

The Importance of Gender-Based Standard Operating Procedures for Disaster Management in East Java

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Subject Area: Disaster Management

Abstract

Disaster management addresses gender inequality by mitigating adverse effects on women. Involving women in disaster risk reduction is crucial, but their participation is often insufficient, leading to inadequate attention to their specific needs. In Indonesia, where women make up over half the population, their involvement in disaster management is essential. This study explores women's disaster risk mitigation strategies and emphasizes gender-responsive disaster management approaches. Following the 2021 Mount Semeru eruption, research in East Java revealed gender-sensitive disaster management deficiencies. Traditional methods often fail to support women and children who are particularly vulnerable. The study highlights the importance of education, training, and gender-sensitive disaster management policies. Using a phenomenological approach, the study conducted direct observations, in-depth interviews, and focus groups. It identified 24 significant obstacles in gender-based disaster management, such as inadequate casualty statistics and the lack of gender-specific infrastructure in refugee camps. The research underscores the need for gender-specific standard operating procedures (SOPs) to safeguard women and children's well-being during and after disasters. Enhancing education and capacity-building in vulnerable villages is also crucial for effective disaster mitigation. To improve disaster resilience, it is essential to integrate women into the disaster management framework, acknowledging their specific needs and harnessing their capabilities.

Keywords: Disaster Management; Gender-Based SOP; Gender-Sensitive Policies; Women and Children.

Introduction

Humans cannot predict exactly when and where a disaster will occur. Nevertheless, humans can manage disasters in order to control their impact. Disaster management activities (before, during, and after a disaster) aim to avoid uncontrolled impacts (Shaluf, 2007). Disasters are events or series of events that threaten and disrupt people's normal life patterns and cause loss of life, human casualties, environmental damage, property loss, and psychological impacts. In an unstable psychological state or a state of psychological imbalance, natural disaster

survivors will suffer from ongoing trauma and post-traumatic stress disorder (PTSD). In such circumstances, physical assistance (clothing, food, and shelter) will not provide sufficient assistance for them. Trauma, depression, and stress are some of the real impacts for some or even all victims of natural disasters (Pincha, 2008).

The role of women in mitigation or efforts to reduce disaster risk is still lacking because there is still inequality in the social structure of gender in society. The lack of involvement for women to reduce disaster risk results in a lack of handling of problems that arise for women when disasters occur (Women Desk, 2020). The limited participation of women in decision-making during disaster management results in inadequate facilities for women's needs. Many refugee locations tend to facilitate general matters, such as logistics, rice, and food. This approach is very pro-men. Women have biological cycles that should receive special attention. Lack of attention causes the availability of women's needs to be very minimal in several refugee camps. This condition makes women uncomfortable in refugee camps (CIP, 2012).

Over half of Indonesia's population are women, so they deserve important attention in handling various disasters. Women are relatively vulnerable when disasters occur. Therefore, increasing women's participation in dealing with disasters is an important variable to reduce losses due to disasters (KPPPA, 2011). The role of women in dealing with disasters is very important because women have more hope and potential to reduce disaster risks. Women are responsible for bearing children and managing finances in a family (Achmad et al., 2020; Alamiyah et al., 2021; Tjahjono et al., 2022; Tranggono et al., 2020). During the disaster emergency response period, women can play a role in disaster mitigation, recovery, rehabilitation, and post-disaster reconstruction. Increasing the role of women in dealing with disasters takes place through education and training, the aim of which is for women to have knowledge, awareness, and skills when facing disasters (Pemkab Malang, 2021).

The Population Research Center of the Indonesian Institute of Sciences (LIPI) researched gender-based earthquake management; the results showed that unequal relations between women and men in various daily lives impacted women's disaster management. In the management of evacuation, distribution of aid, rehabilitation programs, and post-disaster reconstruction, women often do not involve women. As the leading sector in disaster management, the government tends to treat women as disaster victims and ignore their central role (Hidayati et al., 2006). The implementation of disaster management must apply a gender-responsive approach to ensure the fulfillment of gender-based needs at all stages of disaster management, especially during the emergency response period (KPPPA, 2011).

The National Disaster Management Agency (BNPB) has conducted various training involving women in disaster management. Gender-based disaster risk reduction efforts will reduce the vulnerability of women and other vulnerable groups in disaster locations, such as violence and harassment (Panorama et al., 2021). East Java Province, as one of the areas prone to disasters (floods and earthquakes), really needs efforts to increase gender roles in handling disasters. Regulation of the Head of the National Disaster Management Agency Number 13 of 2014 concerning Gender Mainstreaming in the Field of Disaster Management is an important tool in integrating gender approaches in disaster management (Majni, 2022).

At the end of 2021, researchers and students conducted community service at the evacuation site for the Mount Semeru eruption victims. At that time, researchers had the experience that handling disaster victims lacked an understanding of gender responsiveness. The construction of refugee tents in the Penanggal village field does not pay attention to the safety and comfort of women and children. The provision of public toilets is in the side area of the field; the lights are dim, and there is not much separation between the toilets for men and women. On the other hand, the community gathering place and public kitchen are in the middle of the refugee housing area, with very bright lights.

Meanwhile, international regulations stipulate that bathing, washing, and toilet facilities (MCK) for women and children must be separate from men's toilets. The toilet should be placed in the center of the residential tent; the lights should be bright and visible from a distance (Women Desk, 2020). Based on these facts, researchers confirmed with BPBD Lumajang district and DP3AK East Java Province. BPBD Lumajang Regency and DP3AK East Java Province stated that no SOP specifically regulates gender-based handling of disaster victims. Disaster management is the responsibility of agencies and departments with budgets and functional duties for handling disaster emergencies.

Disasters harm everyone, but they disproportionately harm women, children, and mature and disabled people. Various reports show that cases of sexual and gender-based violence, such as rape, early marriage, domestic violence, and human trafficking, grow significantly in disaster situations (Adiputra, 2008). These findings require strengthening coordination between parties, both government and non-government elements, to build partnerships. In the East Java context, this research aims to collect opinions and expectations of the parties involved in disaster management and produce standard operational procedures as a common guide. To strengthen support in the psychosocial, legal, and health fields for those who experience vulnerable conditions after disaster events (Haryono et al., 2012).

Mount Semeru's eruption on the border of Malang Regency and Lumajang Regency, East Java, on Saturday, December 4, 2021, at 15.20 WIB, shocked many people. Semeru did not erupt violently, but the lava dome collapsed, bringing hot clouds of avalanche and volcanic ash in large volumes. Mount Semeru, with a height of 3,676 meters, is the highest mountain on the island of Java. It is recorded as an active volcano that erupted from 1818 to 2021. Before the collapse of the lava dome, seismic activity occurred very often. In the last 90 days, or September-December 2021, there have been 50-100 daily earthquakes. This frequent and increasing seismic activity is a sign that a major eruption will occur (Nugroho, 2021).

Five days after the eruption of Mount Semeru in Lumajang, East Java, BNPB records showed that 43 people were declared dead, 22 people were missing, 22 people were seriously injured, and 5,205 houses were affected. Based on data from the Emergency Response Command Post for Hot Clouds and Mount Semeru Falls, the number of survivors reached 6,542 people and occupied many refugee camps spread across the districts of Pronojiwo, Candipuro, Pasirian, Lumajang, Tempeh, Sumberseko, Sukodono, and Yosowilangun. Thousands of refugees spread across 121 evacuation points, namely the Lumajang, Malang, and Blitar regencies. At least ten sub-districts and 17 villages were affected by the eruption. Those worst affected include the villages of

Pronojiwo, Oro-oro Ombo, Sumberurip, and Supiturang in Pronojiwo District and Sumberwuluh Village and Sumburmujur Village in Candipuro District, Lumajang Regency, East Java (Muhari, 2021).

The lack of integration and understanding regarding standard operating procedures (SOP) for gender-based disaster management oriented towards local cultural wisdom in East Java makes disaster management a sectoral matter. For example, protecting women due to post-disaster economic incapacity is a matter for the social services department, women's empowerment due to violence at the disaster site is a matter for the DP3AK, the absence of special residential facilities for women is a matter for the public works agency, interruption of women's education due to a disaster is a matter for the Education office.

So, gender-based standard operating procedures (SOP) are needed to provide direction for protecting women and children during and after disasters for stakeholders (parties) involved in disaster management. The preparation of SOPs does not take place immediately but requires a cultural approach and local wisdom based on the perspective of disaster victims and providers of facilities for disaster victims. For this reason, extracting data in the field and conducting Focus Group Discussions (FGD) with the parties is necessary.

Literature Review

Many studies have proven that since the 1970s, which concluded that in disaster response actions, gender references were ignored. Although since the early 1970s, many disaster researchers have recommended the importance of women's position in handling various development problems during times of disaster and emergency. There is even a study that examined various disaster studies in the last twenty years, concluding the importance of gender references in disaster and emergency management, and found an imbalance in the demographic ratio between women and men in various disaster locations in various countries (Bujra, 1981).

Drabek (1986) measured an index of the importance of disaster management in America and Japan. The results show that in disaster management, there is neglect of the role of women. Even the word "women" was not discussed in the index survey. Since then, many scientific articles have provided sufficient information to provide an operational basis for various disaster and emergency management agencies to focus on distributing humanitarian and logistical assistance based on gender, especially women and children. The latest research report by the United Nations Development Program (UNDP) identified that there are still gaps in disaster management for women and children. Strategic planning in disaster management should prioritize women's and children's issues as an integration of gender mainstreaming. Institutions involved in handling disasters and emergencies must be based on various research findings on disaster management in order to be able to develop good and solid disaster management planning programs (Joseph-Brown & Tuiloma-Sua, 2012).

UNDP emphasizes the importance of understanding differences in adult sex ratios in various disaster evacuation sites. The number of refugee women and children always exceeds men. UNDP's findings in various refugee camps are that disaster management measures do not consider the level of vulnerable groups (women of all ages are the most vulnerable group). Even though most refugees are female, humanitarian and logistical assistance programs are more focused on adult male refugees because they are considered to have responsibilities in formal work within the family structure. UNDP should be able to provide recommendations for solutions by

paying special attention to involving competent social and health institutions. UNDP needs to involve research institutions capable of providing accurate data on the level of vulnerability in population segments in refugee camps (Conceição, 2022).

Why is it so important for women to receive primary disaster management? Is it simply having the responsibility of caring for children? Based on UNDP research results in various countries, women's responsibilities in the family do not only occur during emergency response conditions. However, before a disaster occurs, women are responsible for maintaining the safety of family members (parents and children), and women's responsibilities are even greater during the emergency response and post-disaster periods. Women generally prioritize care, paying attention to nutritious food intake, body health, clean clothes, and environmental cleanliness for their children and parents (Hemachandra et al., 2018). Statistics show that 14 times more female refugees die than men (Okai, 2022). The burden of women's responsibilities is very large, including reproduction (giving birth and raising children), production (women as income providers), and maintenance of domestic groups (community management, availability of water supplies, and other self-help programs). When women efficiently perform tasks outside of reproduction, there is no substantial difference from those performed by men (Hart, 2011).

The issue of handling gender-based disaster victims is very crucial but becomes limited (restrictive) information. This blurring of information is due to gender bias (Robles & Benavidez, 2020). Currently, disaster management agrees to place women as a vulnerable group in various disaster management institutions worldwide (Enarson, 2012). Several facts and valid data from research results show that (1) the number of women in refugee accommodation locations is always greater than that of men; (2) more and more women are acting as heads of households in disaster-affected areas and refugee camps; and (3) The magnitude of women's responsibility in terms of domestic stability (First et al., 2017). Understanding the concept of "women's vulnerability" is not due to biological or physiological considerations but rather cultural and social factors (Ginige et al., 2014; Haryono et al., 2012).

Methodology

This research uses a qualitative research method with a phenomenological approach. The researchers made direct observations regarding the impact of the Mount Semeru eruption on society and the environment. Direct observation is the best way to obtain data from the first source. Phenomenology allows researchers to interact directly with research subjects while making it easier to understand the research context and obtain informants (Tjahjono et al., 2022; Tomaszewski et al., 2020). The data collection technique uses in-depth interviews, focus group discussions, and site visits to obtain complete data regarding a social phenomenon and be involved with the subject's interactions.

Previously, researchers had conducted in-depth interactions with parties involved in handling Semeru disaster victims at the end of 2021 (Humas UPN, 2021; Sholahuddin, 2021). Some researchers have gained experience acting as volunteers in Penanggal Village and Sumbermujur Village, Candipuro District, Lumajang Regency. Every day, researchers interact with social workers from the Regional Disaster Management Agency

(BPBD), Department of Social Affairs, Women's Empowerment and Child Protection (DINSOS P3A), Department of Education and Culture (Dindik); and the Indonesian National Army (TNI AD) from Lumajang Regency.

In this research in 2023, researchers returned to the disaster location to observe changes after the disaster, including temporary housing conditions, the relocation process, permanent housing conditions, and interact with disaster-affected residents who were already living in permanent housing. This interaction is to obtain a bond of closeness and foster trust as the key to acquiring research data and analysis (Achmad et al., 2020; Achmad, Tranggono, et al., 2022). The informants in this research were six people consisting of government employees who worked at BPBD Lumajang, Social Service P3A Lumajang, Penanggal Village officials, Sumbermujur Village officials, and two representatives of residents from two villages. Meanwhile, the Focus Group Discussion took place at the Women's Empowerment, Child Protection and Population Service (DP3AK) office of East Java Province. While implementing this applied research, the researchers collected data from books, Lumajang district government legal documents, and journal articles.

The data collected includes, among other things, processes, and procedures for distributing donations and logistics, handling women and children as victims affected by disasters, educational assistance for elementary and middle school students, trauma healing assistance for early childhood children (PAUD), determining refugee shelter locations, processes providing temporary housing, the process of providing permanent housing. This research will prepare gender-based standard operating procedures, considering life safety, social welfare, and environmental sustainability.

Result and Discussion

The description of the research location is an important part of a research report (Guest et al., 2013; Mariampolski, 1999). The discussion regarding location descriptions aims to understand the conditions of the area occupied by a community so that geographical and social patterns of a community can be identified. Administratively, the territorial boundaries of Lumajang Regency are as follows: to the North, it borders Probolinggo Regency; to the East, it borders Jember Regency; to the South, it borders the Indonesian Ocean; and to the West, it borders Malang Regency. Topographically, Lumajang Regency is divided into four regions: mountain areas, mountains, fluvial plains, and alluvial plains. The mountain and mountainous areas include Ranuyoso, Tempursari, Mount Semeru, Mount Tengger, and Mount Lamongan. Areas on the fluvial plain include Lumajang, Summersuko, and Sukodono. Meanwhile, areas located on alluvial plains include Rowokangkung, Jatiroto, Yosowilangun, and parts of Tempursari (BPS Kabupaten Lumajang, 2023).

Lumajang Regency consists of fertile plains flanked by three volcanoes: Mount Semeru (3,676 m), Mount Bromo (3,292 m), and Mount Lamongan (1.651 m). The southern region is very fertile because it gets sediment from the 128 river that flows through it. The area has lava flows, namely the Glidik River, Rawan River, Gede River, Regoyo River, Rejali, Besuk Sat, Mujur River, and Bondoyudo (Suhari et al., 2017). Mount Semeru is administratively located in Lumajang and Malang Regencies, East Java. The highest peak is Mahameru, with a height of 3676 meters above sea level, the peak of the old crater wall of Mount Semeru, and

the highest mountain peak on the island of Java. The crater that rarely stops erupting is called Jonggring Seloko. Its position is to the South of Mahameru. Mount Semeru has strombolian and volcanic-type eruptions, which occur between 5 and 15 minutes. This characteristic began in 1967. The Mount Semeru area is in a straight line with the Tengger Mountains area in the North, a stratovolcano generally composed of Pyroclastic rocks and lava that are basaltic to andesitic. These volcanic rocks result from several eruption points (Wahyudin, 2010).

Lumajang Regency Government Preparedness in Handling the Semeru Disaster

In handling victims of the Mount Semeru disaster (eruption, hot clouds, and cold lava floods), the Lumajang Regency BPBD relies on four aspects as basic guidelines, namely knowledge, attitudes, emergency response plans, and disaster warning systems (Haryono et al., 2012). The Lumajang Regency BPBD is in the good category for these four aspects. A good category means that the performance and output of BPBD have a quick response, good communication, and fast mobilization when a disaster happens. Mainly activities in rescue and disaster management from BPBD after the eruption, when rescuing and evacuating victims.

BPBD Lumajang Regency, together with Search and Rescue (SAR), Indonesian Population Amateur Radio (RAPI), the Republic of Indonesia Amateur Radio Organization (ORARI), and the Indonesian Volunteer Community are currently still trying to evacuate the missing victims. The search continues while distributing logistics to the relocation area affected by the eruption (Interview with Amni, BPBD, June 24, 2023).

The Department of Social Affairs, Women's Empowerment, and Child Protection (DINSOS P3A) provides support to BPBD related to post-disaster management, including preparing command posts and facility support, logistics storage and distribution flows, handling psychosocial impacts on residents' survivors, mainly women, and providing trauma healing for children. In cooperating to handle the Semeru eruption disaster, each party is under each field in the disaster management support section. The selection of social workers at disaster locations is based on experience, health condition, mental readiness, educational background, and mastery of field conditions (Robert, 2020).

Only in special conditions, if the scale of the disaster is massive and requires many volunteers in the field, sending service personnel to the disaster location only relies on their physical and mental readiness. Another consideration is the division of tasks for official administrative operations (Interview with Aisyah, Dinsos P3A, June 24, 2023).

Regional apparatus organizations must serve the community under any conditions because this has become the main task and function of the state civil apparatus (Achmad et al., 2021; Achmad, Alamiyah, et al., 2022; Suaedi & Wardiyanto, 2010). Therefore, with good knowledge and experience, a good and appropriate attitude can be formed in dealing with disasters, especially volcanic eruptions. Good knowledge and attitude support other aspects of preparedness that are also good. On the other side, the level of preparedness for disaster hazards is lower than community preparedness during and after a disaster (Dodon, 2013).

Overall, the preparedness of Lumajang Regency BPBD employees is in a good category. However, it is necessary to increase disaster preparedness, especially pre-disaster and post-disaster activities. Moreover, the

Mount Semeru eruption disaster can happen anytime, so early preparation is needed to handle it quickly and appropriately. The ultimate goal is risk reduction due to disasters.

Preparedness of Penanggal Village and Sumbermujur Village Officials in Facing Eruption Disasters

Penanggal Village and Sumbermujur Village officials have good knowledge and attitudes regarding handling eruption disasters. Both village areas have excellent emergency response plans and disaster warning systems. Knowledge and preparedness are the most important prerequisites for mitigating communities or village residents in disasters (Anderson-Berry & King, 2005). Everyone in disaster-prone areas must have knowledge and attitudes regarding disaster preparedness (Romdiati et al., 2008). Humanitarian and logistical assistance from government agencies, non-governmental organizations, private companies, state-owned companies, and independent communities strengthens community preparedness to ease the burden on communities affected by disasters. Penanggal village and Sumbermujur village residents, which were unaffected, are ready to accommodate villagers around the foot of Mount Semeru who were victims of the Semeru eruption disaster. The preparedness of the two villages can minimize losses and casualties. They are building the skills and capacity of the residents of the two villages in disaster management through social processes at the disaster location (Maarif & Hizbaron, 2018).

Why is the preparedness of supporting areas at disaster locations so important? Because if people are not trained and not used to helping each other and being prepared for disasters, it can cause more massive losses. The arrival of humanitarian aid (food, health, clothing) from outside the disaster location is always not on time, not to mention if transportation access is broken or the weather is bad. First aid always comes from the surrounding community and closest to the location affected by the disaster. Disaster mitigation models must rely on analysis and mapping of readiness of locations closest to the source of the disaster. To support Penanggal Village and Sumbermujur Village as disaster-resilient villages, the Lumajang Regency government is preparing the villages closest to the disaster location as red areas supporting disaster resilience, namely Supiturang Village and Sumberwuluh Village. Residents in these two villages have sufficient knowledge of disasters but are not yet in the good category. Meanwhile, the two villages are in a good category regarding attitude, emergency response plans, and disaster warning systems. Residents of the Supiturang and Sumberwuluh villages need increased capacity and knowledge skills regarding disaster mitigation, especially since these two villages are located in locations affected by the Semeru disaster (lava flows, hot clouds, and cold lava floods). Mastery of science and technology greatly influences the preparedness of citizens and regions in facing disasters. Mass media is crucial in disseminating knowledge to the wider community (Humas BNPB, 2019; Wahyuni, 2008). Increasing knowledge is the basic foundation for disaster mitigation because a lack of knowledge will impact other aspects. Mastery of disaster mitigation knowledge can save and reduce many fatalities, dislocations, and economic losses due to disasters (Rahmawati, 2014). The results of the researchers' interviews with residents affected by the disaster at the permanent residential location in Sumbermujur Village prove that the community has speed in responding to the eruption and cold lava floods of Mount Semeru. Appropriate and effective anticipation and mobilization can reduce the risk of economic loss and death (Robert, 2020).

“After the Semeru eruption in 2021, we lived in temporary housing in the fields of Penanggal Village. While in refugee camps, we often received socialization about disaster mitigation. Together with the children and parents, we received training to anticipate eruption disasters in the form of hot clouds and avalanches and deal with floods of cold lava. We have to know every corner of the village well. How to leave the house quickly, carry any items, choose the fastest mode of transportation, go to the nearest safe location, and contact whom for emergencies” (Interview with Mrs Hanina, 42 tahun, July 20, 2023).

Informants from permanent residences are survivors from Supiturang Village and Sumberwuluh Village, whose houses were destroyed due to the eruption of Mount Semeru in 2021. Since receiving confirmation of relocation to permanent residences in Sumbermujur Village, the informants admitted that they had not experienced trauma from the sound of the eruption or roar from Mount Semeru. The informants who had received education about disaster mitigation played a role and spread this knowledge to their other families who still lived in Sumberwuluh Village and Supiturang Village.

“We often get visits from relatives from our home village whose houses were unaffected by the eruption. We shared stories and experiences with our family, how we survived the disaster of hot clouds and lava that hit where we lived. How grateful we are that BNPB’s disaster mitigation training was so useful. We recommend that our other families participate in socialization, training, and disaster mitigation simulations by government and private institutions. “Being prepared to face disasters is very important to avoid the risk of death” (Interview with Sulistyani, 36 years old, July 20, 2023).

Disaster mitigation training and simulations provide the community with the habit of being ready to face disasters due to the eruption of Mount Semeru. Communities without direct experience with disasters often ignore disaster preparedness (Anderson-Berry & King, 2005). Habituation provides experience so that people are better prepared to face disasters.

“Training as a habituation to the role of the community is involved in three stages: pre-disaster, emergency response, and post-disaster. BNPB, together with the Dinsos P3A, increased the role of the community in the pre-disaster period in the form of participation in disaster risk reduction, conducting disaster-related outreach, creating community action plans, activating Disaster Risk Management (PRB) forums, carrying out disaster prevention efforts, collaborating with non-governmental organizations in efforts mitigation, participating in education, training, and counseling for DRR efforts, and working together to create disaster resilient villages” (Interview with Amni, BPBD, June 24, 2023).

“During the emergency response period, Dinsos P3A and BPBD accompany the community after receiving information about a disaster by assisting with mobilization for independent evacuation, conducting a rapid assessment of the impact of the disaster, encouraging community participation in emergency response according to their field of expertise. “Meanwhile, in the post-disaster period, we encourage the community to participate in making rehabilitation and construction action plans, as well as motivating the community to participate in recovery efforts and construction of public facilities and infrastructure” (Interview with Aisyah, Dinsos P3A, June 24, 2023).

Evaluation of the eruption of Mount Semeru on December 4, 2021, the disaster mitigation program shows some of the impacts. Independent evacuation and participation with fellow residents’ help can minimize

fatalities. The large number of fatalities and extraordinary material losses were caused by the sudden eruption of Semeru and beyond experts' expectations (Muhari, 2021).

Twenty-Four Issues in Gender-Based Disaster Management

Focus Group Discussion of this research identified twenty-four issues related to gender-based disaster management based on in-depth interviews and focus group discussions. Some of the following issues have received good handling, but others need attention for handling. The first issue concerns data and information about casualties and property through disaster survivors. The government admits that it has not yet received an accurate and valid assessment and data collection on casualties and property for disaster survivors. The Lumajang Regency Government must allocate a budget to carry out post-disaster calculation studies to provide sufficient data with validity and accuracy. It needs hundreds of field enumerators and can collaborate through various universities through Community service activities.

The second issue is related to Gender Based Violence (KBG). There is a need for various activities and programs to reduce the incidence of KBG. Apart from KBG socialization efforts, assistance, data collection on logistical assistance, and distribution of assistance for the daily needs of survivors, establishing a psychosocial task force to provide basic psychosocial services to the community is necessary. The third issue relates to the lack of optimal distribution of emergency aid in the form of basic needs to cover all survivors. Several important points in assisting are fulfilling basic daily needs (healthy food, drinking water, clean water, toilet, and shower facilities), providing Basic Health Services in affected areas, and the presence of doctors, nurses, and midwives.

The fourth issue is trauma for refugees and survivors. Refugees and survivors need trauma healing to recover their psychological condition, establishment of psychosocial support service tents, and assisting with psychosocial services. Requires the involvement of regional officials who carry out government affairs in women's empowerment and child protection, Indonesian Red Cross, Dinsos P3A, and Health Service. The fifth issue is ensuring that the teaching and learning process continues to function, ensuring that no students drop out of school, and collecting data on students by the education and cultural departments. The sixth issue is designing the formation of disaster-resilient villages evenly, ensuring that all villages in disaster-prone areas are resilient to disasters (community, officials, and institutions). The seventh issue is the importance of establishing women and child-friendly villages. The aim is to accommodate the protection of women and children in villages, minimize incidents of gender-based violence against women and children, and encourage the establishment of child-friendly forums in villages.

The eighth issue is increasing children's participation in disaster management. Some of the activities include increasing children's participation in protecting women and protecting children from gender-based violence and providing learning materials related to disasters in early childhood. The ninth issue provides guidebooks on communication and education regarding Women's Protection and Children's Protection from Gender-Based Violence. The existence of books, modules, posters, and leaflets can disseminate material on women's protection and children's protection from gender-based violence. The book's preparation must go hand in hand with outreach efforts by the health, education, and culture departments.

The tenth issue identified is the lack of human resources to ensure the protection of women and children from gender-based violence. It is necessary to expand and enlarge the scale of training to provide ready-to-use human resources and increase technical guidance activities for the protection of women and the protection of children from gender-based violence. Encourage the role of education and culture services. The eleventh issue has a similar direction, namely the lack of counseling teachers who have skills in protecting women and children from gender-based violence. There is a need to increase the quantity and quality of technical guidance for counseling teachers and physical education teachers regarding the protection of women and the protection of children from gender-based violence, as the leading sector is the education and culture department.

Findings The twelfth issue is that there has not been enough socialization for disability groups regarding the Protection of Women and Child Protection from gender-based violence. More intense efforts are needed by government institutions that have authority in the fields of women's empowerment and child protection. The thirteenth issue concerns selecting and determining refugee locations that are not yet gender responsive. Placing vulnerable groups (women, children, and older adults) must be guaranteed security and comfort. There is a need for simple data collection based on gender and age when mobilizing refugees. This problem is the responsibility of government institutions with authority in disaster matters and regional officials carrying out government affairs in women's empowerment and child protection.

The fourteenth issue is the finding that many volunteers have not complied with Standard Operating Procedures regarding Basic Psychosocial Services. In the early stages of a disaster, survivors will have psychological problems due to the various losses that befell them (loss of house, property, income, and even family members). Their grief deserves intensive psychosocial services, but not all volunteers who work with survivors have the basic skills to provide psychosocial services. It is necessary to increase the role of Regional Apparatus who carry out government affairs in women's empowerment and child protection to design programs to increase the capacity of volunteers for psychosocial skills. The fifteenth issue finding is that not all refugee locations have Women and Child-Friendly Posts. The post is not just a building but is a task force for handling survivors to ensure (a) the protection of women and children in disaster areas. (b) Fulfillment of the specific needs of women and children. (3) There are no cases of gender-based violence in disaster areas. (4) Socialization of the functions of Women and Children Friendly Posts through posters and leaflets.

During the Emergency Response period, researchers found that there was not yet optimal coordination of the availability of reproductive health services (issue number sixteen), especially the need to establish a network of reproductive health services in refugee camps. The indicator is that all pregnant women, toddlers, older adults, and women of childbearing age in refugee camps receive services without exception. The government has not provided maternal and neonatal service posts in several refugee camps. The next issue, number seventeen, is that the government has not provided a food menu that considers the needs of vulnerable groups (women, children, and older adults). The food menu is more adapted to the needs of the adult male group. Many food menus in refugee camps still taste spicy or contain chili peppers, and many side dishes use fried cooking techniques. There should be supervision from government agencies that handle the health sector.

The next finding (number eighteen) is the lack of quality gender-specific toilets for women and men. Apart from that, the number of toilets is also inadequate to serve the refugees. The aim is to avoid cases of gender-based violence in refugee camps. The provision of toilets should concern health services, housing providers, and residential areas. The results of the FGD identified the nineteenth issue: during the emergency response period, no family psychological assistance room was available at the refugee camp. The government must provide space for family psychological assistance through related agencies. The aim is to suppress the emergence of cases of gender-based violence. The provision of this space is under the government's responsibility, which handles women's empowerment and child protection, the health department, and BPBD.

In the post-disaster period, issue number twenty, namely the government's limitations in assessing and collecting data on casualties and property for disaster survivors. The data must be accurate and valid. Data on survivors, deaths, injuries, age, location of treatment, location of evacuation, estimated nominal loss of property. This calculation is called *Jitupasana* (post-disaster calculation study). The number twenty-one issue that emerged in the post-disaster stage was the potential for gender-based violence. So it is necessary to assist, validate data on logistical assistance, distribute assistance for the daily needs of families of survivors, and provide Basic Psychosocial Services. The twenty-second issue, looking at important facilities that must be present in the post-disaster stage, is ensuring optimal emergency assistance as a basic need for survivors' provision of Basic Health Services in affected areas. The doctor on duty is ready 24 hours a day to serve residents.

Issue number twenty-three concerns findings regarding the emergence of trauma for refugees and survivors. So, there is a need for trauma healing facilities and programs for refugees and survivors. The target of trauma healing activities is psychological recovery because of a disaster. The traumatized conditions of the survivors include excessive anxiety, phobia of the sound of explosions, hysterics when there is an earthquake, pensive and crying because of extreme sadness. The twenty-fourth issue is anticipation of conditions where teaching and learning activities are not yet functioning. The government must (1) ensure that the learning process continues, (2) ensure that no students drop out of school, (3) set up educational tents, and (4) provide stationery and school equipment.

Conclusion

The Lumajang Regency Government demonstrated good performance and preparedness to face the Semeru eruption disaster. The main duties of function, experience, and coordination between regional apparatus, namely the Regional Disaster Management Agency (BPBD), Department of Social Affairs, Women's Empowerment and Child Protection (DINSOS P3A), Department of Education and Culture (Dindik), Dinas Health (Dinkes) when involved in the management of the Mount Semeru eruption disaster in 2021 have shown a collaborative work. Government officials and village residents from Penanggal Village and Sumbermujur Village showed increased preparedness in dealing with eruption disasters. These two villages are in the outer circle of incandescent lava flows and hot clouds, but these two villages have received hundreds of new families from refugee camps who live in permanent residential areas. The people of Lumajang Regency generally have noble attitudes and prioritize mutual cooperation and helping each other. The presence of new village residents

gets a good welcome from natives in Sumbermujur Village and Penanggal Village. Specifically for disaster preparedness, second citizens have disaster mitigation skills with strong attitudes, well-established emergency response plans, and a well-organized disaster warning system.

During the handling of the Mount Semeru eruption disaster in 2021, twenty-four issues were successfully identified by the research team and the parties through Focus Group Discussions. The twenty-four issues fall into three stages of a disaster, namely the pre-disaster period, emergency response period, and post-disaster period. Based on these three stages, women and children have not received optimal treatment as vulnerable groups. This research urges that twenty-four issues become the basis for preparing Standard Operating Procedures for women and children to receive primary disaster management. Women's responsibilities in the family are maintaining the safety of family members (parents and children), prioritizing care, and paying attention to nutritious food intake, body health, clean clothes, and environmental cleanliness for their children and parents.

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