognize, manage and take initiatives to solve existing disaster problems independently (10). Community-based

advocacy aims to increase community capacity and try to reduce the vulnerability of individuals, families, and communities to 'literacy' disasters. To deal with problems that occur in disaster-prone areas. Besides that, community-based programs use a reality-based approach that is relatively easy-to-implement and straightforward ways; people in the lower classes can make positive changes to get to a better direction.

The integrative disaster policy approach according to Praptining (2009) is the design (policy) of disaster by presenting regulations and policies in an integrated manner, namely by uniting, connecting, or linking programs in accordance with the vision, mission and duties of the related offices, community, stakeholders, non-governmental organizations and other related parties in order to reduce disaster risk(5).

## 3 Methodology/Materials

This research was conducted with a qualitative approach. Qualitative research is mainly observing people in their environment, interacting with them, trying to understand their language and interpretation of the world around it (4). According to Strauss and Corbin (1990), one of the advantages of qualitative research is that it can be used to explain intricate details of a phenomenon that is difficult to explain if using a quantitative approach. Also, this type of research can be used to study organizations, groups, and individuals. This type of qualitative research is also called naturalistic research (1,2,6).

The focus of this research are: 1) Management of natural disaster management in an integrative community-based manner (community-based) in disaster-prone areas in East Java Province, 2) Role of local government bureaucracy in handling natural disasters in disaster-prone areas in East Java Province, 3) The form of regional government cooperation on the handling of community-based integrative disasters in natural disaster-prone areas in East Java Province, 4) Constraints faced in the management of handling natural disasters in an integrated, community-based area prone to natural disasters in East Java Province.

The unit of analysis in this study is the role of local government bureaucracies related to disaster management policies in disaster-prone areas and institutions involved in disaster management in disaster-prone areas in East Java Province. This definition of bureaucracy is limited to the representation of institutions that handle or are involved in disaster management policies in the area of East Java Province which includes the East Java Provincial Disaster Management Agency. With organizations or local government institutions under their coordination.

The location of this study was conducted in East Java Province, which has approximately 35 disaster-prone areas (East Java Province BPBD, 2009), both city and district areas. From 35 disaster-prone areas, two regions were taken as representations of disaster-prone areas in East Java. Namely Malang Regency and Jember Regency. These two regions are selected because almost every year the area is affected by disasters. Jember Regency is a representation of flood disasters, while Malang Regency is a representation of volcanic disasters and landslides. Also, the two disaster-prone areas, namely Malang Regency and Jember Regency, have

carried out community approaches, which have been going on for a long time.

In this study, primary and secondary data were collected related to the role of local government bureaucracies in disaster management. Primary data was obtained through interviews with participants involved in the policy process and observations of events related to the management of natural disaster management policies that are community-based (community-based). While secondary data is carried out through the study of documents, using two data analysis techniques, namely Bayesian Carl Smith, in Sukowati, Sjamsuddin, and Suryono, namely data analysis to find out the indicators of the success of the policy, in this case, is the implementation of natural disaster management in East Java Province (7). Through Bayesian analysis techniques, we can immediately find out more quickly and more precisely what disaster management models can be recommended to local governments so that the policies taken will be more targeted. Then the results were forwarded through Focus Group Discussion (FGD), with experts who in this case were Disaster Study Centers, NGOs, professional experts (researchers), victims' communities, observers about disasters, as well as officials related to disaster management in vulnerable areas disaster in East Java Province. The steps of data analysis follow from the opinion of Strauss & Corbin (2003), in grounded theory. In terms of the validity of the data, there are four criteria used to check the validity of the data, namely: transferability, dependability, and confirmability. This is consistent with what was explained by (2,3,6).

## 4 Results and Findings

### 4.1 Integrated Management of Natural Disaster Management based on the Community in the Prone Disaster Areas of East Java Province

Geographically, geologically, hydrologically and socio-demographically, East Java Province is a disaster-prone area. With the diversity of factors that cause disasters and the breadth of the scope and dimensions of disasters according to Law No. 24 of 2007, it requires the involvement of various skills to overcome disasters. Indonesia as a country that is in the ring of fire which is at risk of volcanic eruptions is also in an active earth crust where three to five faults of the earth's plates meet colliding and causing a dynamic movement of the Indonesian territory, which has the risk of significant natural disasters. Also, the condition of the country of Indonesia, which is an archipelagic country that has a vast coastal length, which consequently has a large population living on the coast and has a livelihood for fishers, causes potential disaster victims caused by tsunamis, coastal abrasion, and other coastal areas. The potential for great natural disasters is nothing more than a reflection of natural phenomena that are geographically very typical for the East Java Province. The process of plate dynamics that is quite intensive has shaped the relief of the earth's surface in a distinctive and very varied region of East Java, from mountainous regions with steep slopes and seems to imply a high potential of landslides to sloping areas along the coast with the potential threat of flooding, land subsidence, and tsunami. This needs to be watched out especially by disaster-prone areas so that it will

reduce disaster victims. Besides that, East Java has many faults specifically, both locally and regionally. This fault if active will cause an earthquake. If the earthquake source is quite shallow, it will endanger the people who live around and also some distance from the location of the fault.

According to Sugeng from Satkorlak, East Java Province (before the BPBD of East Java Province), and Satlak in disaster-prone areas: "As long as there are no new rules, generally still use guidelines, related to disaster management in responding to the need for logistical planning for the emergency response phase in natural disasters, namely by developing management that integrates the problem of multi-commodity network flow with routine transportation means." The objective function of management developed is to minimize the amount of unmet demand for all commodities along the planning horizon.

"For ease of implementation, Satkorlak was formed at the provincial level, which later became the BPBD of East Java province, while at the regional level in the form of District / City Satlak or BPBD." Harijogi, Head of the Provincial Disaster Management Agency (BPBD East Java Province): "The East Java Provincial BPBD has been formed, based on Republic of Indonesia Law No. 24 of 2007 concerning Disaster Management, Government Regulation No. 21/2008 concerning Disaster Management and Government Regulations No. 22/2008 concerning Disaster Funding and Management, and Regional Regulation No. 2/2009, which has the duty to ensure the implementation of disaster management in a planned, coordinated, integrated and comprehensive manner in order to provide protection to the public from threats, risks and impacts of a threat."

Administratively, BPBD carries out its activities through the Regional Budget, funds on call, foreign aid, secular funds by each Agency / Service and the community whereas the form of disaster management that was developed was referring to the existing Bakornas (BNPB), namely by the issuance of Regional Regulation No. 2 of 2009 and East Java Governor Regulation No. 27 of 2009, including the Head, Head of Fields, and Steering Elements consisting of two, namely steering elements from relevant government officials and the elements of the professional community.

Natural Disaster Management in Malang Regency Government which has been running is based on, PP 21 of 2008, PP 22 of 2008, Malang Regent Regulation No. 25 of 2006, PMI Branch of Malang Regency in 2008. (Results of an interview with Saurianto, Head of Malang Regency PMI) According to Agung Sukarno, Head of the Satlak Regency of Malang: The disaster management unit in this guideline is called Satlak with the organizational structure consisting of a) Satlak, b) Secretariat, c) Operations control unit consisting of Crisis Centers and District Emergency Response Task Force/city, d) Training and extension unit. Satlak carries out the following tasks: a) Preparing the community to deal with disasters according to their situation and conditions, b) Carrying out disaster management activities in their area and coordinating them according to the guidelines and policies set by Satkorlak and / or Management Agency, including prevention activities, early warning, mitigation, emergency response handlers, recovery, rescue, rehabilitation and reconstruction, as well as efforts to empower, reconcile, and

handle refugees, c) Operate District / city Crisis Centers that are connected with Provincial Crisis Centers and National Crisis Centers, d) Mobilize resources and logistics in the region, e) To identify and identify the resources and assistance needed for disaster management in their regions to provide education and training at the district / city level in accordance with the policy guidelines set by the Satkorlak and / or Management Agency, f) Maintain efficiency, efficiency, quality, accountability, transparency, fluency, orderliness in implementing disaster management in the district / city area, g) Planning the allocation of funds from the APBD to support disaster management in its area, h) Establishing a district / city Emergency Response Task Force with qualifications and personnel journals in accordance with regional needs to form Response Units Emergency (UTD) sub-districts and kelurahan / villages by referring to district / city, provincial and national disaster management guidelines.

Besides Malang Regency, other disaster-prone areas are Jember Regency. Jember Regency also has Satlak handling natural disasters. The basis for implementing disaster management both in the pre-disaster stage, handling when a disaster occurs, and post-disaster occurs lead to Law Number 32 of 2004 concerning Regional Government. In Law No. 32 of 2004, the Regional Government has the authority to handle one of the essential functions, namely the handling of social problems which are then further regulated in Government Regulation Number 38 of 2007 concerning Division of Government Affairs between the Government, Provincial Government, and Regency / City Government. Where in the Government Regulation, it was determined that the authority of the Regional Government in the Social Sector of the Disaster Mitigation Sub-Sector was "Countering District / City Scale Disaster Victims." This means that the limits of the authority of the Regional Government in handling disasters are those that only affect the district/city area.

In the context of implementing Regency / City scale disaster management, based on Law Number 24 of 2007 concerning disaster management, the responsibilities of the Regional Government in disaster management at the Regency / city scale are: a) Guarantee the fulfillment of community rights and refugees affected by disasters in accordance with minimum service standards, b) Community protection from the impact of disasters, c) Disaster risk reduction and integration of disaster risk reduction with development programs, d) Allocation of disaster management funds in an adequate Regional Revenue and Expenditure Budget. According to Edy B Susilo, Assistant II of the Government of Jember Regency who concurrently served as the chief of disaster management in Jember Regency, the results of the interview said: "Jember Regency has not yet had a BPBD, so far it has been carried out by the Satlak consisting of leaders, PMI, Community Protection, Social Service, Public Works Agency, Health Office, and outside elements concerned with disaster".

According to Harijogi: "the general policy of handling disasters is a shared responsibility, where the Government is responsible and carried out with the community. Disaster management is carried out in an integrated manner, through institutional mechanisms, which are focused on Prevention, Mitigation and Preparedness Efforts.

In handling disasters, it is also developed in stages and continues called the "safety chain" as follows.

a) Proactive, which is an effort to eliminate and negate the cause of a disaster.

b) Prevention, namely efforts to minimize risk and limit the causes of disasters.

c) Preparation, namely efforts to improve supervision and preparedness against the possibility of a disaster.

d) Response, which is an effort to respond to and overcome the results of supervision of the possibility of a disaster, including rescue actions that can be carried out.

e) Post-disaster handling, namely efforts to restore the condition to normality and carry out evaluations to improve disaster management that may arise in the future.

The community-based disaster management model is intended to be able to involve as many members and community elements as possible so that in the end this model can increase community ownership of planned disaster management activities; which of course is directly proportional to the sustainability and participation of the community when the plans are implemented. The main target of this community-based disaster management model is to make the maximum possible reduction of community vulnerability to disasters, manage existing threats, increase community capacity in monitoring, adaptation, response, preparing conditions before the disaster, conducting early warnings, and full community involvement (or representation) in all aspects of disaster planning. In community-based disaster management, it also places the community as the primary resource of knowledge and expertise; even as much as possible to manage local knowledge (indigenous knowledge) that has been proven from generation to generation. In the community-based disaster management model, because it is placed based on the community's experience of disasters, it directly links the elements of ecology to the model of risk reduction and disaster management.

#### ***4.2 The Role of Regional Government Bureaucracy in Handling Natural Disasters in Disaster-Prone Areas in East Java Province***

The role of the Bureaucracy in this matter is the Regional Disaster Management Agency (BPBD) is part of the policy of the East Java Provincial Government which is one of the determining factors in achieving development goals in the region. Because the success of regional development will also be determined mainly by the success of disaster management efforts in the region. BPBD is prepared in line with the paradigm shift in disaster management in Indonesia. There are three essential things related to this paradigm shift, namely: a) Disaster management no longer focuses on aspects of emergency response but instead on the overall management of disaster management. b) Public protection from the threat of disasters by the government is a manifestation of the fulfillment of people's rights and not solely because of government obligations. c) Disaster management is no longer the responsibility of the government but is standard business for the community.

The results of the interview with Aminkum Imam Rafii, Secretary of the BPBD said that: "The basic substance which

is subsequently a priority of activities in the framework of basic services provided in disaster management is a manifestation of the implementation of Government Regulation No. 65 of 2005 concerning Preparation Guidelines and Application of Minimum Service Standards, which must be provided in handling disasters specifically related to disaster risk reduction are: a) Putting disaster risk reduction as a national and regional priority whose implementation must be supported by strong institutions, b) Identifying, reviewing and monitoring disaster risk and implementing an early warning system, 3) Utilizing knowledge, innovation and education to build awareness of personal safety and disaster resilience at all levels of society, d) Reduce the factors that cause disaster risk and 4) Strengthen disaster preparedness at all levels of society so that the response done more effectively. Whereas according to Agung Soekarno, Head of the Malang District Public Administration Office, as a result of a paradigm shift towards protection as part of fulfilling people's basic rights, disaster risk reduction has the following characteristics: a) Respecting the right to life and dignified life and responsible government ensuring protection from disaster risk which is actually avoided, b) Aims to reduce the causes of disaster risk from development processes that are unsustainable and that are exacerbated by climate change, c) Accountable to communities at risk and or affected by disasters and encouraged to increase participation, equity and justice. Furthermore, according to the Head of the East Java Provincial PB Agency, in an interview conducted after the inauguration as Head of the East Java Provincial PB Agency, June, 2009, it was stated that: "Given the condition of disaster-prone areas and the need to protect residents from disaster threats, East Java Province implemented Permendagri No 46 of 2008 concerning Organization Guidelines and Work Procedures of the Regional Disaster Management Agency with the establishment of the East Java Provincial Disaster Management Agency. In its implementation, this disaster management activity involved all elements of the government, the community, non-governmental organizations, the private sector, international institutions and other related parties engaged in disaster management. According to Edy B Susilo, for Emergency Response Management, activities include the following: a) Social Reconstruction Model, b) Model of Physical reconstruction. In this case, the reconstruction is made jointly by all parties (stakeholders) and multisector involved and plays a role in disaster management, including among them from the government (related sectors), state companies, the private sector, non-governmental organizations, international institutions, and society. Reconstruction is carried out as soon as there are early signs of a disaster or an early warning. Some types of disasters often occur suddenly (time), without any prior signs (such as earthquakes), but reconstruction can still be made. The Sample location of the Emergency Management, Rehabilitation, and Development Program.

#### *4.3 Forms of Cooperation in Local Governments for Integrative Disaster Management Based on Communities in Disaster Prone Areas in East Java Province*

In Government Regulation No. 50 of 2007, concerning Procedures for the Implementation of Regional Cooperation,

and Government Regulation No. 23 of 2008 concerning the Role of International Institutions and Non-Government Foreign Institutions in Disaster Management, it was mentioned that although it was arranged in a national and regional framework, the implementation of disaster management also involved regional and international actors. Thus cooperation in disaster management is carried out cross-region because in essence the disaster is not limited by individual administrative or territorial spheres.

Regional and international cooperation is one form of cross-regional disaster risk reduction and a manifestation of human solidarity and togetherness. By paying attention to several aspects of disaster management efforts, produce some essential substances in reducing losses due to disasters, both loss of life, social, economic and environment. The primary substance needs to be the commitment of the government, regional and international organizations, communities, the private sector, academics, and other relevant stakeholders.

The strategies used to implement these essential substances include:

- a) Incorporating disaster risk into policies, plans, and sustainable development programs in an integrated and effective manner, with particular emphasis on disaster prevention, mitigation, preparation and reduction
- b) Development and strengthening of institutions, mechanisms and institutional capacities at all levels, especially for the community so that the community can improve disaster resilience systematically
- c) Systematic collaboration in disaster risk reduction, implementation of emergency preparedness and recovery programs in the context of reconstruction for disaster-affected communities.

SATLAK PB can accept assistance from other parties from within or outside the country that come from government / or communities that are non-binding. All assistance from the community can be given directly to disaster victims or refugees in coordination with the Governor or Regent / Mayor as the head of the Satkorlak PB or the head of the Satlak PB. BAKORNAS PB coordinates all foreign aid provided for disaster management and emergencies. Role of PB BAKORNAS in handling disasters. Whereas in terms of cooperation with outside parties or NGOs, it can be done with various programs. The Mapping Program in terms of introducing types of disasters to the community, among others in terms of making EWS, Tsunami signs / information, customary signs and official information from BMG / Government, made maps to determine the red, yellow and green zones, determine evacuation routes, placing evacuation stages starting from temporary safe areas to refugee areas that are genuinely safe (located in the green zone), and determining communication lines, both traditionally and via satellite. All of these activities can be carried out if there is good networking with related institutions and outside communities who are concerned with disaster issues.

#### 4.4 Constraints that Occur in Handling Natural Disasters in Integrative Disaster-Prone Areas Based on East Java Community Areas

In implementing disaster management in disaster-prone areas, of course, there are not a few obstacles. The existence of chaotic regional regulations and central regulations which often lack synergy with the conditions or conditions that occur in the field is a significant obstacle and often occurs when a disaster occurs. What is the readiness of local government in dealing with disasters? Apparatus that has the attitude (attitude) and interest (interest) in matters: self-confidence (self-confidence), action-oriented (action-oriented), encouragement to always improve self-quality, and the attitude of responsibility (responsibility) is needed in handling this disaster. The development of government capacity in handling environmental disasters must be carried out in carrying out functions, resolving problems and achieving institutional objectives, especially in service to disaster victims. The capacity development of human resources in the regional government apparatus in handling disasters must start from the system of recruitment, placement, and career paths and reward systems received by the apparatus. Furthermore, the development of the quality of the human resources of the apparatus concerns the competence and professional attitude of the apparatus. The selection of levels and types of education for HR personnel must be in transparent form and pattern and adapted to local needs. The low level of attention in resource development is characterized by the low level of prevention and preparedness in the face of disasters, the unpreparedness of institutional performance in disaster management, unplanned and programmed management, the still low utilization of regional spatial plans in disaster management policies. Regional Satlak in particular, there are still many who do not have education and training as well as adequate insight into disaster management. Unorganized and precisely land use, as one of the causes of disasters that caused an increase in vulnerability. This is compounded by the presence of government officials and the public who are unaware and responsive to the potential for natural disasters in their area. In addition to community funding sources, it has also not been appropriately managed, only funding spontaneous charity assistance and self-improvement of environmental infrastructure. Communities in areas that have a higher risk, of course, must be more responsive to the emergence of disasters. Public awareness of its spatial position needs to be supported by the ability to read and understand signs of disaster. The ability to understand and read "official" signs from government institutions is sought. Moreover, "unofficial" signs from nature, so that people do not have absolute dependence.

#### 5 Conclusion

1. In community-based disaster management based on new public management, where local governments and the central government can be directly involved and support each other. The community and the most vulnerable groups are the main actors and hold key roles in subsequent planning and processes, and the community is no longer just a "victim" who needs help. Communities always feel the most

significant impact when a disaster occurs. Thus the policy for handling disasters draws closer to the community, which ultimately victims communities or people living in disaster-prone areas will be better prepared and smarter and responsive in facing disasters in their respective regions.

2. The role of the local government bureaucracy in handling natural disasters in disaster-prone areas in East Java Province is still considered to be less than optimal. The performance of local governments in handling disasters that have not been optimal until now is still felt. The ability of the regional government bureaucracy in order to empower the community when natural disasters occur is a step of community-based disaster management policy. The existence of community-based disaster management can minimize disaster victims.

3. Regional government cooperation in creating essential services that are still lacking is also one of the main problems in disaster management in disaster-prone areas, even though Government Regulation No. 65 of 2005 concerning Guidelines for Preparation and Application of Minimum Service Standards and Government Regulation No. 50 of 2007 concerning procedures for implementing regional cooperation, but it turns out that it cannot be implemented optimally. Local governments are still very sectoral in dealing with disaster management. This has an impact on essential services, and the recovery of victims' communities has become difficult. Collaboration between regions and cross-sectors is essential for all aspects of disaster management, both in the pre, current and post-disaster situations. For this reason, there is a need for more strategic regional government policies. With the existence of references and guidelines for handling officers and other relevant officers, disaster management is expected to be more efficient and more effective.

4. Constraints that occur in handling natural disasters in integrative disaster-prone areas that are community-based in East Java Province include the absence of awareness from disaster-prone regional governments to form BPBD, so that disaster management agencies are more independent not dependent on top management because of the existence of human resource, budget, and other technical reasons. What affects the handling of disasters in disaster-prone areas is not optimal and slow, because coordination does not work optimally, but waits from the leader's instructions. Nature of decision making still seems to be from "top" to "down." People who experience disaster directly are treated as "victims" who need to be helped and passive. So that central intervention is needed to run, to do as much as possible so that the affected communities can return to "normal" as before the disaster. Also, there is also no standard norm to determine goals, ways to achieve and to motivate political-bureaucratic behavior in terms of disasters at the intermediate level, especially in the regions, institutional structures, standard mechanisms, cooperation, and coordination.

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