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Social Protection for Elderly in Emergency (Case Study: Yogyakarta Special Region, Indonesia)

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Abstract. Yogyakarta Special Region in 2012 had the highest percentage of elderly population in Indonesia (13.04%), in 2020 it is predicted to reach 14.7%, and in 2030 it will reach 19.5%. The government in Yogyakarta Special Region needs to make a responsive policy of the increase in number of elderly people, considering that the elderly with various problems faced will become vulnerable in the event of a disaster. This study aims to develop a disaster management strategy oriented to social protection for the elderly in emergency. The research focused on Yogyakarta Special Region with the main consideration that Yogyakarta Special Region has the highest proportion of elderly people in Indonesia and has various potential disasters. Data collection techniques in this study used the method of observation, in-depth interviews, focus group discussion (FGD), and documentation studies. The data that has been collected then analyzed descriptively qualitatively. The research find that disaster management strategic for realizing social protection for the elderly in emergencies include: (1) establishing a coordination mechanism and legal framework for disaster risk reduction, (2) integrating the concept of disaster risk on all regional and resource development rules and plans, (3) improving the flow and effective ways to share information about disaster, (4) increasing public awareness of disaster impacts and risks, and (5) integrating relation between multi-stakeholder and involving the real role of community where living in disaster-prone areas. The form of participatory social services to support the realization of social protection for the elderly in an emergency condition are directed through home care services, assisting productive economic empowerment, mentoring religious activities, and mentoring psycho-emotional activities.

1. Introduction

The potential for disasters in Indonesia is very large. The vulnerability of potential disasters that occur in the form of geological disasters (earthquakes, tsunamis, volcanoes, landslides), hydrometeorological disasters (floods, flash floods, droughts, extreme weather, extreme waves, forest / land fires) and anthropogenic disasters (epidemics, technological failure). In the last decade in Indonesia, that were 11,274 disasters that killed 193,240 people and resulted in losses of Rp 420 trillion [1]. Future predictions, in accordance with Indonesia's geographical conditions, disasters in Indonesia will continue to happen.



According to the 2013 multi-threat disaster risk index data per district/city in Indonesia, from 5 districts/cities in the Yogyakarta Special Region, 4 districts are included in the category of high-class exposed to disaster (Kulonprogo, Bantul, Gunungkidul, Sleman) and only Yogyakarta City which is included in the category of classes is being exposed to disasters [1]. This condition certainly requires the existence of disaster management efforts, namely by increasing the knowledge of the community to be able to recognize, understand, and be aware of disaster risks in the vicinity. The community with the collaboration of the roles of each relevant stakeholder needs to be equipped with capability of disaster risk reduction so that at any time a disaster they already to mobilizing all potential in the surrounding environment because the community is the recipient of the direct impact of the disaster as well as the perpetrators.

Elderly people are part of a community that is vulnerable during a disaster. Elderly can be interpreted as someone who has reached the age of 60 years and over [7]. Along with the aging age, the elderly have problems such as physical, mental, and social setbacks. The problem of the elderly needs to be respond in the form of protection against the welfare of the elderly. Protection of the welfare of the elderly in the context of empowering healthy, independent and productive elderly people is regulated in the provisions of legislation concerning legal protection for the welfare of the elderly by basing on the root of the problems that occur from the basic level to the top [4].

Yogyakarta Special Region is the province with the highest percentage of elderly population in Indonesia in 2012, namely 13.04% [10]. The percentage of elderly in Yogyakarta Special Region is projected to experience an increase in 2020 reaching 14.7% and in 2030 reaching 19.5% (source: <http://www.merdeka.com/uang/jumlah-penduduk-lansia-di-yogyakarta-tertinggi-di-indonesia.html>). The government in Yogyakarta Special Region needs to make a policy that is responsive to the increase in the number of elderly people, considering that the elderly with various problems faced will become vulnerable in the event of a disaster.

Elderly in Yogyakarta Special Region as a vulnerable group if the Merapi Volcano eruption, so must prioritized by disaster health nurses to improve rescue efforts, prevent disease, and disability [8]. The initial handling of disaster health nurses on triage and evacuation efforts is different compared to the way that done when at the hospital, this attempted to save the elderly who were victims of the disaster.

The protection of elderly women victims of earthquake disasters in West Sumatra can be pursue through *Sumbayang 40* traditions, *tariqat* scholars develop disaster conscious preaching that builds knowledge, awareness and disaster management [2]. The *Sumbayang 40* tradition contributes to the protection of elderly women in various forms, including worship, economic, social, psychological and educational protection. Protection of elderly women is attempt to improve the quality of life of the elderly.

In Sukamanah Village, Pangalengan District, Bandung Regency, is an earthquake prone area, although in terms of population the elderly are quite large, but social service programs for the elderly are still very minimal and not included in the program priority scale elderly social services in disaster-prone areas [3]. Strengthening the role of local government is need in order to improve the quality of life of the elderly and provide protection to the elderly in areas prone to earthquakes.

Some of the findings above indicate that social protection for the elderly in disaster emergency conditions is attempt to improve the quality of life for the elderly. In an effort to improve the quality of life of the elderly in Yogyakarta Special Region, social services for the elderly are needed, one of which can be arranged based on the principle of participation [10]. Participatory and collaborative efforts between government, private sector, nongovernmental organization (NGO), and society are need to create equality or be call an inclusive approach [9]. The involvement of government and institutions related to disaster management is an important effort in managing disasters, especially for the elderly in Yogyakarta Special Region.

The problem found in Yogyakarta Special Region is that there is still no social protection for the elderly in disaster emergency conditions that are easy to understood and apply in real terms. Therefore, this study seeks to develop a framework for disaster management strategies that are

oriented of social protection for the elderly in disaster emergency conditions in Yogyakarta Special Region.

2. Methodology

The design of this study is research and development (R & D), which carried out continuously for two years. The first year of 2017 aims to determine the results of the implementation of social services for the elderly in Yogyakarta Special Region. In the first year, a participatory social service model has been produce for the elderly who have been validate by adopting a collaborative governance framework and developing from the existing social welfare model. In the second year of 2018, the research aims to determine the development of factual data on the elderly and be oriented to the development of disaster management strategies that are oriented of social protection for the elderly in disaster emergency conditions in Yogyakarta Special Region.

This research is focused on Yogyakarta Special Region with considerate of: (1) Yogyakarta Special Region is an area that has the highest life expectancy in Indonesia; (2) The proportion of the elderly in Yogyakarta Special Region is the highest in Indonesia and the distribution ratio of the number of elderly people in the districts / cities is there; (3) Yogyakarta Special Region has the potential for disaster; and (4) fulfilling the need for social protection for the elderly becomes an important matter and must be done immediately.

Data collection techniques in this study used the method of observation, in-depth interviews, focus group discussion (FGD), and documentation studies. Resource taking is done by purposive sampling method, namely by determining resource persons according to expertise and expertise in the field of disaster management and social services for the elderly, including bureaucrats, practitioners, social observers and public services, academics, and verifiers for the development and application of models.

The subjects of this study are: (1) BKKBN DIY; (2) DIY Provincial Health Office; (3) DIY Provincial Social Service; (4) DIY Elderly Regional Commission; (5) Social Welfare Institution Communication Forum in DIY; (6) Center for Research and Development of Yogyakarta Social Welfare Services; (7) Tresna Werdha Social Service Center Yogyakarta (Abiyoso and Budi Luhur); (8) DIY Ombudsman Institution; (9) Elderly people handled by Tresna Werdha Social Service Center Yogyakarta and elderly non-social service centers living in the community; (10) Health BPJS Yogyakarta; (11) UGM Center for Policy and Population Studies; (12) Research Center for UNY Elderly People; (13) Communities as elderly foster families in the DIY area; (14) Social workers in the DIY area; (15) Healthy homes for the elderly; and (16) BPBD DIY.

In this study, data analysis used a qualitative descriptive approach. The results of the first year research were intend to determine the results of the results of the implementation of social services for the elderly in Yogyakarta Special Region and to form a model of participatory social services for the elderly. In the second year it was intended to determine the development of factual data on the elderly and obtain the results of the development of a disaster management strategy oriented to social protection for the elderly in disaster emergency conditions in Yogyakarta Special Region. This research is very important because research studies on social protection for the elderly in disaster emergency conditions are still limited.

3. Result and Discussions

Disasters in the present era are not considered extraordinary events, although the risks and impacts are large. Disasters have now become a topic of conversation in the daily routine of the community. Therefore, public awareness of disaster mitigation is very important to be realize. The problems faced today, even though disasters have become part of the present routine of society, but there is still panic, the possibility of casualties and property losses that arise when a disaster comes suddenly.

Elderly as part of a community that is vulnerable during a disaster needs to be manage properly so that the possibility of becoming a victim of a disaster can be minimize. Therefore, the need for a disaster management strategy to protect the existence of the elderly is very important and urgent. This strategy leads to social protection for the elderly in emergency conditions, especially when there is a

disaster in Yogyakarta Special Region [6]. Some directives for strategies to realize social protection for the elderly in emergency situations that can be implemented, including:

1. Establish a coordination mechanism and legal framework for disaster risk reduction
Structured mechanisms and legal frameworks are very important to emphasize as protectors and explanatory workflows for all stakeholders in disaster management. Social protection intended for the elderly to reduce disaster risk requires a mechanism that is operational in nature. The work operation is organized with a structured workflow concept so that people who have elderly are able to provide social protection to the elderly in an emergency. Structured work mechanism can be by making programs targeting the lowest community there a shelter for the elderly. Public awareness is needed so that in the event of a disaster emergency, the elderly can be handled according to a mechanism that has been understood through existing socialization and simulation.
2. Integrate the concept of disaster risk reduction in all the rules and plans for regional development and resource development
This strategy targets the gradual integration process of the concept of disaster risk reduction in various development and development plans. The concrete way is to apply technology and disaster concepts to the development work plan. The concept of regional development sheltered by the elderly, especially the smallest area, namely the elderly family must have a concept that makes it easy to protect the elderly in disaster emergency situations. Accessibility of the elderly in the elderly family needs to be realized to reduce the occurrence of disaster risks to the elderly. Accessibility is manifested in the construction of housing for elderly families, for example the presence of emergency doors, shelter, easy to reach elderly bedroom placement, and safety equipment.
3. Improve flow and effective ways for various information about disaster
An increasingly global and connected world should be the main tool for disseminating disaster information. Integration of various channels, various messages, millions of interconnections throughout the world to emphasize disaster risk reduction. Socialization to strengthen the strategy of social protection for the elderly in emergency situations must be intensified. In this way the community will form awareness and can follow social protection procedures for the elderly in an emergency.
4. Increase public awareness of disaster impacts and risks
The main disaster education channel is in school, bringing disaster risk issues to each discussion and forum. Education and increasing awareness without stopping will bring the impact of public independence on the potential for disasters that occur in the region. Independence is absolutely necessary because disaster risk reduction is a shared responsibility, it cannot be only the role of stakeholders in the government or disaster related institutions.
5. Integrate relations between multi stakeholders and involve the real role of people living in disaster-prone areas
Coordination and relations between stakeholders and the involvement of the real role of the community in disaster-prone areas is the key to reducing the risk of future disasters.

Based on the direction of the five strategies above, it is necessary to empower the quality of life of the elderly who are oriented towards making various programs and / or activities capable of increasing the involvement of the elderly in disaster risk reduction. Stakeholders need to provide space and opportunities for the elderly to make the elderly resilient to disasters. In realizing social protection for the elderly in an emergency, various participatory social services are carried out to empower the quality of life of the elderly [5], including:

1. Home care services
Home care is a service activity carried out in an elderly home. The target of home care besides the elderly as the object, also the family in the elderly community lives. This service can be by volunteers or community social institutions based on empowering the elderly. Continuous service for the elderly is the key to the success of the home care program. The involvement of the family occupied by the elderly is also very influential on the success in creating a resilient elderly

disaster. The existence of a family that supports and understands the existence of the elderly in disaster management strategies is a step in the success of the home care program. With a broad understanding of disasters by the elderly, the elderly will be more protect from disasters.

2. Assistance to productive economic empowerment

Productive economic empowerment assistance for the elderly can be through the Joint Business Group scheme. In implementing Joint Business Group through stages: (a) program preparation and work plan, (b) precondition preparation stage, (c) registration and selection, (d) counseling and dissemination of information, (e) entrepreneurship training, (f) assistance for Joint Business Group elderly, (g) consolidation of escort officers, and (h) social assistance. The development of Joint Business Group programs and activities requires cooperation and coordination from various parties so that they have a real economic impact and are able to reach all potential productive elderly, especially for productive economic empowerment assistance in disaster-prone areas.

3. Mentoring religious activities

Accompaniment of religious activities for the elderly can be focus on: (a) dimensions of belief / faith, (b) dimensions of worship practices, (c) dimensions of practice, (d) dimensions of appreciation or practice, and (e) dimensions of knowledge. The involvement of scholars, religious leaders, and the Office of Religious Affairs is very important to achieve this program. One example that can be by scholars is to carry out lectures or *syiar* containing awareness of disasters. *Syiar* is aware that disasters besides building disaster knowledge also provide psychological reinforcement to the elderly and their families. *Syiar* is aware that disaster is a mission that builds knowledge, awareness and disaster management efforts. This concept is an important part of disaster risk reduction efforts, namely by providing arguments about family rights and obligations in social protection for the elderly in emergency situations.

4. Mentoring psycho-emotional activities

Mentoring psycho-emotional activities for the elderly who live in disaster-prone areas can be through participatory observation and depth interviews in the daily activities of the elderly. The approach is carried out through cognitive approaches, physiological approaches, and behavioral approaches. Cognitive approach allows to seeing the anxiety characteristics of the elderly in the form of fear of danger or future disasters, difficulty in concentration, and difficulty in remembering something that was past. The physiological approach allows to see the anxiety characteristics of the elderly in the form of muscle tension, inability to relax, trembling, cold sweat, skin itching, stomach and digestive disorders, excessive stomach acid production, and headaches. Behavioral approach allows to see the anxiety features of the elderly in the form of behavior that tends to be repeated, such as walking back and forth, restlessness, and confusion.

4. Conclusion

Based on the results and discussions, the conclusions are as follows:

1. Strategies for realizing social protection for the elderly in an emergency are:
 - a. Establish a coordination mechanism and legal framework for disaster risk reduction.
 - b. Integrate the concept of disaster risk reduction in all the rules and plans for regional development and resource development.
 - c. Improve flow and effective ways for various information about disaster.
 - d. Increase public awareness of disaster impacts and risks.
 - e. Integrating relations between multi-stakeholders and involving the real role of people living in disaster-prone areas.
2. The form of participatory social services to support the realization of social protection for the elderly in an emergency condition are direct through:
 - a. Home care service.
 - b. Productive economic empowerment assistance.
 - c. Assistance to religious activities.
 - d. Mentoring psycho-emotional activities.

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