



## **Impact of the COVID-19 Pandemic on Vulnerable Groups in Post-Disaster Areas**

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### **ABSTRACT**

The COVID-19 pandemic has caused economic crises in many parts of the world, including post-disaster areas in Indonesia. Various studies have found that COVID-19 has caused most people to lose their livelihoods, leading to more severe poverty. However, not much is known about the impact of COVID-19 on Vulnerable Groups in post-disaster areas. The approach used in this research is descriptive qualitative where data is collected through interviews, observation, and utilizing secondary data. This study found that the pandemic caused worse conditions for vulnerable groups in post-disaster areas. The impact can be seen from both social and economic aspects. Socially, the pandemic has changed the livelihood patterns of vulnerable groups, ranging from changes in the type and number of business products to changing professions from farmers to construction workers. In addition, female family heads and the elderly are often stigmatized during the pandemic. Violence against children has also increased significantly. Economically, the pandemic has led to an increase in unemployment in the disaster area. Female heads of household have experienced shrinking incomes and have contributed to the poverty rate. Businesses in the affected areas have difficulty accessing capital due to a lack of business legality from the government.

#### *Keyword:*

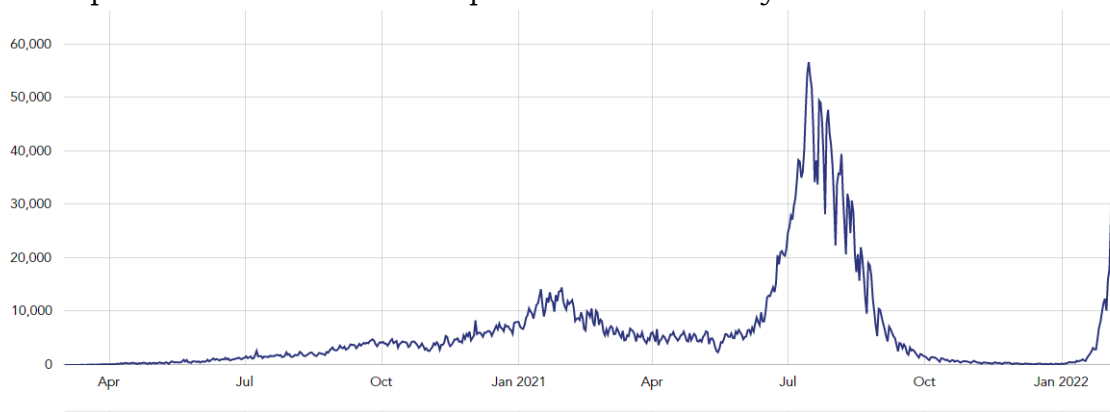
Covid-19, Pandemic  
Vulnerability, Disaster.

### **INTRODUCTION**

The COVID-19 pandemic has caused economic crises in various parts of the world, including the post-disaster area in Indonesia. It is known that since COVID-19 first broke

out in March 2020 in Indonesia, Indonesia's economy has experienced a severe decline. The Gross Domestic Product (GDP) was recorded at 89 Trillion lower (UNICEF et al) Even after the Government tried hard to anticipate the impact through various policies such as Large-Scale Social Restrictions (PSBB) followed by the Enforcement of Restrictions on Community Activities (PPKM), the number of people who lost their jobs still increased.

COVID-19 has contributed to the increase in unemployment in Indonesia. Central Agency on Statistics (BPS) released data on the 2021 Labor Force Survey, namely that 9.10 million people were unemployed and 11.42 million others were underemployed. This number has increased significantly compared to 2019 before the pandemic occurred when there were 7.05 million people who did not have jobs, an increase of 2.5 million people in 2021 (BPS, 2020). This phenomenon is considered one of the worst pandemics in history. On the official website of the World Health Organization (WHO) as of February 1, 2022, the number of confirmed positive cases of COVID-19 has reached 376,478,335 cases with a death toll of 5,666,064 worldwide. Meanwhile for Indonesia, according to the latest data on COVID-19 as of February 6, 2022, it has reached 4,516.400 cases and 144,554 people died. Currently, there has been a significant increase in the number of virus spreads since the Omicron variant entered Indonesia. It is known that the number of daily cases has reached 36,057, making Indonesia officially enter the 3rd wave of COVID-19. Figure 1. presented data on the trend of the spread of COVID-19 from April 2021 to February 2022.



**Figure 1. Daily Report on COVID-19 Cases in Indonesia**

Source: [www.covid19.go.id](http://www.covid19.go.id).

The government has tried to overcome the impact of COVID-19 through the National Economic Recovery (PEN) program. This program is divided into several clusters, namely health, Social Protection, Priority Programs, Micro Small Medium Enterprises (MSME) Support, and Business Incentives with a budget realization of 658.6 trillion rupiahs or 88.4 percent of the ceiling of 744.77 trillion rupiahs. PEN is intended to reduce the negative impact of the Pandemic on the economy, poverty, and unemployment.

Central Sulawesi Province is one of those affected by the multiple effects of this phenomenon. The reason is that after the disaster hit in 2018, the economic condition of the community in the disaster area has not fully recovered. At that time, the Earthquake followed by the Tsunami and Liquefaction in Palu City, Donggala, Sigi, and Parigi Moutong Regencies had caused severe damage to hundreds of thousands of buildings and claimed thousands of lives. The National Disaster Management Agency (BNPB) even estimated the loss to reach 13.83 trillion. The details of the loss are divided into 5 sectors, namely the settlement sector as much as Rp.7.95 trillion, infrastructure Rp.701.8 billion, productive economic sector Rp.1.66 trillion, social sector Rp.3.13 trillion and cross-sector as much as Rp.378 billion (BNPB, 2018).

After one year, the pandemic made the situation even worse. According to BPS in the Socioeconomic Portrait and Economic Recovery data of Central Sulawesi during the COVID-19 Pandemic, the Gross Domestic Product (GDP) of Central Sulawesi peaked in 2018, reaching 20.6 percent since 2010. Even in a pandemic situation where other regions experienced a contraction, Central Sulawesi was still able to grow at 4.86 percent in 2020. The high investment in the mining sector was one of the factors driving this achievement. However, this figure does not apply to all sectors. Economic growth in the agricultural sector as the main source of livelihood for the population of Central Sulawesi, reaching 41.28 percent, has contracted to -1.34 percent in 2020. Damage to agricultural and irrigation land due to the earthquake and the impact of the pandemic is considered the main cause. This condition will of course have the potential to place vulnerable groups who depend on the agricultural sector for a more severe vulnerability.

A study conducted by the SMERU Institute together with UNDP and UNICEF on the socio-economic impact of the Covid-19 pandemic in disaster areas has found two things: *first*, almost half of the households experienced a reduction in income during the pandemic, especially for female heads of household. The second most significant impact is the disruption of access to education and health services. However, this study has not further analyzed the coping strategies of the Head of the Family to the impact of the COVID-19 Pandemic on the livelihoods of Women Heads of Families, Heads of Families who have children, and heads of families who have family members with disabilities and vulnerable groups in post-disaster areas. Therefore, this study will contribute to the development of the literature by digging deeper into the impact of COVID-19 on vulnerable groups in post-disaster areas. This study aims to fill this gap on how the impact of COVID-19 on vulnerable groups in post-disaster areas by limiting the research locus to Palu City and Sigi Regency. The results of this study are expected to provide recommendations for approaches to strategic steps in solving the problems studied.

## **METHODS**

This study used a descriptive qualitative approach that took two locations, namely Palu City and Sigi Regency. Both areas were selected based on the severity of the impact caused by the 2018 Earthquake. Both regions are also areas that have experienced the impact of the COVID-19 pandemic since early 2020. Research informants were determined using the purposive technique and continued by using the snowball technique. Further data was collected through in-depth interviews, secondary data collection, and literature study. The collected data is then validated through the triangulation technique.

## **RESULT AND DISCUSSIONS**

### **Covid-19 Pandemic.**

Corona Virus Disease 2019 or known as COVID-19 became a catastrophe for the world at the end of 2019. This is because the virus, which was first identified in China's Wuhan Province, spread so quickly and paralyzed almost all sectors, especially health and the economy in many countries. After the spread became out of control and continued to increase, in March 2020 WHO declared COVID-19 as a pandemic. Currently, it is known that COVID-19 has spread to 223 countries and places the United States as the country with the highest total cases of spread and death in the world followed by India, Brazil, France, and the United Kingdom.

Since its initial identification, COVID-19 has mutated into several variants. The mutation process can occur due to the viral response to environmental changes. The Alpha

variant, for example, which was first discovered in the UK in September 2020, the Beta variant in South Africa in May 2020, the Delta in India in October 2020, and which has just been detected in several countries, is the Omicron variant. In general, the symptoms caused by infection with these viruses are fever, cough, shortness of breath, sore throat, loss of sense of smell, and flu.

COVID-19 is recognized as one of the most terrible viruses in history. The United Nations Framework Report (UNFR) states that COVID-19 has caused a worldwide crisis where a recession occurred with the highest increase in unemployment in history, restrictions on community activities to high mortality rates (United Nations Framework Report, 2020). The policy of limiting community activities or often known as "Lockdown", was taken as a precautionary measure for wider transmission. These restrictions generally include several activities such as Working from Home, distance learning, and quarantine for areas with a high increase in cases. This policy has proven to be effective in significantly reducing the spread of COVID-19 (Atalan, 2020). In addition, Lockdown also has a positive impact on the environment such as a decrease in air pollution due to the cessation of industrial and transportation activities, although on the one hand, it also has a negative impact on the economic situation (Smilianov et al., 2020). These impacts actually can be reduced through collaboration and active participation by various parties, both the community and the private sector (Ahdiana & Ulifah, 2021; Febty et al., 2021).

Aduhene & Osei-Assibey (2021) also considers that this crisis has threatened the achievement of the Sustainable Development Goals (SDGs) which the United Nations continues to strive for due to the loss of job opportunities and livelihoods for the majority of people who work in the Small, Micro, and Medium Enterprises sectors (MSMEs). In addition, the categories of workers most affected by the crisis are those who are daily wage earners, self-employed, migrant workers, and refugees around the world. In particular, a more severe impact will be felt by those who are still affected or living in the disaster area (Rahmadian & Dharmawan, 2015).

### **Vulnerable Group in Disaster Area**

The effects of the COVID-19 pandemic are almost felt by almost all parties including the Vulnerable Group. Amirudin (2021) found that COVID-19 has a very significant impact on the work of Vulnerable Groups ranging from delays, and declines to loss of income. In the study, they determined the vulnerability of groups based on their occupations that depend on daily income such as Tour Guides, Drivers, and shop assistants.

There are various definitions for determining the category of vulnerable groups. A vulnerable or Vulnerable Group is defined as a group of people who are easily exposed to low health conditions, which are included in this group, among others: minority groups, people who do not have health insurance, groups of people living with HIV/ AIDS, children, the elderly, the community the poor, and the homeless. Meanwhile, the Human Rights Reference divides vulnerable groups into several categories, such as a) Refugees, b) Internally Displaced Persons (IDPs); c) National Minorities, d) Migrant Workers; e) Indigenous Peoples, f) Children; and g) Women. (Wisner et al., 2003) also defines vulnerability as the characteristics of a person or group and their situation that influences their capacity to anticipate, cope with, resist and recover from the impact of a natural hazard (an extreme natural event or process).

In Indonesia, there is no clear definition of Vulnerable Groups. Law No.39/1999 on Human Rights in Article 5 paragraph (3), for example, states that every person belonging to a vulnerable group of people has the right to receive more treatment and protection about their specialty. The vulnerable groups here referred to the elderly, children, the poor, pregnant women, and people with disabilities. A person's level of vulnerability is influenced

by various factors, such as situations that put them in physically helpless conditions, the social environment, and even the area where they live.

Vulnerability in disaster situations can be experienced by all. The level of vulnerability is not essentially dependent on the attribution of a single dimension such as group demographics but rather on the result of complex relationships between various factors such as social class, race, gender, and age. Wisner also sees that these characteristics and situations affect their capacity to anticipate, cope, resist, and recover from the impact of disasters (Wisner et al., 2003).

Community response capacity to disasters can be seen from the concept of vulnerability & Resilience (Gaillard, 2008). The concept of vulnerability is often confronted with a social context so it is better known as social vulnerability. Social vulnerability is defined as a condition where people suffer from the damage caused by disasters. Wisner even sees that disasters have transformed as the cause of marginalized people in three ways, namely geographically they live in disaster-prone areas, socially because they are poor, and politically because their voices tend to be ignored. In addition, the social system is also one of the causes of a person in a more vulnerable condition (Wisner et al., 2003).

## Research Area

**Table 1 Earthquake Disaster Effect on Palu City and Sigi Regency**

No	Description	Palu	Sigi
1	Type of Disasters	Earthquake, Tsunami & Liquefaction	Earthquake, Landslide, Liquefaction.
2	Victim:		
	a. Death	1712	288
	b. Lost	832	114
	c. Minor Injury	1549	813
	d. Total Population	373.218	257,59
	Facility Damage:		
	a. Slightly damaged	2175	9712
	b. Medium Damaged	1484	9219
	c. Heavy Damaged	2158	12657
	d. Lost House	1784	-
3	Rehabilitation-Reconstruction:		
	a. Permanent Settlement	1.958	1.362
	b. Stimulant Fund		

Source: Processed from secondary data.

**Table 2. COVID-19 Impact on Palu City and Sigi Regency**

No	Description	Palu	Sigi
1	Number of Victims:		
	a. Infected	13.459	5307
	b. Death	1731	122
2	Presentation of the Poverty	7,17%	13.05%
3	Government Assistance Program:		
	a. Food Aid (BPNT/Program Sembako)	6,22%	27,65%
	b. Smart Indonesian Program (Program Indonesia Pintar)	8,43%	13,80%
	c. Social Protection Card (KPS)/Prosperous Family Card (KKS)	4,94%	16,92%
	d. Family Hope Program (PKH)	10,15%	17,68%

Source: author analysis.

The location of this research is divided into two points, namely Palu City and Sigi Regency. Both are areas that have experienced the natural disaster of an earthquake in 2018. The reason is, the disaster has had a major impact on all vital sectors in Central Sulawesi, as reported by the National Disaster Management Agency (BNPB) that the loss reached 13.83



trillion which was divided into 5 sectors namely Residential Sector as much as Rp. 7.95 trillion, Infrastructure Rp.701.8 Billion, productive economic sector Rp.1.66 Trillion, social sector Rp. 3.13 trillion and across sectors as much as Rp. 378 billion. This condition is even further exacerbated by the COVID-19 pandemic which has caused an economic crisis throughout the world, including Indonesia.

### **Social & Economic Impacts**

The COVID-19 pandemic has caused several social changes in society. The prohibition of activities outside the home through the Large-Scale Social Restriction (PSBB) policy has implications for increasing anxiety, stress, and stigma in society (Aduhene & Osei-Assibey, 2021; Amirudin et al., 2021; Atalan, 2020). The most severe conditions are felt by people in the vulnerable and poor categories (Anung Ahadi Pradana, Casman, 2020; UNICEF et al.,) such as the increased workload for female workers (Alon et al., 2020). This section discusses the social impact of COVID-19 on vulnerable groups in disaster areas, namely Sigi Regency and Palu City.

The Lockdown policies taken by local governments both Sigi and Palu as a follow-up to the president's instructions to reduce the spread of COVID-19 have hurt permanent residents in both regions. As it is known that residents who live in permanent housing are disaster victims who come from different villages. Later, their decision to move from their original village has implications for various issues such as difficulties in accessing jobs, and potential conflicts with administration issues. One example that can be taken is a resident with a fishing profession. They have to travel longer distances than before and incur more expensive transportation costs. This condition worsened when social restrictions were imposed by the government. If we refer to the data released by the BPS Palu City in 2020, namely as many as 16,960 people did not work/lost their jobs during the pandemic, this figure increased sharply when compared to 2019 which was 12,337 people. The sector most affected are Micro, Small, and Medium Enterprises (MSMEs). It is known that most of the female heads of household in the temporary housing work as vegetable sellers in markets and stalls. They experienced the impact of declining income due to market closures and social restrictions. To anticipate this, they took several steps such as changing the types of products offered, reducing the number of products, and moving sales locations to be able to reach consumers.

For the vulnerable groups in Sigi, it is known that most of them work as farmers. However, the earthquake in 2018 damaged land and irrigation, which are the main sources of agricultural irrigation in the region. A report from the Agriculture, Horticulture, and Forestry Service of Sigi Regency stated that as a result of irrigation damage, 6000 hectares of agricultural land were not supplied with water, causing agricultural production to decrease drastically. For example, the rice field has decreased from 21.595,60 Hectares in 2018 to 18.246,54 Hectares in 2020. As a result, rice productivity has also decreased from 98.470,92 tons in 2018 to 82.683,93 tons in 2020 (BPS, 2021a). So that if several studies conclude that the agricultural sector is the least affected in a pandemic situation, for farmers in Sigi Pandemic Regency it gives them a layered effect. From the interviews, it is known that some people who cannot use their land, have now switched professions to odd jobs such as construction workers to selling food ingredients obtained from the environment where they live.

At the beginning of the pandemic, the negative stigma against people with COVID-19 spread quite widely in society. Actions such as insults, defamation, ostracism, and bullying to expulsion are often experienced by COVID-19 survivors (Ardhianti, 2021). This condition triggers psychological impacts for victims such as stress, anxiety, and deep trauma, which in

turn is thought to be one of the main causes of the victim's health condition worsening (Prastika et al., 2022). This stigma arises as a form of public reaction to a new phenomenon that is believed to hurt society. This is because limited knowledge and receipt of misinformation related to this virus encourage an increase in such discriminatory behavior.

Vulnerable groups are groups in society that often receive stigmatization even before a pandemic occurs. One example is the act of labeling Female Family Heads (FFH) which often puts them in a difficult position. Women are often associated with household matters, including taking care of children. Various studies have shown that the pandemic has led to more difficult conditions for female heads of household, such as increased responsibilities in child care, income generation, and household work, even in some cases they get lower wages (Samudra & Setyonaluri, 2020; UNICEF et al., n.d.). Based on BPS data in 2021, 13.73% of Heads of Families in Central Sulawesi were female (BPS, 2021b). Similar conditions were also experienced by female household heads in the research location. They experienced harassment in the community for neglecting or abandoning their children during the pandemic. Apart from the pressure of need, some of the FFH admitted that they did not understand children's learning due to the lack of learning materials.

In addition, the elderly also experienced similar conditions. They are also stigmatized as "Virus carriers" and sometimes receive discriminatory treatment. This different treatment makes the elderly get bad anxiety attacks. Especially when misinformation is rampant in the early days of the pandemic.

The rapid and massive dissemination of information makes Hoaxes on the COVID-19 Vaccine difficult to control. It is known that the public has accessed various information related to COVID-19 and Vaccines through various platforms. The distribution of information coupled with low literacy makes the spread of hoaxes difficult for the government to counter. As a result, many people do not want to receive vaccinations due to misinformation regarding its effects. Even though on the one hand vaccination policies are often used as a condition for accessing public services. As a result, many people do not get the right to these services. Similar conditions were also encountered by vulnerable groups in both regions. Based on information from the Head of the Disaster Division of Social Service of Palu City, people often do not want to be vaccinated due to various information that states that vaccines are religiously haram or their contents can hurt health. This information ultimately encourages the public to oppose the mandatory vaccine policy imposed by the government. On the other hand, the imposition of mandatory vaccines as a condition of receiving services and assistance also reaps polemics. The reason is, this policy is considered to have ignored the basic rights of the community that must be fulfilled by the government. People who choose not to vaccinate eventually experience various kinds of difficulties ranging from access to aid, health services to education.

The pandemic has restricted the movement of most people. This condition then causes them to stay longer inside the house. For some people, this condition causes a higher level of stress, which results in acts of violence. Quoted from the Online Information System for the Protection of Women and Children, the Ministry of Women and Children Protection noted that there has been an increase in acts of violence against children and women during the pandemic. In Central Sulawesi Province, in 2021 reports of violence were recorded at 581 cases. Palu is the area with the highest number of contributors with 160 cases, a sharp increase from the previous year. Meanwhile for Sigi Regency, the increase in cases occurred in 2020 and decreased in the following year.

This violence mostly occurs in the family environment. Most victims are women with the status of school-age children. The types of violence experienced were mostly physical and

sexual. This means that the learning-from-home policy implemented by the government has actually contributed to the increase in cases of violence. Not only that, the location of residence is another contributing factor. It is known that most of the cases occurred in Temporary Settlement (Huntara) which were known to be unfriendly to children and women from the start. This is supported by data from an assessment conducted by the Sikola Mombine Foundation in 2019 which concluded that the shelter is an unsafe area for children and women.

**Table 3. Report on Violence Against Children and Women in Central Sulawesi**

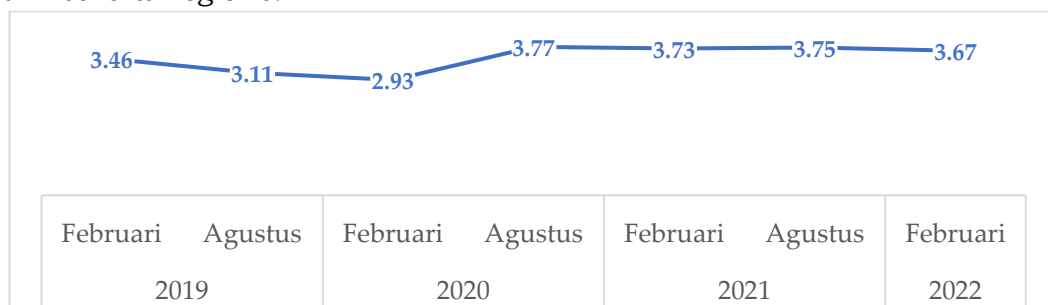
<b>Report on Violence Against Children &amp; Women in Central Sulawesi</b>					
<b>Year</b>	<b>Numbers of Victim</b>				
	<b>Men</b>	<b>Women</b>	<b>Total cases</b>	<b>Palu</b>	<b>Sigi</b>
2019	101	418	504	129	29
2020	57	337	374	87	53
2021	123	530	581	160	45
2022*	44	325	353	97	30

Source: SIMFONI-KPPA [September 2022]

This situation is motivated by the impact of COVID-19 on disaster victims who are still living at the Huntara. The reason is livelihoods that have not been stable since the 2018 disaster must now be hit again by the pandemic through various social restriction policies. Moreover, the unblocked condition of the shelters causes the unavailability of privacy space for married couples. Finally, there are several cases where children are exposed to their parent's sexual activities which lead to acts of harassment for their peers. Children are increasingly vulnerable to abuse due to the implementation of the learning-from-home policy. Children whose parents experience a decrease in income tend to be at risk of violence (Save the Children, 2020).

### Economic Impacts

The COVID-19 pandemic also has an impact on people's income and livelihoods. Quoted from the BPS report in February 2022 as many as 5.83% of the population was forced to stop working due to COVID-19. Similar conditions also occurred in Central Sulawesi, if seen from Graph 1, it was noted that the increase in unemployment occurred in August 2020 which amounted to 3.77%, up significantly from February which was at 2.93%. This loss of livelihood causes a drastic decrease in income for the community, especially for vulnerable groups. From the interviews, it was found that the Female Family Head has experienced a decrease in income of up to half. This finding is also in line with UNICEF where COVID-19 has led to lower incomes for households in disaster areas (UNICEF et al., 2021). Casual Laborers are the most affected, especially when lockdown policies are enforced by the government in several regions.



**Figure 2. Central Sulawesi Province's open unemployment rate**

Source: BPS Central Sulawesi Province



The decline and loss of key sources create higher poverty for vulnerable groups. The 2021 National Socio-Economic Survey found that female family heads were one of the contributors to the poverty rate in Palu City and Sigi Regency. It was found that 5.38% (Palu) and 5.91% (Sigi) of female family heads in both regions were poor. In addition, the poverty rate in Sigi is also contributed by the married 10-18-year-old age group at 6.97%, the highest in Central Sulawesi. This condition is further exacerbated when 46.23% of poor women in Sigi and 21.16% in Palu City do not have access to health insurance.

As it is known that one of the sectors that play an important role in supporting the national economy is Small Micro and Medium Enterprises (MSMEs). However, this sector is also the most affected by social restrictions. Production activity has decreased but raw materials have increased, while demand is almost negative. For business actors, capital assistance can stimulate the sustainability of their business. But in a pandemic situation, everything is experiencing difficulties due to the economic crisis that is happening everywhere. Business groups in Temporary Shelter also experienced the same thing. They admit that it is difficult to access capital during the pandemic. One of the main reasons is the requirements and procedures are considered too complicated. Meanwhile, most of the businesses that are run have not yet obtained an operating permit from the government, even though it is an absolute requirement given by the capital provider. However, some NGOs that carry out economic improvement programs consider that the people in the Huntara have often received capital, it's just that weak management capabilities and high demand for basic needs cause the capital received not to be allocated according to business needs but instead to be spent on other needs such as basic needs, health to education.

## **CONCLUSION**

The COVID-19 pandemic has significantly impacted the lives of vulnerable groups in disaster areas. Corona, which was first identified as entering the Central Sulawesi region in mid-March 2020, has changed the socio-economic conditions for vulnerable groups in Palu City and Sigi Regency. Socially, this pandemic has changed the livelihood patterns of vulnerable groups, ranging from changes in the type and number of business products to changing professions from farmers to construction workers. In addition, female family heads and the elderly are often stigmatized during the pandemic. The double burden played by female family heads puts them in an increasingly desperate condition. Hoaxes about COVID-19 information and vaccines have caused some people, including vulnerable groups, to refuse vaccination policies and experience service restrictions from the government. Violence against children in disaster areas also shows an increase. The house is the location where the most physical and sexual violence occurs. Furthermore, economically, the pandemic has driven an increase in the unemployment rate in the disaster area. Female Family heads have experienced shrinking, contributing to the poverty rate. Business actors in disaster areas have difficulty accessing capital because they do not have business legality from the government. This study recommends several things for future attention. The government needs to provide and facilitate the dissemination of valid information to deal with misinformation in the community. Capital assistance to stimulate business can be continued by paying attention to more appropriate target groups. Improving education and literacy for vulnerable groups in disaster areas related to child care patterns, family financial management, including access to capital.

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