

Gender Communication for Disaster Education in Women's Prison**Halimatu Sa'diah**

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Abstract: Disaster education is essential in creating a prison system that is resilient to disasters. However, it is still designed commonly in Indonesia and is not gender specific. This research emphasizes how crucial gender communication is for disaster education in prison, particularly in female prisons. This research aims to identify how gender is communicated during disaster education at Lapas Perempuan Kelas IIB Yogyakarta. It started with a research question on how the implementation of gender communication between women staff and women prisoners during disaster education. The method used in this study was a case study method used at Lapas Perempuan Kelas IIB Yogyakarta. Data was collected through observation, interviews, and document studies. The results discovered that the gender communication process during disaster education at Lapas Perempuan Kelas IIB Yogyakarta still did not completely accommodate women prisoners' needs. This research highlights the relationship between gender issues and the women's access to disaster management in Indonesia. The results are expected to encourage women's participation in disaster management, also improve disaster education quality in women's prisons.

Keywords: communication, disaster education, gender

INTRODUCTION

Disaster is a series of events that cause material and life losses. Disasters usually cause massive losses for human life, property, and the environment. It exceeds the ability of communities to manage using their resources (Moorthy et al., 2018). It is estimated that by 2055, around 64% of Indonesia's population will live in the seismic zone, up from 53% in 2016, with the largest increase in exposure being across the Java island (Deltares, 2018). The 2015 baseline report claims that in disaster situations, the risk of death is highest among women. The oldest and youngest population subgroups (Chee, 2018). This research is conducted due to the urgency of disaster hazards in women's prisons such as Lapas Perempuan Kelas IIB Yogyakarta. Lapas Perempuan Kelas IIB Yogyakarta is the only women's prison in D.I Yogyakarta, which was affected by a powerful earthquake in 2006.

The Indonesian prison system has regulated prisoners' rights, and it has developed along with the increasing disaster hazard exposure. Disasters disrupt not only daily activities but also take a toll on the livelihood of individuals. It is causing bigger implications on social conditions, economic activities, and progress and the

emotional and psychological impact on individuals (Rico, 2019). Previous disasters in Indonesia create situations in which prisoners suffer both physically and mentally. Basically, women prisoners have the same rights as other citizens related to protection against disaster hazards. Women actually represent a minority within the prison system, as in other countries. It means greater burdens in the serving of their sentence (Cuellar, 2015). Disaster education is very important for women, especially women prisoners, to face upcoming disaster hazards put aside.

The boundaries of disaster education's discipline are fluid and literature. The topic can be found in sociology, public health and health promotion, humanitarian response, political communication, and public relations (Preston, 2012). Disaster education is becoming increasingly popular to ensure public safety, recognizing that government and infrastructures can't protect all individuals and their communities from hazards (Dufty, 2020). In Indonesia, disaster education is a challenge for some government institutions, including Lapas Perempuan Kelas IIB Yogyakarta. It is because the Indonesian prison system is still archiving institutional goals in disaster management. Some disaster education programs might be designed by non-educators from emergency agencies and other disaster management organizations (Preston, 2012).

Disaster education has a long-term impact on creating a resilient prison system for disasters. Through disaster education at Lapas Perempuan Kelas IIB Yogyakarta, women prisoners can have access to disaster management. Disaster education can reduce their risks of becoming disaster victims. Disaster risk is the chance of a disaster occurring that will have potentially harmful effects on lives, assets, and livelihoods. It arising from community exposure and vulnerability to natural and human-made hazards (Kaur, 2020). Women are more likely to become disaster victims than men, disaster affects women and men differently. The traditional mindset believes that a disaster affects both men and women equally because it does not differentiate between gender (Sing, 2011).

One of the most striking common elements between women in developing countries and those in disaster-prone areas is marginalization because of a lack of adequate decision-making power and control over resources (Taft, 1987). Gender attributes impact differently in women. Gender defines social and cultural expectations about what behavior and activities are allowed, what attributes are valued, and what rights and power one has in the family, community, and nation (Enarson &

Chakrabarti, 2009). They are often less influential because of gender inequality and powerlessness.

Related to disaster management, women are mobilized but often not part of the decision-making processes (Chee, 2018). At a high-level, women are included as stakeholders in a small portion. Indonesian women clearly experience disaster-related difficulties, some groups do not consider them only as victims or survivors, but also acknowledge the important role that they play during and after a disaster (Chee, 2018). The disaster education curriculum in Indonesia is still designed. There is no special guidance for government institutions that oversee vulnerable groups, such as women related to disaster education. Disaster education was not prepared based on gender, even in women's prisons. Therefore, gender communication is required in women's prisons as a method of gender-based approach to finding out women prisoners' needs. Women's specific needs must be addressed, integrating the gender perspective into disaster management means recognizing the agency of women rather than merely categorizing women as a vulnerable group (Chee, 2018).

Based on the United Nations Office on Drugs and Crime (2014), there are several important components in a gender-based approach. First, recognition of their different needs. Second, prison staff capacity and willingness to communicate openly with women prisoners in a less authoritarian way. Third, skills such as active listening and patience in explaining prison regulations and their expectations. Fourth, awareness of emotional dynamics and capacity to respond decisively, fairly, and consistently. Women's views of their own needs often differ from the needs perceived (Kaur, 2020). Gender communication can become a bridge for discussions, inter-gender dialogue, between prison staff and women prisoners. Inter-gender dialogue is part of the gender communication process that involves gender attributes and is based on gender equality. Gender communication scholars posit that in patriarchal cultures, men's experiences override women and women's voices are accordingly muted, meaning that they are rendered deviant, suppressed, and eventually forgotten (Krolokke & Sorensen, 2006). Women are thus forced to struggle to uncover their own voices through layers of muteness.

Women's style of communication is a valid alternative. It leads to a reevaluation of certain forms of communication (Krolokke & Sorensen, 2006). Based on scientific research, men and women communicate at different levels. Their communication approaches are also different (Mohindra & Azhar, 2012). Even though

the government has provided a mountain of work guidelines for institutions such as Lapas Perempuan Kelas IIB Yogyakarta but disaster education in women's prisons seemingly still lacks detail in practice. The imprisonment of women has always been problematic for both men's decision-makers and the feminist movement (Pollock-Byrne, 1990). Disaster education in Indonesia is an old song and very complex in every aspect, especially in women's prisons.

METHOD

This research was conducted with a case study method for Lapas Perempuan Kelas IIB Yogyakarta during the COVID-19 pandemic. It has been actively operating since January 2017 in D.I Yogyakarta Province. Previously, it was in Yogyakarta City, but since April 2021, it has moved to the Gunung Kidul Regency. Based on the Indonesian prison's system database, there are 118 women prisoners at Lapas Perempuan Kelas IIB Yogyakarta. The descriptive qualitative was conducted to describe research data and draw conclusions about gender communication during disaster education at Lapas Perempuan Kelas IIB Yogyakarta.

Meanwhile, observation, interviews, and document studies were also conducted to collect research data. First, the researcher conducted two observations to get research permission from the Regional Office of the Ministry of Law and Human Rights D.I Yogyakarta (also known as KANWIL KEMENKUMHAM D.I Yogyakarta) and to find out about the prison situation. Second, the researcher conducted online interviews with two informants, prison staff, Lapas Perempuan Kelas IIB Yogyakarta's representatives around July and August 2021. The researcher conducted online interviews because Lapas Perempuan Kelas IIB Yogyakarta implemented a lockdown policy during the COVID-19 pandemic. Third, the researcher conducted document studies from literature reviews which had several points in common with this research.

During this research, the researcher also performs triangulation as a technique to check the reliability of research data by using something else for comparison and validation. Triangulation can be defined as taking several methodological or theoretical perspectives on a problem under research (Flick, 2013). Through a triangulation technique, the researcher not only observed and studied documents, but also interviewed. Meanwhile, for technical analysis, the researcher used qualitative data.

Qualitative data analysis is the classification and interpretation of linguistic (or visual) material to make statements about implicit and explicit dimensions. It also

meaning-making structures of material and what is represented in it (Flick, 2013). Qualitative data analysis helps to describe phenomena. It can be a subjective experience of a particular individual or group. Through qualitative data analysis, the researcher can describe gender communication during disaster education at Lapas Perempuan Kelas IIB Yogyakarta. It is a present phenomenon related to gender issues and the availability of women's access to disaster management that is mostly out of the public eyes in Indonesia. Through qualitative data analysis, the researcher also can analyze irrelevant data and make research interpretations of a research question. How the implementation of gender communication between women staff and women prisoners during disaster education.

RESULTS AND DISCUSSION

Disaster education is one activity related to disaster management for women prisoners at Lapas Perempuan Kelas IIB Yogyakarta. During the COVID-19 pandemic, disaster education was held indirectly. Before the COVID-19 pandemic, disaster education was held directly, face to face, in a prison field or a pavilion. According to a Lapas Perempuan Kelas IIB, Yogyakarta's representative stated that: "We did it (disaster education) and gathered women prisoners in a pavilion, Pendopo Lapas. However, because of the COVID-19 pandemic, we still did it while women prisoners were in their cell over a loudspeaker" (Informant 1, August 15, 2021).

The strong reason disaster education was held indirectly was to avoid the separation of COVID-19 inside prison. Based on this research, Lapas Perempuan Kelas IIB Yogyakarta held disaster education by playing YouTube videos such as from The National Disaster Management Authority (also known as Badan Nasional Penanggulangan Bencana - BNPB). It comprises of life skill information such as disaster risk, evacuation, safe location, and risk mapping. As a women's prison, Lapas Perempuan Kelas IIB Yogyakarta was designed specifically for women, and most staff are women. Although there is a man staff, this number is not as much as women's staff and women's prisoners. Most interactions at Lapas Perempuan Kelas IIB Yogyakarta are between women staff and women prisoners. Gender attributes facilitate the communication process between women staff and women prisoners.

Based on this research, demographically, they have close ages. The average age of women prisoners at Lapas Perempuan Kelas IIB Yogyakarta is late adulthood (36-45 years), around 33.89% of total prisoners. Meanwhile, others are early adults (26-35

years) around 30.50%, early teens (12-16 years) around 16.94%, early elderly (46-55 years) around 14.40%, and late elderly (56-65 years) around 4.37%. Women have a higher sense of empathy, they can empathize more with each other. Women's staff not only take their work obligations but can also become friends in a manner with women prisoners. On some occasions, women prisoners might share their life stories with women staff. The closeness of women staff and women prisoners can facilitate the gender communication process or even collect further information for gender analysis. Based on this research, most of women prisoners' crimes at Lapas Perempuan Kelas IIB Yogyakarta are drugs, about 35.59%. Women are often involved as drug couriers and come from poor backgrounds. Sometimes they do not understand the risks involved and the implications of their actions (United Nations Office on Drugs and Crime, 2014). In investigating criminal cases such as drugs, gender communication makes it easier for investigators to approach women (suspects) and help them uncover other crime suspects. Currently, based on this research, most of women prisoners at Lapas Perempuan Kelas IIB Yogyakarta who were involved in crimes have low education backgrounds.

Women involved in crime come from marginal groups who do not care about education. View women's roles as determined by gender, religion, and stereotyped perceptions in society (United Nations Office on Drugs and Crime, 2014). Around 80.50% of women prisoners at Lapas Perempuan Kelas IIB Yogyakarta have low education (elementary, junior high, high school, vocational school, and dropouts).

Table 1. Women Prisoner's Education at Lapas Perempuan Kelas IIB Yogyakarta

Education Level	Total	Percentage
Elementary School	14 Prisoners	11.01%
Junior High School	22 Prisoners	18.64%
Senior High School	45 Prisoners	38.1%
Vocational High School	13 Prisoners	11.01%
Diploma	6 Prisoners	5.08%
Bachelor Degree	16 Prisoners	13.55%
Master Degree	1 Prisoner	0.84%
Dropout	1 Prisoner	0.84%
Total	118 prisoners	100%

Source: Lapas Perempuan Kelas IIB Yogyakarta, 2021

Based on scientific research, men and women communicate at different levels and their communication approaches are also different (Mohindra & Azhar, 2012). Men are more to the point in communicating, but women need an approach. Men and women are more similar than different, but the differences are more important (Dow et al, 2006). Gender communication might be a platform for inter-gender dialogue between women staff and women prisoners to build mutual understanding. During disaster education at Lapas Perempuan Kelas IIB Yogyakarta, inter-gender dialogue helped to identify women's prisoners' needs. It can raise trust between each other and create effective communication related to disaster management.

Disaster management programs include public education and information for this reason, but a high level of expertise is needed to make such communications effective in changing attitudes and practices (Twigg, 2004). Communication is crucial to establishing coordination between parties at Lapas Perempuan Kelas IIB Yogyakarta. Disasters in Indonesia are unpredictable and can happen anytime. Rapid development and climate change are increasing Indonesia's exposure to disaster hazards, particularly flood and seismic risks (World Bank, 2017). Lapas Perempuan Kelas IIB Yogyakarta and other government institutions need to be prepared as it increases.

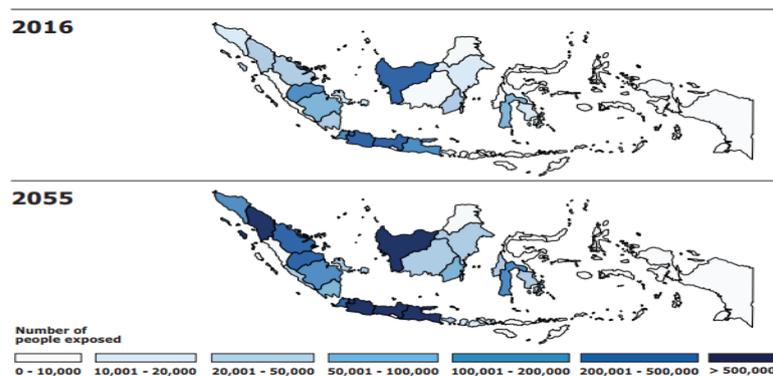


Figure 1.

Indonesia's Exposure To Disaster Hazards Will Increase Significantly Between 2016 and 2055.

Flood as an example, along the Indonesian coastline, with about 8,000 inhabited islands. Cities will be more exposed to coastal flooding because of projected sea-level rise. It is estimated that there will be a 73% increase in Indonesia's population living in coastal flood zones by 2055. With 36% coming from population growth and 26% because of the effects of climate change (Deltares, 2018). Meanwhile, based on

INFORM, disaster hazard and exposure in Indonesia is increasing and is categorized in the middle class.

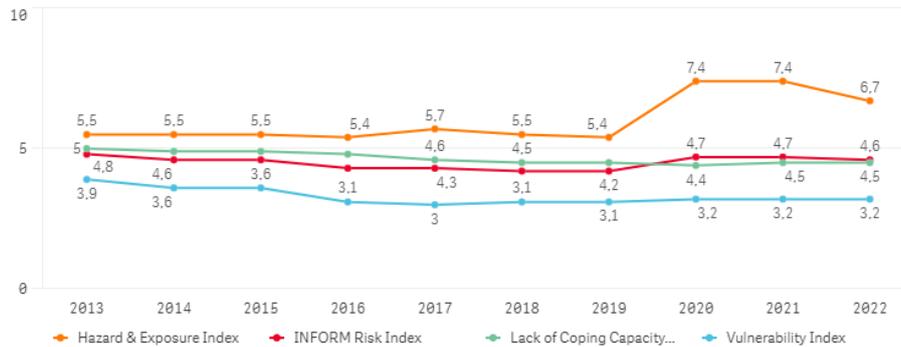


Figure 2.
INFORM's Country Risk Profile for Indonesia.

The vulnerability index in Indonesia did not increase massively, but stagnated at the same point for 3 years, 2020-2022. Disaster hazard in Indonesia not only need serious actions but also strong fundamentals. Disaster education in the pre-disaster phase is related to the decision-making process, and it links risk areas with information. Therefore, it is understood that disaster education can't be separated from risk assessment. Risk assessment is a means not only to understand the risks that society faces, with their potential probabilities and affects, but also to provide a framework to determine the effectiveness of disaster risk management, prevention, and mitigation (Terpstra, 2017). Based on this research, Lapas Perempuan Kelas IIB Yogyakarta conducts risk assessments such as identification of static security, team capacity, evacuation routes, safe locations, and coordination with local disaster management and security institutions.

In 2000, the Indonesian government has regulated the need to conduct a gender mainstreaming strategy in all processes of the national and local government, to increase the position, role, and quality of women, as well as the attempt to realize gender equality and justice in the family, society, and state (Chee, 2018). BNPB Regulation No. 13 Year 2014 (also known as Peraturan Kepala BNPB Nomor 13 Tahun 2014) was created as a guideline for local government and non-government parties in implementing gender mainstreaming in disaster management (Chee, 2018). In particular, the regulation aims to (1) Implement gender justice and equality principles in all components of disaster management; (2) Encourage gender management by creating gender-responsive planning and budget in disaster management; (3)

Encourage the manifestation of protection and fulfillment of women's and men's rights in disaster management.

Based on this research, there are two basic points related to women prisoners' needs. First, enhance women prisoners' participation in decision-making related to disaster management in prison. It is important to guarantee their basic rights and plan women-friendly regulations. In addition, women prisoners' participation is also important to provide space for their aspirations and equality. Second, enhance the protection of women prisoners from violence. Physical and emotional violence against women is common in Indonesia. Women prisoners are often the object of violence prior to imprisonment. Violence against women in prison might occur and be perpetrated by prison staff and other prisoners. Rape may take place as sexual services which women prisoners are forced to provide for access to goods and privileges or to enjoy their most basic human rights (United Nations Office on Drugs and Crime, 2014).

Based on this research, gender communication helped the researcher identify the main problems faced by women staff at Lapas Perempuan Kelas IIB Yogyakarta. During an online interview with the women staff, a Lapas Perempuan Kelas IIB Yogyakarta representative stated that : “We have limited human resources to provide disaster education. Because not all prison staff are given disaster education. So we have to cooperate with related parties” (Informant 2, August 15, 2021).

Lapas Perempuan Kelas IIB Yogyakarta also runs several SOPs and regulations related to disaster management, just like other government institutions. But, even though they have implemented several of them, Lapas Perempuan Kelas IIB Yogyakarta does not yet have adequate capacity related to disaster management. As an example, the technical implementation of disaster education at Lapas Perempuan Kelas IIB Yogyakarta still has a dependence on BNPB. BNPB is the main government institution responsible for disaster management in Indonesia. During the COVID-19 pandemic, disaster education at Lapas Perempuan Kelas IIB Yogyakarta did not involve BNPB representatives. Only a few prison staff receive disaster education. Staff who never received disaster education are inappropriate to provide disaster education. Meanwhile, vulnerable people need to know about the hazards and risks they face, and the measures they can take to mitigate and prepare for potential disasters (Twigg, 2004). Based on this research, Lapas Perempuan Kelas IIB Yogyakarta is still trying to maximize staff capacities in disaster management and accommodate women prisoners' needs.

Besides that, the disaster education curriculum in women's prison needs to be designed differently and needs to be put seriously for women prisoners. There is a need to ensure that capacity building for women prison staff comprises a key component of the policy, program development, and delivery. It enables staff to address the specific social reintegration requirements of women prisoners, as well as to empower women staff (United Nations Office on Drugs and Crime, 2014). Capacity building in disaster management for women staff is very important because they interact more with women prisoners. Another main problem is coordination. When an earthquake occurred at Lapas Perempuan Kelas IIB Yogyakarta on June 28, 2021, a Lapas Perempuan Kelas IIB Yogyakarta's representative stated that: "Because prisoners are women, we provide education so that they can be calmer. They have to stay in a prison field while waiting for further information" (Informant 1, August 15, 2021).

Prison staff tried to convince women prisoners to not panic when an earthquake occurred at Lapas Perempuan Kelas IIB Yogyakarta. Their panic was justified because if there was no coordination, they would die inside their cell. Women prisoners panic easily when a disaster occurs. Women are regarded as more difficult to handle, they go off more often than men and engage in more violent self-destructiveness and madness than men (Pollock-Byrne, 1990). This is influenced by the social structure in Indonesian society, which formally shapes the mindset of women as powerless objects. The social structure of most societies formally relegates women to inferiority and dependency. This is increasing women's vulnerability through their disempowerment.

Gender communication might build women's resilience in disaster situations. Resilience is the ability of individuals to adapt in the face of adversity, trauma, or tragedy (De Chesnay & Anderson, 2019). Based on this research, during disaster education at Lapas Perempuan Kelas IIB Yogyakarta, women prisoners are shaped to mitigate appropriately and not panic easily. They are also shaped to coordinate with prison staff by following their instructions. Although prison staff still have limited capacity in disaster management, cooperation with each other is more important when disasters occur in prison.

CONCLUSION

Based on this research, the gender communication process during disaster education at Lapas Perempuan Kelas IIB Yogyakarta still did not completely accommodate women prisoners' needs. The implementing gender communication between women staff and women prisoners during disaster education helps identify the main problems that are being faced by each other. From a series of disaster events in Indonesia, women are most disaster victims. Disaster education is important for women, especially women prisoners. The same disaster affects women and men differently. Gender communication in women's prison needs to be improved as a bridge for discussion, inter-gender dialogue, between women staff and women prisoners at Lapas Perempuan Kelas IIB Yogyakarta. Rapid development and climate change are increasing Indonesia's exposure to disaster hazards. Every government institution, including Lapas Perempuan Kelas IIB Yogyakarta, has to prepare for it well.

There are four recommendations from this research. First, the Indonesian government needs to pay more attention to improving prison staff capacities in disaster management, especially in women's prisons. Even though the government has conducted a gender mainstreaming strategy in disaster management, if their human resources are not qualified, it will be in vain. Second, Lapas Perempuan Kelas IIB Yogyakarta needs to improve the quality of disaster education from year to year to face upcoming disaster hazards. Third, every government institution in Indonesia must be able to reduce dependence on The National Disaster Management Authority for the technical implementation of disaster education. In certain situations, such as a pandemic, disaster education must still be held even without the involvement of BNPB representatives. Fourth, the Indonesian government needs to design disaster education curriculums specifically for women and even for women's prisons. Like gender mainstreaming in disaster management policies, disaster education also needs to be designed in such a way.

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