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Policy Implementation of the Earthquake-Affected House Handling Program Assistance Fund in Malang District

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Abstract: This study aims to analyze the implementation and obstacles in the distribution program of earthquake-affected house repair assistance funds by Regent Regulation Number 26 of 2023. The research was conducted in Dampit Sub-district. Malang Regency. The data analysis technique in this research uses qualitative analysis techniques. This study found that the absence of a special Standard Operating Procedure (SOP) caused the mechanism for distributing aid funds to be complicated and convoluted, resulting in delays in disbursement. Earthquake victims urgently needed relief funds from the National Disaster Management Agency (BNPB) in the Dampit Sub-district, but administrative constraints slowed their distribution. The implementation team from the Regional Disaster Management Agency (BPBD) of Malang District and Dampit Sub-district have worked optimally according to their primary duties and functions and the technical guidelines in Regent Regulation No. 26 of 2023, with good coordination between the implementation team and disaster victims. Supporting factors for the success of this program include cross-party cooperation, technical guidelines, and employee integrity in data collection and verification. The inhibiting factors are complex mechanisms, limited trained human resources, and a manual data collection system prone to manipulation. This research contributes to policy implementers by recommending the preparation of special SOPs, increasing human resource capacity, intensive socialization, and building information systems for transparency and efficiency in the distribution and data collection of aid recipients.

Keywords: Policy Implementation, Disaster Relief Fund.

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1. INTRODUCTION

Malang Regency is a multihazard area, occupying a high-risk class in the Indonesian Disaster Risk Index (IRBI) due to the threat of earthquakes, tsunamis, volcanic eruptions, droughts, tornadoes, floods, and landslides. Almost all types of natural disasters have occurred in the region, with the primary trend of disasters dominated by hydrometeorological and geological factors. The earthquake threat has a mediumhigh risk level, covering all 33 sub-districts. The last major earthquake occurred in April 2021 with a magnitude of 6.1 in the South Sea of East Java, causing the worst damage in the Dampit sub-district. Based on the National Disaster Management Agency (BNPB) review, 17 families were not accommodated in the stimulant assistance by the Decree of the Malang Regent, so the number of severely damaged categories was reduced.

The access disruption component refers to the loss or disruption of individuals, families, and communities' access to fulfill basic needs due to disasters. For example, damaged houses cause loss of shelter, while damage to health facilities hinders access to medical services. Similarly, damage to agricultural production facilities eliminates farmers' access to the right to work (Hanni, 2020). The disruption of functions includes the disruption of government and community functions, such as damage to government buildings that cause a halt to administration, security, and public services. In addition, disruptions to social and cultural processes also affect community stability. The increased risk component results from disasters that deteriorate assets, health, education, and psychological conditions, thereby increasing the vulnerability of individuals and families to subsequent disasters (Hanni, 2020).

The government needs to develop a systematic and measurable mitigation plan to deal with the earthquake's impact in Dampit Sub-district, Malang Regency. Efforts include increasing the capacity of stakeholders' resources and reducing socio-cultural, economic, physical, and environmental vulnerabilities to reduce disaster risk (Regional Disaster Management Agency Strategic Plan/Renstra BPBD 2021-2026). However, planning requires an introductory study of the magnitude and distribution of risk as a basis for policy. During observations, obstacles were found in the distribution of stimulant assistance funds, such as houses that have been repaired independently, the absence of a technical team, and the limitations of the distribution mechanism through banks. In addition, BNPB regulations require a technical assessment before granting compensation, while BPBD has not allocated a companion budget. These constraints prompted the need for further research on the effectiveness of the earthquake-affected housing assistance program.

This study aims to analyze the implementation and obstacles in the distribution program of the earthquake-affected house repair assistance fund in Dampit Sub-district by Regent Regulation No. 26 of 2023. This research is expected to contribute theoretically to the development of science, primarily related to implementing Regent Regulations on stimulant assistance for house repairs for disaster victims. In addition, this research can serve as a reference and insight for other researchers interested in conducting similar studies. Practically, this research is expected to be helpful for the Malang Regency Government. especially the Regional Disaster Management Agency (BPBD), as well as related agencies as input in the implementation of public services and as a comparison material for similar research in the future.

2. LITERATURE REVIEW

Policy describes various decisions or actions and is often interchangeable with goals, programs, or decisions. Generally, policy refers to an actor's behavior, such as an official, group, or government agency (Winarno, 2012). Dunn (2017:132) defines public policy as a complex, interdependent pattern of collective choices, including decisions not to act. Edward III and Sharkansky assert that public policy reflects government action or inaction as well as the objectives of its programs. Widodo (2011:190) also defines policy as a series of government objectives, while Budiarjo (2000:56) sees it as a collection of decisions taken by political actors or groups to achieve specific goals. Public policy plays a role in institutional change and is influenced by various theoretical factors that support its success.

Implementation of public policy is an important stage after the policy is legally authorized. Policies that have become legal products must be implemented with transparent processes and mechanisms to run effectively. Nugroho (2015: 213) states that implementation contributes up to 60% to policy success because it ensures that the target audience understands and carries out policies. George Edward III (1984) in Joko Widodo (2021:96) identifies four main factors in policy implementation: communication, resources, disposition, and bureaucratic structure. Communication includes the delivery of policy information to implementers and related parties. Resources include workforce, budget, and information that support implementation. Disposition refers to the readiness and willingness of policy implementers, while the bureaucratic structure determines the coordination efficiency. These four factors greatly influence the success of public policy.

The government needs to develop a systematic and measurable mitigation plan to deal with potential disasters in Malang District. These efforts include increasing the capacity of stakeholder resources and reducing socio-cultural, economic, physical, and environmental vulnerabilities to reduce disaster risk (Strategic Plan of the Regional Disaster Management Agency of Malang District 2021-2026). Disaster management includes prevention, emergency response, and rehabilitation policies. The government is responsible for community protection, fulfillment of refugee rights, post-disaster recovery, and budget allocation. By Government Regulation No. 21 of 2008, disaster management consists of pre-disaster, emergency response, and post-disaster stages, including evacuation and infrastructure restoration. BNPB Regulation No. 5/2017 classifies disaster damage into severely, moderately, and lightly damaged. determining rehabilitation and reconstruction priorities.

3. RESEARCH METHOD

3.1 Research design

This research uses a descriptive method with a qualitative approach to describe the implementation of the Relief Fund in the Earthquake-Affected House Handling Program in Dampit Subdistrict, Malang Regency, by Regent Regulation No. 26 of 2023. Data were collected through interviews, observations, and documentation and then analyzed inductively. This research is natural, emphasizing the process and meaning constructed by participants. With this approach, the research is expected to examine the case as a whole and objectively identify factors that affect policy implementation.

3.2 Research Location

This research was conducted purposively in Dampit Subdistrict, Malang Regency, an area affected by the earthquake. The location selection was based on three primary considerations: the most severe impact of the disaster, the most significant number of severely damaged houses, and the most significant receipt of stimulant funds for disaster victims. This study aims to analyze the implementation of the assistance fund in the program for handling houses affected by the earthquake based on Regent Regulation No. 26 of 2023 to evaluate the effectiveness of the policy applied in the region.

3.3 Data Analysis Technique

The data analysis technique in this research uses qualitative analysis with the Miles and Huberman model. According to Sugiyono (2013), data analysis in qualitative research is carried out during and after data collection. If the initial analysis is inadequate, additional data is collected until it reaches credibility. Miles et al., (2014) state that qualitative data analysis is interactive and iterative until the data reaches saturation. The includes data condensation. analysis process presentation, and conclusion drawing and verification. This research uses the Miles and Huberman model to ensure accurate and systematic analysis results.

4. RESULTS AND DISCUSSION

4.1 Research Results

Dampit Sub-district is one of the areas in Malang Regency, East Java Province, located in the southern part of Malang Regency. Dampit sub-district has varied geographical conditions, covering lowlands to hills. This region is known as one of the earthquakeprone areas because it is near active fault lines, so it often experiences significant impacts from natural disasters, including earthquakes. Implementing the policy on the distribution of aid funds in the program for handling earthquake-affected houses in the Dampit Sub-district refers to Edward III's theory, which emphasizes four main factors of policy success: communication, resources, disposition, and bureaucratic structure.

The implementation of policies based on Regent Regulation Number 26 of 2023 concerning Technical Guidelines for Providing Stimulant Assistance for Home Repair for Disaster Victims sourced from the State Budget in Dampit Subdistrict, Malang Regency, was carried out by collecting data through interviews with informants who acted as policy implementors. The data obtained is then presented and analyzed interactively and continuously until it reaches the stage of data saturation (Miles, Huberman, & Saldana, 2014). This research uses an approach based on the theory of George C. The theory explains four main factors that contribute to the effectiveness of public policies: community, communication. and organizational structure.

The first indicator of successful public policy implementation is communication, which is carried out through the socialization of policy information to implementers. Socialization is an important stage in ensuring the success of policy implementation, especially in providing an understanding of the procedures that must be carried out. Based on interviews with informants, socialization was carried out during the data collection of earthquake-affected victims by BNPB, BPBD, and the sub-district, referring to the technical guidelines issued by the Malang Regent to implement Regent Regulation No. 26 of 2023. One informant stated, "The socialization was conducted in the kecamatan hall by the central team accompanied by the Malang District Government. The aim was to provide information to earthquake victims that there would be assistance from the center for house repairs". This shows that policy communication has been carried out with a direct approach to the community.

In addition to formal meetings, socialization was conducted by gathering earthquake victims at the subdistrict office to guide information on assistance from BNPB. One informant mentioned, "Socialization was carried out after the earthquake, where victims were gathered at the sub-district office and informed about the assistance from the central government. After that, the team will visit victims' homes to record damage to their houses". Information on the requirements and procedures for receiving assistance was also conveyed. However, some victims experienced problems fulfilling the documents. One informant said, "I understand the requirements, but it takes time to complete the data because there are quite a lot of requirements". From the interviews, it can be concluded that socialization has been carried out by BNPB, BPBD Malang Regency, and Dampit Sub-district, both for disaster victims and officials as policy implementers.

The second indicator of successful public policy implementation is resources, which include human resources and capital resources. Human resources play an important role in carrying out policies by the established mechanism. Based on the results of the interviews, the policy implementers have worked according to the technical instructions in Regent Regulation Number 26 of 2023. One informant said, "HR carry out tasks based on technical guidelines and leadership direction, go to the field to record, verify, and accompany the delivery of assistance". However, in the process, discrepancies were found between the data in the field and those previously recorded. Another informant added, "Human resources are needed to provide understanding to disaster victims because not all victims receive assistance, so some feel disappointed after the verification results are announced".

In addition to human resources, capital resources are important in implementing the stimulant assistance policy for earthquake victims. The assistance provided to each household of Rp50,000,000 was used to rebuild severely damaged houses. One informant stated, "This assistance is less, but the important thing is that it can be used for shelter. The construction was done in cooperation with other residents. At the same time, the shortfall was obtained from loans to relatives". Another informant added, "My house collapsed completely, the assistance from the government plus the help of residents was used to repair the house so that it was suitable for occupancy. However, I still have to think about daily living expenses". From these interviews, it can be

concluded that capital resources have been utilized as needed to improve the condition of disaster victims' homes.

The third factor that influences the success of policy implementation is disposition, which reflects the willingness and consistency of implementers in carrying out policies. The commitment of the implementer is the leading indicator in implementing the stimulant assistance policy. Based on interviews, implementers have tried to carry out the policy according to the technical guidelines in Regent Regulation Number 26 of 2023, although there are challenges in the field. One informant stated, "The leadership's commitment is carried out according to the existing technical guidelines, but the additional direction is still needed if there are obstacles in the field". Meanwhile, another informant added, "The commitment from superiors already exists, but in the field, sometimes deviations occur due to a lack of assertiveness. More intense coordination is needed to solve the problem". In addition, additional coordination and socialization are also considered important to improve community understanding of the policy.

The beneficiaries' responses show that they appreciate this program, mainly because of the condition of the houses that were severely damaged by the earthquake. One informant said, "It is beneficial because most of the houses here are badly damaged. We cooperate in fulfilling the data requested by the implementation team". In addition, gratitude was also expressed by another informant who stated, "Thankfully the government still cares about providing assistance, because without this assistance, we do not know where to live". Residents also showed an attitude of cooperation in utilizing the assistance provided. From the interviews, the division of tasks of the implementers is relatively straightforward, but the technical guidelines still have to adjust the direction from the center. Meanwhile, beneficiaries hope that the aid disbursement process can run faster.

The fourth factor that influences the success of policy implementation is the organizational or bureaucratic structure. An effective bureaucratic structure must have a straightforward, systematic, uncomplicated, and easy-to-understand framework. One of the indicators used is Standard Operational Procedures (SOP) in policy implementation. Based on interviews, the implementation of this program still refers to the technical guidelines in Regent Regulation Number 26 of 2023, while specific SOPs are not yet available. An informant said, "In the organizational structure of BPBD, the Emergency and Logistics Division handles the task of providing stimulant assistance. However, there is no specific SOP, so everything is carried out based on the technical guidelines and adjusts to conditions in the field". Another informant added, "All BPBD human resources are deployed to the field to support the

acceleration of assistance. However, the mechanism is still based on leadership direction".

In addition to SOPs, coordination between implementers and disaster victims is an important factor in the smooth implementation of policies. The interview results show that although some obstacles arise, coordination is still going well. One informant mentioned, "There are several problems, such as the data of beneficiaries initially registered but not listed during the distribution. The implementation team put us in a WhatsApp group to discuss the problems and find solutions". Another informant added, "Sometimes there are differences of opinion in physical implementation, such as the purchase of building materials that are not by the provisions. If there is a problem, the implementation team will visit the house concerned to coordinate and complete the data". From the interviews, it can be concluded that coordination between implementers and disaster victims has gone well, although technical aspects still need improvement.

Internal and external factors support successfully implementing stimulant assistance policies for disaster victims. Internal factors include cooperation between related parties, clear technical guidelines, and competent human resources in socialization, data collection, and aid distribution. An informant said, "Good cooperation from all parties, as well as the availability of technical guidelines and skilled human resources, greatly support the implementation in the field". In addition, effective communication between the implementation team and disaster victims accelerated the receipt of assistance. An informant added, "What supports acceleration includes immediately fulfilled an implementation team that actively data. communicates, and residents who are ready to work together". Meanwhile, external factors include regular assistance and monitoring by the BNPB, infrastructure assistance from other agencies, and public support through media coverage.

In addition to supporting factors, there are internal and external constraints in policy implementation. Internal factors include complicated mechanisms, changes in beneficiary criteria, and a lack of assertiveness from the leadership in providing instructions. An informant stated, "The main obstacle is the complicated mechanism and long bureaucracy, as well as the lack of coordination between the center and the regions". In addition, unfulfilled administrative requirements also slowed down the disbursement of assistance. From the external side, changes in requirements from the center and revisions to the criteria for beneficiaries are the main obstacles. One informant mentioned, "The external inhibiting factor is the changing rules, so the data must be continuously updated". Delays in the disbursement of funds from the center also extend the rehabilitation time of disaster victims' houses.

4.2 Discussion of Research Results

The following discussion of the research results regarding the implementation of the policy on the distribution of aid funds in the program for handling earthquake-affected houses in the Dampit Subdistrict shows that this policy is a strategic step in accelerating post-earthquake recovery. The policy implementation is based on Regent Regulation No. 26 of 2023, which aims to accelerate the disbursement of stimulant funds so that affected communities can immediately repair their homes. According to G. Edward III's theory, four leading indicators influence policy success: communication, resources, disposition, and organizational structure. These four indicators are interrelated in determining policy effectiveness. This policy runs well based on observations and interviews because Malang Regency and sub-diand village officials support it. In addition, the active involvement of the community in fulfilling administrative requirements also accelerates the implementation of this policy.

Communication indicators in implementing this policy involve socialization conducted by BNPB and BPBD Malang Regency to affected communities. The socialization aims to provide an understanding of the fund disbursement mechanism, documents that must be fulfilled, and verification procedures. BPBD and the subdistrict also assisted the community in applying for assistance, ensuring that all administrative documents were complete and by the provisions. This assistance encourages active community involvement in the process so that fund disbursement can run faster and more effectively. In addition, good communication between implementers and beneficiaries is a key factor in avoiding misunderstandings that can hinder the process. With apparent socialization, the community is better prepared to complete the administrative requirements for stimulant assistance.

Resource indicators in policy implementation include human and capital resources supporting policy implementation. Human resources include the number and competence of staff responsible for this program. Based on the interview results, the staff in charge understand the policy and its implementation procedures. They have access to the information needed and can carry out their duties effectively. Regarding capital resources, the community immediately utilized the financial assistance to repair their houses. In addition, BPBD provided heavy equipment and other supporting facilities while the community cooperated to accelerate recovery. The availability of sufficient and wellorganized resources is a significant factor in the success of this policy in accelerating the rehabilitation of affected houses.

The disposition indicator in policy implementation is related to the readiness and commitment of the implementers to carry out their duties. The division of tasks between BPBD, sub-district officials, and the community has been arranged according to their respective roles. Based on the research results, the implementers understand their duties well to implement the policy smoothly. The positive response from the community is also a supporting factor, as they actively assist in field verification and administrative assistance. The high commitment of all parties reflects their seriousness in making this program a success. The fund disbursement process can run more efficiently with coordination between implementers good and beneficiaries. Clarifying tasks and responsibilities assigned to each party ensures that policy implementation follows the plan.

Indicators of organizational structure in policy implementation are shown through explicit and systematic standard operating procedures (SOPs). The SOP regulates the fund disbursement mechanism and coordination between related parties. Although the technical guidelines have regulated the division of tasks, some job descriptions are still general and lack detail. However, in its implementation, each party has carried out its duties by the authority given. An efficient bureaucratic structure allows this policy to run well without significant obstacles. In addition, coordination between implementers and beneficiaries is actively avoid misunderstandings. carried out to This coordination is carried out through meetings in the subdistrict and communication through WhatsApp groups to discuss administrative constraints. With an effective bureaucratic system and sound coordination, the implementation of this policy can run more optimally.

The implementation of the policy on the distribution of aid funds in the earthquake-affected house-handling program in the Dampit Subdistrict is influenced by various supporting and inhibiting factors. Supporting factors in implementing policies based on Regent Regulation Number 26 of 2023 include various aspects that contribute to the smooth running of the program. Good cooperation between all parties, starting from BNPB, BPBD, the sub-district government, and the affected community, is a significant factor in supporting the successful implementation of this policy. The clarity of the technical guidelines (juknis) and the availability of sufficient human resources, both in the process of socialization, data collection, and distribution of aid, also facilitated the implementation of the policy. In addition, capital resources in the form of adequate facilities and infrastructure help implement the program in the field. Good communication between the implementation team and disaster victims is also important in accelerating the receipt of assistance and house repairs. Regular monitoring by BNPB from the socialization stage to the distribution of assistance ensures that this policy runs according to procedures and is on target.

However, implementing this policy also faces several inhibiting factors that slow down or hinder its implementation. One of the main obstacles is the aid distribution mechanism, which is considered complicated and convoluted, thus slowing down the disbursement process for disaster victims. In addition, changes in the criteria for beneficiaries following the latest directives from BNPB have also affected the number of recipients entitled to assistance, creating uncertainty at the community level. Another factor is the absence of standard operating procedures (SOPs) that specifically regulate the implementation mechanism in the field. As a result, the implementation process often had to wait for direct direction from the leadership before action could be taken. This uncertainty causes delays in the distribution of assistance and affects the overall effectiveness of the policy.

5. CONCLUSIONS AND SUGGESTIONS

Based on the research results, implementing aid funds for the earthquake-affected house handling program in Dampit Subdistrict, Malang Regency, still faces various challenges. One of the main obstacles is the absence of a specific Standard Operating Procedure (SOP) that regulates the mechanism for distributing aid in the field. The lengthy and complex administrative process causes delays in the disbursement of funds, even though disaster victims urgently need assistance from BNPB. The limitations of this administrative system impact the effectiveness of aid distribution, resulting in delays in the recovery of affected homes. Therefore, a more efficient policy is needed to simplify the fund disbursement mechanism so that the community can receive assistance promptly and according to the needs in the field.

In terms of human resources. the implementation team from BPBD Malang Regency and Dampit Sub-district has worked optimally according to the main tasks and functions (tupoksi) and technical guidelines (juknis) stipulated in Regent Regulation Number 26 of 2023. Good coordination between the implementation team and affected communities has been established, with effective communication and a cooperative attitude from both parties. The community showed enthusiasm in fulfilling administrative requirements to disburse the aid funds immediately. Assistance from BPBD and sub-district officials was very helpful in ensuring the completeness of documents and smooth verification in the field. This factor shows that despite bureaucratic obstacles, good cooperation between related parties has supported the successful implementation of this policy.

The main supporting factors in implementing the distribution of aid funds include solid cooperation between stakeholders, technical guidelines as implementation guidelines, and the high integrity of employees in carrying out their duties. The data collection, verification, and delivery processes are carried out professionally and responsibly, ensuring the funds are received by those entitled. The availability of competent human resources is a key factor in supporting the smooth running of the program. In addition, periodic monitoring and evaluation by BNPB and BPBD Malang Regency ensures that policies are implemented according to procedures. However, several obstacles are still faced, such as the complex distribution mechanism and the absence of specific SOPs to guide its implementation. The lack of experts in building standardization and a manual data collection system prone to manipulation are also challenges. Therefore, digitization of data collection is needed to increase transparency and accuracy in distributing stimulant funds for disaster victims.

Based on the results of the research, several suggestions can be applied to improve the effectiveness of the implementation of the distribution of aid funds for the earthquake-affected house handling program in Dampit Subdistrict, Malang Regency. Special Standard Operating Procedures (SOPs) are needed as guidelines for implementation in the field to improve performance, evaluation, and monitoring of fund disbursements. Clear SOPs will speed up policy implementation, reduce bureaucratic obstacles, and ensure transparency in the distribution of aid funds. In addition, increasing the capacity of Human Resources (HR) through disaster technical training is essential so that the implementing team understands administrative procedures and building verification. Intensive socialization to disaster victims, both through face-to-face and social media such as WhatsApp groups, is needed so that understanding of the classification of buildings receiving assistance is more uniform. Finally, developing a digital information system for data collection of disaster victims in a transparent and integrated manner is needed to reduce the risk of administrative errors and increase accountability for aid distribution.

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