Women empowerment in post-disaster recovery after 2018 tsunami in Sumur Regency Pandeglang District

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Abstract. The Sunda Strait Tsunami that occurred on December 22, 2018 in Pandeglang District resulted in 296 people died, 675 injured, 3,553 people displaced and damaged homes, infrastructure and public and social facilities. Community empowerment is an effort for sustainable disaster management as the community is part of the triple helix in disaster management. Women are one of the vulnerable groups in a state of disaster but can be a resource in disaster management. The purpose of this study was to analyze the women empowerment and to the post-2018 Tsunami in Sumur Regency Pandeglang district and its impacts to the disaster recovery process. The qualitative method is used in this research from the primary and secondary databases. For the purposes of this study, the primary data were gathered through face-to-face interviews from the subjects of research who were chosen based on purposive sampling and snowball methods. The result shows that women had taken part in the Pandeglang post-tsunami recovery. Sumur district as the largest affected Tsunami in Pandeglang where many families lost their houses and now living in temporary housing provide many programs related to women empowerment. Women empowerment helped Tsunami survivors in psychosocial and economic recovery. Providing assistance to women helped to recover from Post-Tsunami trauma and have a better live.

1. Introduction
Indonesia by its geographical location is prone to various natural disasters such as earthquake, volcanic eruption, tsunami, flood, etc. The risk to natural disaster will not happen as long as we have capacity to face the natural hazards. Every disaster comes with the loss not only loss of life but also material and financial loss. The disaster management cycle including the phase of pre-disaster, during disaster and post disaster. The rehabilitation after disaster has a motto to build back safer and better. The rehabilitation after disaster has to be long term recovery to build a better future for the affected people and district.

The threat of disaster can cause casualties and property damage [1]. Based on data from the National Disaster Management Agency (BNPB) the number of disasters in Indonesia in 2018 was 2,574 disasters that caused 21,083 people injured, 10,333,309 people were affected and displaced and 4,814 people lost and died. One of the many disasters that cause damage and casualties is Tsunami.

On December 22, 2018 a tsunami occurred in the Sunda Strait which struck Banten and Lampung Provinces. killed 437 people and destroyed approximately 2,752 houses. Banten Province itself, the area hardest hit by the tsunami was Pandeglang District. In this region, the tsunami killed 296 people, 105 of whom were Pandeglang residents in Carita, Labuan, Panimbang, and Sumur Districts. The number of refugees reached 20,726 people [2]
The occurrence of the Sunda Strait tsunami disaster in Pandeglang Regency on December 22, 2018 at 21.27 West Indonesian Time has damaged settlements, infrastructure, social, economic and other facilities located along the west coast of the Sunda Strait. Based on data compiled by Disaster Management Agency Pandeglang Regency as of January 8, 2019 in Pandeglang Regency, the Tsunami disaster caused 296 people to die, 3 people were not found, 675 people were injured, 3,553 people were displaced, and caused damage to homes, infrastructure and public and social facilities with a level of damage heavy, moderate or mild.

After disasters, community are expected to recover quickly to not having an impact on national security. The government has planned a rehabilitation and reconstruction program as outlined in the rehabilitation and reconstruction action plan. Community participation in disaster management efforts is regulated in Perka BNPB No 11 of 2014 where community participation is a process of community involvement in the implementation of integrated, coordinated and comprehensive disaster management in order to provide protection to the community from risks and impacts of disasters.

Community-based recovery can be in the form of financial or material assistance that is channeled through community organizations to be actively involved in making decisions and developing management. Referring to the model of community involvement in post-disaster programs qualify for consideration as community-based programs where the community involvement is in the form of collaboration or empowerment. In Perka BNPB No. 11/2008 concerning Guidelines for the Implementation of Rehabilitation and Reconstruction, it is stated that rehabilitation and reconstruction activities are the responsibility of the government and regional government, but in the implementation there needs to be participation from the community and its empowerment.

Women are one of the vulnerable groups in disaster event [3] so that the role of women in disaster management has not been given special attention. Disaster vulnerability conditions are increasingly exacerbated in the post-disaster period. Women victims of disasters often do not receive special attention in refugee camps. That is because the role of women in post-disaster conditions is still very minimal. Women can be used as a very important resource in disaster management if the role of women is given more attention. Disaster understanding by women and children is needed in disaster situations. Disaster events will not discriminate between victims, whether from gender, age, social status, etc. However, the problem that often occurs when a disaster situation is a gender problem. Current disaster management policies still do not pay attention to gender issues.

Paying attention to the vulnerability of women in disaster conditions and to assist in post-Tsunami recovery in Pandeglang District Yappika Action Aid Organization in collaboration with Pattiro Banten carried out activities related to women's empowerment in post-tsunami recovery. The focus of the activity is to empower women affected by disasters. As an empowerment in disaster management so that disaster victims can have the opportunity to have a better level of life. Women can be involved at every stage in disaster management. In the Sendai Framework for Action conference also discussed about gender equality in disaster management but in its implementation on the ground it still faces obstacles so that women role as a resource in disaster management has not been seriously noticed.

2. Method
The qualitative method is used in this research and the data used is from the primary and secondary databases. For the purposes of this study, the primary data were gathered through face-to-face interviews from the subjects of research who were chosen based on purposive sampling and snowball methods.

In this qualitative method, data collection and analysis are supported from the results of the assessment based on observations at the research location which will then be used to answer the questions contained in this study. The answers from the interviews conducted along with the descriptive data obtained will be processed into a study in the discussion of this research.
Women problems in disasters
In disaster conditions, relations between men and women are often lame. Murtakhamah in her research calls it as gender inequality in disaster [4] There are five conditions that make injustice happen to women in disaster conditions, they are:
1. Negative labeling: In daily life women are considered irrational, or weak. This condition then puts women in a not strategic role in decision making.
2. Subordination: Women are considered second class in disaster. This condition causes women's needs not to be properly met.
3. Economic discrimination: This condition makes women unable to access aid resources, because they are considered as "not the main breadwinner in the family".
4. Double burden: Women often do various jobs at the same time. They must do household chores and seek disaster relief.
5. Violence in disaster conditions: In disaster conditions, with high levels of stress, limited circumstances, making women very vulnerable to becoming victims of violence and even infrequently get abuse.

Men and women have different levels of vulnerability in dealing with disasters. In various disaster cases, women are affected by more risk of disasters with an unbalanced proportion compared to men. [5] Factors that cause women to become vulnerable groups during disasters, include physical, socio-cultural, service and assistance factors, and information [6]. Demographic aspects, such as: age, education, employment, income and marital status are also factors that increase women's vulnerability in disasters [7]. Vulnerable groups are faced with a more severe impact of disasters because they have lower access and control in aspects of survival and restoring post-disaster life.

In some references on gender and disaster, women have a very high vulnerability compared to men. This is caused by differences in abilities and physical differences between men and women so that women are more vulnerable than men at the time before, during, and after a disaster occurs [7]. In addition, political marginalization and dependence on men cause women's greater vulnerability to disasters [8]. In post-disaster matters, for example, women have limited access to resources when compared to men. Women also do not have the power of large social networks and do not always have the authority to make big decisions.

Limited economic resources are also a factor in social vulnerability. Directly, this increases the impact of disasters on women as individuals and groups. Economic resources in question are adequate income, having access to savings or credit, employment that guarantees social protection, skills, education, training, and control over productive resources. In the context of post-disaster life, all of these economic resources enable women victims of disasters to survive and start a new life by rebuilding their homes and businesses [9]. Therefore, restoring women's economic resources and capacity is crucial in the long-term recovery process while still paying attention to the family and the role of women as wives, mothers, and community members. In the tsunami, many women, including some who were heads of households, lost both their house registration documents and their identity cards. In the initiatives by voluntary organizations or the government to reconstruct houses, a few women were displaced as heads of household with the status being given to a male member of the household.

Conceptually, the concept of empowerment based on participation and independence in the development process is actually very ideal in an effort to increase the capacity of the community and strengthen the local economy. Community development must always see maximum community participation so that everyone in the community can be actively involved. Community ownership and the process of making community development something inclusive can be realized and more ideal if many people actively participate. This does not mean that everyone will participate in the same path because they will be different in terms of skills, interests, and capacities [10].

In the aftermath of the 2018 Tsunami in Sumur regency, Pandeglang District, many women lost family members as the living earner. Some women whose lives depend on the sea resources also lost their jobs. Apart from these problems, there are also psychological problems which is trauma from the
Tsunami, so they are afraid to go to work on the beach. These problems make many people who depend on assistance from various parties to be able to live in temporary shelters. Of course this impedes the post-disaster recovery process because the community only acts as an object not as a resource that can move to accelerate the post-disaster recovery process. There are no government recovery programs specifically targeted at women.

3.1. Women empowerment programs by Yappika Action Aid and Pattiro Banten
In the post-tsunami disaster recovery in Pandeglang District, the government implemented the programs planned in the Rehabilitation and Reconstruction Action Plan. The Government's priority in post-Tsunami recovery is more on providing shelter for Tsunami victims. Along with the efforts of the government, both the central government and the regional governments of Banten Province and Pandeglang Regency in the response to the Tsunami disaster, there was a lot of participation from NGOs, CSR companies and even TNI as an acceleration of the post-Tsunami recovery program.

Currently the post-tsunami disaster recovery program is still in the phase of implementing permanent housing development in stages so that the community still lives in temporary shelters. Waiting for the completion of the construction of permanent housing the community is still trying to restore the economy and life. Facing the problems faced by Tsunami survivors in Sumur Subdistrict, Pandeglang Regency especially Yappika Action Aid women who work together with Pattiro Banten have women empowerment activities focused on 3 sectors, namely:

1. Livelihood Sector / entrepreneurship: entrepreneurship training and help the economic sector for women with the provision of skills to make products that can be marketed. Establishment of nutrition garden in temporary housing.
2. Disaster / DRR: Disaster education for women and children
3. Women protection: women's training, participatory mapping of women and children and community-based psychosocial

The expected outcome of the activities carried out is to be a strong woman and child. This program besides empowering women also reaches children and the elderly as an extension of women's empowerment. Based on interviews conducted with Yappika staff Mrs. Agatha R. Tambunan that the activities focus on economic recovery, especially for women. For activities, the formation of groups of fostered women who are trained for entrepreneurship. At present there are 6 women's groups, namely 5 groups in temporary shelters in Sumber Jaya Village, Sumur District and 1 group in temporary shelters in Taman Jaya Village, Sumur District. This activity was carried out in 2 phases, namely in January to April 2019 and phase 2 in September - July 2020.

In phase 2, this helps more in the areas of entrepreneurship such as skills training and manufacturing various products. However, due to the Covid 19 pandemic, many activities were hampered. The benefits of this empowerment program in addition to helping the economy of women to continue their lives also provide education related to disasters. In addition to preparedness to deal with disaster risks in the area, the program also teaches preparedness to deal with covid pandemic 19 disasters such as the creation of masks and hand sanitizers to protect the survivors in temporary shelters from exposure to the corona virus.

Based on Perka BNPB No 6 of 2017 The principles of implementing post-disaster Rehabilitation and Reconstruction are: building participation; promote coordination, implement good governance, maintain sustainability, carry out phased development based on priorities, rebuild better and safer based on disaster risk reduction, increase capacity and independence and mainstream gender equality, vulnerable groups, people with disabilities and justice. In the process of post-tsunami disaster recovery in Pandeglang District the above principles have been set out in the rehabilitation and reconstruction action plan but in the implementation there are still many things that need to be evaluated.

Setyonugroho (2019) states that community empowerment in the reconstruction process can help heal disaster trauma, psychological stress, depression and the lack of hope suffered by disaster victims so that they can spur them to recover from adversity[11]. In his research also mentioned that this community participation is manifested in terms of: the process of planning and building the
reconstruction of residents’ houses. Community participation in mutual cooperation activities is the main key that can determine the success of the post-disaster rehabilitation and reconstruction process. In post-Tsunami rehabilitation and reconstruction activities in Pandeglang District activities involving community participation by NGOs help motivate people to immediately recover from the sadness caused by the disaster. The community was also involved in the construction of temporary housing by the TNI as in the reconstruction research conducted by Setyonugroho in Yogyakarta.

Rehabilitation and reconstruction are complex stages of disaster management from the planning process, funding to the agencies involved [12]. The complexity of the process in rehabilitation and reconstruction requires participation where participation is based on the status and level of the community itself. The empowerment activity initiated by Yappika Action aid and Pattiro Banten was proven to be able to help increase the role of women in post-Tsunami recovery in Pandeglang District.

4. Conclusion

Women position in disasters is part of vulnerable groups, also have enough opportunity to participate with various empowerment efforts that are beneficial to disaster management and for the women themselves. Women as part of a vulnerable population have social roles and positions that can directly influence the whole process in disaster management. Disaster preparedness for women and men need to be in equal capacity. The efforts begin with the provision of knowledge and information about disasters, both physically and psychologically, to prepare well mentally in pre-disaster, during the disaster and post-disaster recovery. The empowerment activity initiated by Yappika Action aid and Pattiro Banten was proven to be able to help increase the role of women in post-Tsunami recovery in Pandeglang District.

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