

**COMMUNICATION STRATEGY OF BPBD OF EAST JAVA PROVINCE IN
REDUCING DISASTER RISK: CASE STUDY OF DISASTER PREVENTION
SOCIALIZATION**

**STRATEGI KOMUNIKASI BPBD PROVINSI JAWA TIMUR DALAM
MENGURANGI RISIKO BENCANA: STUDI KASUS SOSIALISASI
PENCEGAHAN BENCANA**

Solihin¹, Redi Panuju², Farida³, Zulaikha⁴

Prodi Magister Ilmu Komunikasi, Universitas Dr Soetomo Surabaya^{1,2,3,4}

khincan.ag@gmail.com¹, redipanju@unitomo.ac.id², farida@unitomo.ac.id³,
zulaikha@unitomo.ac.id⁴

ABSTRACT

This study focuses on the effectiveness of the communication strategy of the East Java Provincial Disaster Management Agency (BPBD) in disaster socialization. Using a qualitative approach and case study method, this study evaluates the selection of communicators, target setting, messages, and communication media used. The results of the study indicate that selecting the right communicator, including collaboration with the Regency/City BPBD and experts, significantly increases public understanding of disaster risk. In addition, adjusting messages according to local characteristics and disaster vulnerability levels is effective in clarifying information to the public. Social media and innovations such as the Disaster Management Education Car (MOSIPENA) and the Disaster Education Tent (TEMPINA) have been proven to expand reach and increase community involvement. The novelty of this study includes an in-depth analysis of the strategy for selecting communicators and cross-sectoral collaboration in disaster communication, as well as the adjustment of innovative and specific messages according to the characteristics of disaster-prone areas. This study also highlights the use of technology and social media to improve the effectiveness of socialization, as well as the implementation of innovative methods in delivering disaster information. These findings offer a practical model for more effective disaster socialization and open up opportunities for further research in the development of disaster communication methods.

Keywords: Strategy Communication, Socialization Disaster Management, BPBD, East Java

ABSTRAK

Penelitian ini berfokus pada efektivitas strategi komunikasi Badan Penanggulangan Bencana Daerah (BPBD) Provinsi Jawa Timur dalam sosialisasi kebencanaan. Dengan menggunakan pendekatan kualitatif dan metode studi kasus, penelitian ini mengevaluasi pemilihan komunikator, penentuan target, pesan, dan media komunikasi yang digunakan. Hasil penelitian menunjukkan bahwa pemilihan komunikator yang tepat, termasuk kolaborasi dengan BPBD Kabupaten/Kota dan para ahli, secara signifikan meningkatkan pemahaman masyarakat terhadap risiko bencana. Selain itu, penyesuaian pesan sesuai dengan karakteristik lokal dan tingkat kerentanan bencana efektif dalam memperjelas informasi kepada masyarakat. Media sosial dan inovasi seperti Mobil Edukasi Penanggulangan Bencana (MOSIPENA) dan Tenda Edukasi Bencana (TEMPINA) terbukti dapat memperluas jangkauan dan meningkatkan keterlibatan masyarakat. Kebaruan dari studi ini mencakup analisis mendalam tentang strategi pemilihan komunikator dan kolaborasi lintas sektoral dalam komunikasi kebencanaan, serta penyesuaian pesan-pesan yang inovatif dan spesifik sesuai dengan karakteristik daerah rawan bencana. Studi ini juga menyoroti penggunaan teknologi dan media sosial untuk meningkatkan efektivitas sosialisasi, serta penerapan metode inovatif dalam menyampaikan informasi kebencanaan. Temuan ini menawarkan model praktis untuk sosialisasi bencana yang lebih efektif dan membuka peluang untuk penelitian lebih lanjut dalam pengembangan metode komunikasi bencana.

Kata kunci: Strategi Komunikasi, Sosialisasi Penanggulangan Bencana, BPBD, Jawa Timur

INTRODUCTION

Indonesia is located on the Pacific Ring of Fire and has more than 500 active volcanoes, making it a country prone to natural disasters (Fuady et al., 2021).

Indonesia is one of the countries with the highest disaster risk due to active volcanoes and earthquakes (Galan Prakoso et al., 2022). The country not only faces earthquakes, volcanic eruptions, and tsunamis, but also disasters such as floods, landslides, and droughts. All of these phenomena are often associated with tropical climates involving rainy and hot seasons, as well as weather changes that can worsen disaster situations.

Unfortunately, these disasters often cause enormous damage—both in terms of loss of life, material losses, and psychological impacts on victims. Many of these disasters can have worse impacts if communities are not prepared or do not have adequate information on how to deal with them. Lack of public knowledge and willingness to prepare significantly impacts the risk of large numbers of casualties due to disasters (Suryadi et al., 2021). Natural disasters such as earthquakes have a significant impact on human life, have economic, social and sociological consequences, and have a negative impact on society by disrupting daily life and human activities (Genç & Sözen, 2021).

This is where disaster socialization and mitigation are important. Effective socialization can help the community understand the risks that exist and how to reduce the impact of disasters. Law Number 24 of 2007 concerning Disaster Management emphasizes the importance of emergency response to deal with the impact of disasters immediately. This includes rescuing victims, evacuation, and restoring infrastructure. In this

context, disaster socialization is an important initial step to help the community prepare themselves.

Disaster management socialization is a series of efforts designed to reduce risk, both through physical development and increasing public awareness. Participating in training, meetings, and personal visits regarding disaster awareness can increase disaster preparedness, with 'risk personalization' being a key factor (Gouda & Yang, 2023). According to Government Regulation Number 21 of 2008, this socialization aims to provide information and improve the community's ability to deal with disasters. This process involves various methods, both theoretical and practical, to ensure that the community not only knows what to do, but is also ready to do it when needed.

To deal with disasters effectively, the government has formed special institutions such as the National Disaster Management Agency (BNPB) at the central level, and the Regional Disaster Management Agency (BPBD) at the regional level. These institutions are responsible for disaster management, both before, during, and after a disaster occurs. BPBD, as an institution at the regional level, plays an important role in organizing and implementing communication strategies for disaster management socialization (Anshori et al., 2022).

Good communication strategies are essential for effective disaster preparedness, response, and prevention of loss of life (Fakhruddin et al., 2020). There are various approaches to communication strategies, such as passive, active, and interactive. The use of communication strategies, such as passive, active, and interactive, can help language learners communicate efficiently and fluently (Herbst, n.d.).

This strategy must be managed with good coordination, selection of appropriate methods, and effective implementation to achieve the objectives. BPBD East Java Province, with its duties and responsibilities, must ensure that the communication strategy used can increase public awareness and preparedness.

East Java Province is vulnerable to natural disasters, especially landslides and land subsidence, due to its complex geological structure and various types of sediments (Susilo et al., 2021). With more than 100 disasters per year that often cause severe damage, the East Java Provincial BPBD must focus on disaster management socialization to reduce risks. In 2023 alone, there were 118 disasters with high severity recorded in the province. This shows that disaster socialization must be carried out seriously to reduce the impact of disasters in the future.

Disaster management socialization in East Java Province must cover various stages—pre-disaster, during a disaster, and post-disaster. Each stage requires a different communication approach so that information on how to deal with disasters can be conveyed clearly and well received by the community. This study will explore how the East Java Provincial BPBD applies their communication strategy in disaster management socialization and how it can help the community better deal with disasters.

Looking at the phenomenon of disasters that often occur in East Java Province, it is clear that disaster management socialization has a major impact on community preparedness. With an effective communication strategy, BPBD is expected to be able to convey useful information and educate the community on how to reduce disaster risks. This study aims to provide insight

into how the East Java Provincial BPBD carries out their duties and how communication strategies can influence disaster management at the regional level.

RESEARCH METHODS

This study aims to explore how the Regional Disaster Management Agency (BPBD) of East Java Province manages communication strategies in the socialization of disaster management. To achieve this goal, the researcher uses a qualitative approach with a case study method that allows for an in-depth understanding of the practices and challenges faced by BPBD in conveying disaster management messages to the community. Case studies are an in-depth research approach to a case or phenomenon and are often used for a comprehensive understanding of a particular context or situation. Case studies are suitable for analyzing in-depth phenomena about strategies as practices, by looking at phenomena in a unique way (Lavarda & Bellucci, 2022).

The first step in this research is to conduct a literature review. The researcher reviewed various books, articles, and related reports to understand existing disaster communication theories and best practices. This review helped the researcher build a strong conceptual framework and identify important variables and indicators to be considered in this research. By understanding the context and existing theories, the researcher can evaluate how BPBD implements its communication strategies and what makes them effective or not.

After the literature review, the researcher continued with primary data collection through in-depth interviews. These interviews were conducted with various parties at BPBD East Java Province, including staff and leaders who were directly involved in the

socialization of disaster management. The aim was to gain direct insight into the strategies they use, the obstacles they face, and their views on the effectiveness of these programs. The researcher selected respondents based on their experience and role in the organization, so that the information obtained can represent various perspectives.

In the interviews, the researcher used a semi-structured interview guide. This means that the researcher has a list of open-ended questions designed to dig up in-depth information about BPBD communication practices, but also gives respondents the freedom to share their experiences and views more broadly. These interviews were recorded (with the respondents' permission) and then transcribed for further analysis. This analysis helped identify key themes and patterns that emerged from the data collected.

In addition to interviews, researchers also conducted direct observations of disaster socialization activities held by BPBD. These observations provided a real picture of how communication strategies were applied in everyday situations. Researchers observed how interactions between socialization organizers and the community took place, how communication materials were used, and how effectively the messages were delivered. By observing these activities directly, researchers were able to better understand how communication strategies function in real contexts.

Data obtained from interviews and observations were then analyzed using qualitative analysis methods. Thematic analysis techniques were used to identify key themes and relevant patterns in the data. This process involved coding data, grouping themes, and interpreting the results to understand how BPBD communication strategies contributed to

community disaster preparedness. Researchers also compared findings from interviews and observations to ensure consistency and validity of the results.

In addition, researchers collected secondary data from various related documents, such as BPBD annual reports, socialization materials, and disaster management policies. This secondary data helps provide a broader context and complements the information obtained from interviews and observations.

In maintaining the credibility of the study, researchers applied the principle of triangulation by combining data from various sources and methods. This ensures that the research findings are not only accurate but also reflect the complex realities of disaster communication practices. Researchers also double-checked and validated the results by involving interview participants to ensure that the information presented truly represents their views.

This study was conducted with attention to research ethics. Researchers obtained consent from all respondents before conducting interviews and observations, and maintained the confidentiality of their personal information. All data obtained were used for research purposes only, with a commitment to maintaining integrity and professionalism.

Overall, this research method is designed to provide an in-depth picture of how the East Java Provincial BPBD manages its communication strategy in disaster management socialization. With a combination of in-depth interviews, direct observation, and secondary data analysis, this study aims to produce useful and practical insights in improving the effectiveness of

socialization and community preparedness for future disasters.

Literature Review Communication

Communication involves the exchange of ideas, messages, or contacts, and social interaction. Derived from the Latin word "communis" which means "to create unity" or "to build unity" between two or more people (Siregar et al., n.d.), namely creating the same meaning. This means that communication suggests thoughts, the same meaning becomes a requirement for the birth of mutual understanding of the communication message delivered. Therefore, differences must be interpreted as a challenge to give birth to new communication activities. Terminologically, communication also refers to the process of conveying a statement by one person to another. So in this sense, those involved in communication are humans.

A. Communication Goals

According to Onong U. Effendy in (Mulyana, 2008) the objectives of communication are:

1. Changing attitudes (To Change The Attitude).
Providing various information to the public with the aim that the public will change their attitudes.
2. Changing opinions (To Change The Opinion)
Providing various information to the public to make the public change their opinions and perceptions regarding the purpose of the information conveyed.
3. Changing behavior (To Change The Behavior)
Providing various information to the public with the aim that the public will change their behavior..
4. Changing society (To Change The Society)

Providing various information to the community which ultimately aims to make the community willing to support and participate in the information conveyed.

B. Communication Purpose

The purpose of communication function is how to store, collect, process, publish news, data, images, facts, messages, opinions, and comments that are needed to be able to understand and act clearly on environmental conditions and other people to be able to make the right decisions.

C. Proses Komunikasi

Many communication theories have been put forward by experts, but for communication strategies, an adequate theory that should be used as a supporter of communication strategies is what was put forward by Harold D. Lasswell, namely the best way to explain communication activities is to answer the question "Who Says What In Which Channel To Whom With What Effect?" The functionally correlated communication components in Lasswell's paradigm are the answers to the questions asked.

1. Who Who: Communicator
2. Says What Says What: Message
3. In Which Channel Through What Channel: Media
4. To Whom To Whom: Communicant
5. With What Effect With What Effect: Effect

Communication Strategies

The word "Strategy" comes from the Greek root "strategos" which literally means "Military Skill" which has recently been adapted again into the modern business environment. Strategy is a perspective, position, plan and pattern. Strategy is a bridge that connects policies to goals. In short, strategy is a

concept that refers to a complex network of thoughts, ideas, deep understanding, experience, goals, expertise, memory, perception and expectations that guide to compile a general framework of thought so that we can decide on specific actions to achieve goals. Communication strategy is essentially planning and management to achieve a goal. For communication strategy is a combination of communication planning and communication management to achieve a goal. Communication strategy must be supported by theory because theory is knowledge based on experience (empirical) that has been tested for truth. According to Cangara in (Simbolon & Khairifa, 2018), said that communication strategies can be carried out with the following steps:

1. Planning who the communicator is, namely the main actor in communication activities, who has many ideas, and is full of creativity.
2. Planning who the target communicator is according to the analysis of community needs as the target of the communication program.
3. Compiling messages according to the program to be delivered, whether it is informative and persuasive or educational.
4. Choosing communication media according to the available communication power sources and channels that can be reached by the community.

According to R. Wayne Pace, Brent D. Peterson, and M. Dalla Burnett in the book *Techniques For Effective Communication* (Ambar, 2017), The purpose of communication strategy is:

- A. To Secure Understanding, to ensure that there is an understanding in communicating.
- B. To Establish Acceptance, how the acceptance is received well.

- C. To motivate action, the activation to motivate it.

- D. The Goals Which The Communicator Sought To Achieve, how to achieve the goals that the communicator wants to achieve from the communication process.

Ensure that the communicant understands the message received. Then if the message has been received and understood, then the acceptance of the message must be fostered. In the end, the message is expected to motivate an action or activity.

Thus, communication strategy is the entire planning, tactics and methods that will be used for communication by smoothly paying attention to all aspects of the communication process to achieve the desired goals. The strategy must determine steps and determine actions towards events, not react to one event.

Government Agency Communication Strategy

Communication activities of agencies carried out in the Departments in an effort to convey new programs or in the form of notifications to the general public require a communication strategy. The communication strategy implemented becomes a way as well as an indicator of the success of the communication process. By using the right communication strategy, every information socialized by the Departments to the public can be received clearly. An indication of the success or success of the delivery of the information is that the public can understand and comprehend the new programs owned by the Department. So that with the right communication strategy, it can facilitate the Objectives or can make the Planned Programs a Success.

RESULTS AND DISCUSSION

Research Object Overview

Seeing the high level of disasters in East Java Province, the regional government of East Java Province is aware that a regional apparatus institution that specifically handles disaster management is very much needed. In order for disaster management to be carried out systematically, integrated and coordinated, then according to Article 25 of Law Number 24 of 2007 concerning regional disaster management, the function of disaster management and refugees needs to be separated from the National Unity Agency, Political Protection (BAKESBANGPOL) which has so far handled the community in the event of a disaster, by forming a separate Regional Disaster Management Agency. So on April 27, 2009, the East Java Provincial Government through Regional Regulation (Perda) Number 2 of 2009 officially formed the East Java Provincial Disaster Management Agency (BPBD) and was strengthened again by the Governor's Regulation (Pergub) Number 27 of 2009, concerning the description of the duties of the Secretariat, Field, Sub. Sections and Divisions in the East Java Provincial Disaster Management Agency

The function of the East Java BPBD is as a coordinator in disaster management that occurs throughout the East Java Province. Furthermore, the East Java Provincial Government hopes that the implementation of disaster management that occurs in the East Java Province can be handled in an integrated and better manner.

In Law No. 24 of 2007 concerning disaster management, BPBD generally has three main functions in disaster management, namely command, coordination and implementation functions. However, in handling disasters that occur, usually only two

functions are carried out, namely the coordination function and the implementation function. The command function is handed over to the Regency/City government where the disaster occurs. However, at any time the command function can also be held by the East Java Provincial BPBD if the Regency or City government is unable or the disaster that occurs directly impacts three or more regencies or cities.

Strategy for Selecting and Determining Communicators

The first stage in the communication strategy component, which involves the question "who" or who is the communicator, is an important foundation in planning and implementing successful communication activities. The components of an effective communication strategy require a clear identification of who will act as the communicator or resource person in delivering messages to the public. In this context, the choice of communicator has a significant impact on the success of the overall communication strategy. Based on the results of interviews conducted by the author with informants from the Prevention and Preparedness Division, in selecting and determining the communicator who will deliver the message, the Regional Disaster Management Agency (BPBD) of East Java Province collaborates with the BPBD of the Regency/City where the socialization is carried out and also the experts who will be the resource persons. As conveyed by the Head of the Prevention and Preparedness Division of the East Java BPBD, Bige Agus Wahjuono, SE in an interview regarding the method of selecting communicators, "Yes, we fully determine the resource person, who chooses us from the East Java BPBD, of course according to the competence possessed by the resource

person. In addition, we also adjust to the budget provided." (Bige Agus Wahjuono, SE, Interview, July 23, 2024) From the informants interviewed by researchers regarding the strategy for selecting and appointing communicators, the Regional Disaster Management Agency (BPBD) selected resource persons who had competence.

Communication Target Identification Strategy

Before launching communication, it is necessary to study who will be the target of disaster socialization communication. In this case, to find out who the target of communication is, what is clear is that the target is disaster-prone communities, but each region has different disaster problems. "The first thing we do is implement the budget well in advance, usually one year before implementation. After the fiscal year is running, we immediately prepare, starting from field surveys, coordination with the district/city BPBD, with the sub-district head and village head as appropriate, this is done to find out what messages or materials will be conveyed" (Bige Agus Wahjuono, SE, Interview, July 23, 2024) Conducting surveys and coordinating with local officials is very important to find out what disaster problems often occur in the area. For example, for people living in the Mount Semeru area, of course the priority is socialization regarding volcanic eruption disasters, or people living around the Bengawan Solo River, the socialization that is conveyed is regarding flood disasters.

Strategy for Choosing What Message to Convey

In launching the socialization, the form of the message conveyed by the BPBD of East Java Province is a message in the form of an appeal or

anticipation related to disasters. The delivery of this message aims to inform the public about the importance of disaster management for the community. In addition, the message in the form of education to the public about disaster management follows the conditions of the place that will be socialized, so the form of the message conveyed by the BPBD of East Java Province follows the invitation of the local community. The most important thing is that the message conveyed is a message in the form of an invitation and appeal to the public about the importance of disaster management.

"The content of the message or material conveyed is adjusted to what disaster prevention we will socialize, usually adjusted to the area that is vulnerable to what disasters" (Bige Agus Wahjuono, SE, Interview, July 23, 2024).

Communication Media Selection Strategy

The results of interviews with other informants, namely the Head of the Prevention Section (Kasi) of the East Java Provincial BPBD, Dadang Iqwandy, ST, MT explained that the East Java Provincial BPBD usually conducts direct socialization to the community through activities such as Disaster Resilient Villages (DESTANA), Disaster Safe Education Units (SPAB) or other counseling supported by facilities such as the Disaster Management Education Car (MOSIPENA) and the construction of the Disaster Education Tent (TEMPINA) tourist attraction. "We often conduct direct socialization with several programs such as Destana for the general public, especially rural areas and SPAB in schools. Usually if we do it directly we use media such as pamphlets, banners, posters accompanied by disaster knowledge materials. We also have MOSIPENA which we can use as a

medium to convey messages," (Dadang Iqwandy, ST, MT, interview July 24, 2024) In addition to direct socialization, the East Java Provincial BPBD also utilizes social media as a tool or media to carry out socialization, such as Instagram and WhatsApp. In modern times, social media has become a very effective tool in expanding the reach of communication and socialization.

Expected Effects

In the communication strategy plan that has been prepared by taking steps as above, of course it will produce a final result which is often called an effect. Of course what is expected is a positive effect, where the message conveyed can be well received by the communicant (community) and in accordance with what is expected by the BPBD of East Java Province. However, sometimes the effect obtained is not 100% as expected, because sometimes in implementing the disaster socialization program it does not run smoothly, there are obstacles that occur, for example from the community who do not appreciate it. The most important thing is that the expected effect can of course provide knowledge and understanding to the community about the importance of disaster management. "Of course we hope that what we do can have a positive effect, according to our expectations. But sometimes there are obstacles that occur in the field, so the results cannot be 100% as we expect" (Dadang Iqwandy, ST, MT, interview July 24, 2024)

DISCUSSION

From the results of the research on the communication strategy implemented by the Regional Disaster Management Agency (BPBD) of East Java Province, several common threads can be drawn that reflect the approach and challenges in the socialization of disaster management.

First, the establishment of the East Java Provincial BPBD in 2009 was a crucial step to handle disasters more effectively and in a coordinated manner. Before the establishment of this institution, disaster management was still integrated with the National Unity and Political Protection Agency (BAKESBANGPOL), which did not focus on disaster management specifically. With the existence of BPBD, it is hoped that disaster management can be carried out systematically and more focused, following the provisions of Article 25 of Law No. 24 of 2007 which separates the disaster management function from other institutions. The East Java Provincial BPBD is now responsible as a coordinator in disaster management throughout its territory, although in practice, BPBD often only carries out coordination and implementation functions, while the command function is handed over to the local government.

Second, the selection of communicators is a key component in the BPBD communication strategy. Through interviews, it was revealed that the East Java Provincial BPBD collaborates with the Regency/City BPBD and competent experts to deliver socialization messages. The selection of these communicators does not only depend on their competence but also on the available budget. This shows that BPBD not only considers the qualifications of the resource person but also budget limitations in determining who will be the communicator. This ensures that the message delivered is relevant and accountable.

Third, BPBD's strategy in identifying communication targets involves a careful planning process, including budget, field surveys, and coordination with local parties such as sub-district heads and village heads. By

knowing the specific conditions of each disaster-prone area, BPBD can adjust the socialization material according to the types of disasters that often occur in the area. For example, for areas prone to volcanic eruptions such as Mount Semeru, socialization will focus on anticipating volcanic disasters, while flood-prone areas will receive education on flood prevention

Fourth, in selecting the messages to be delivered, BPBD prioritizes appeals and education that are relevant to regional conditions. The messages delivered focus on the importance of disaster management and practical knowledge on how to deal with them. By adapting messages to the local context, BPBD strives to ensure that the information provided is easily understood and accepted by the community.

Fifth, the strategy for selecting communication media includes various approaches, both directly and through social media. The East Java Provincial BPBD implements various methods such as Disaster Resilient Village (DESTANA) activities, Disaster Safe Education Units (SPAB), and the use of traditional media such as pamphlets and posters. In addition, the use of social media such as Instagram and WhatsApp is increasingly important to reach a wider audience and utilize digital platforms that are often used by the community today.

Finally, the expected effect of this communication strategy is effective message delivery and better understanding among the community regarding the importance of disaster management. Although it is expected that the results achieved are in accordance with the target, there are often obstacles in the field that affect the effectiveness of the socialization program. However, the most important

thing is the positive impact produced, namely increasing community knowledge and preparedness in dealing with disasters.

Overall, this study shows that the East Java Provincial BPBD has implemented various structured communication strategies to increase public awareness regarding disaster management. Despite the challenges, these efforts are important in creating communities that are more prepared and responsive to potential disasters in their areas.

CONCLUSIONS AND SUGGESTIONS

Based on the results of the research conducted by the author, it can be concluded that the BPBD of East Java Province has implemented components of a communication strategy through the concept of Harold D. Lasswell in an effort to socialize disaster management in the East Java region. Judging from the disaster management socialization program in the community, it has been carried out by determining that the strategy in choosing a communicator is seen in terms of credibility, attractiveness, and strength possessed by the communicator, namely the resource person. The credibility of the resource person is broad knowledge related to disasters, attitudes and personalities that are liked by the community, and sufficient experience to become a communicator. The power possessed is able to attract people to come and listen to the material. The strength possessed is that there are similarities in culture and language between the resource person and the surrounding community. Meanwhile, in determining the strategy for recognizing targets, the BPBD of East Java Province is not specifically specified, because the target of its communication is the general public who

live in disaster-prone areas. Meanwhile, from the message selection strategy, the BPBD of East Java Province follows the invitation from the local community and is adjusted to the disaster prone areas that often occur in that place. And for the media used by the East Java Provincial BPBD, they still use old media such as pamphlets, banners, posters accompanied by new, more modern media, namely the Disaster Management Education Car (MOSIPENA). In addition, social media such as Instagram, Facebook and WhatsApp are also used.

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