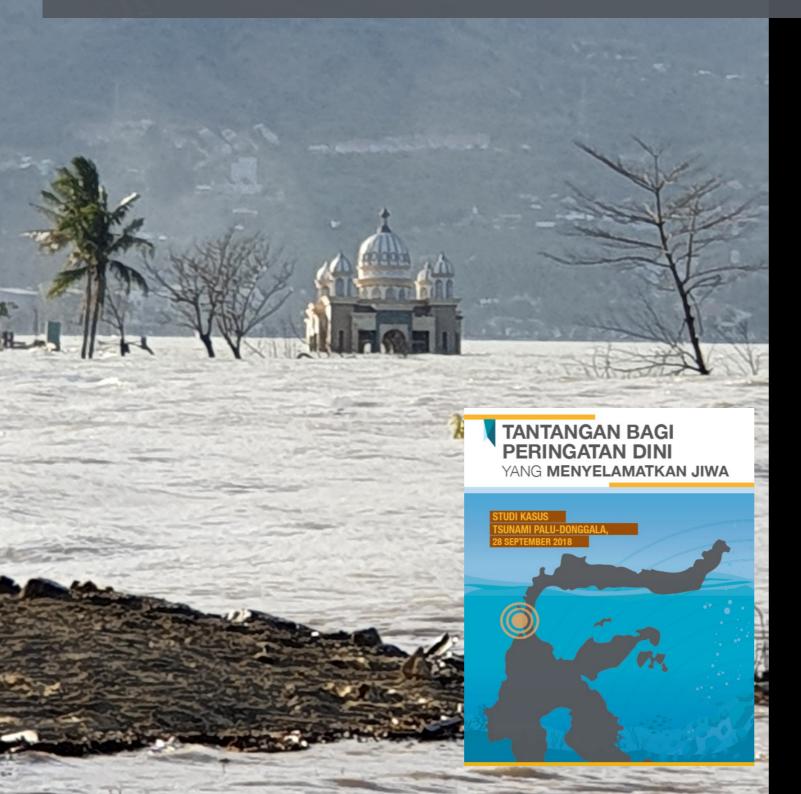
Lessons Learned from Palu Tsunami Assessment on the Last Mile's Response



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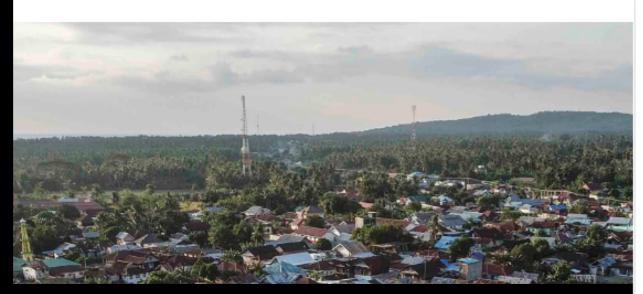


Background

The New York Times

What Went Wrong With Indonesia's Tsunami Early Warning System

By ANJALI SINGHVI, BEDEL SAGET and JASMINE C. LEE OCT. 2, 2018



Indonesia's geophysics agency under fire for lifting tsunami warning

Warning lifted after 34 minutes, with agency saying it had no data at the town of Palu, where hundreds died



Background

KOMPAS, SABTU, 13 OKTOBER 2013

Opini | 7

Peringatan Dini Tsunami Tidak Gagal

Peristiwa gempa dahsvat berkekuatan M 7,4 yang mengguncang Palu dan Donggala pada BMKG sec 28 September 2018, selain merusak ribuan parameter gempa yang terjadi. rumah, juga 18:000 skenario basis data model memicu bencana tsunami untuk mengestimasi waktu tiba dan tinggi tsunami di pantai yang kemungkinan terikutan ("collateral hazard"), vaitu tsunami destruktif.

seluruh wilayah Teluk Pa-lu. Terjangan tsunami ti-lak saja merusak permukiman saja merusak permukanan duduk, tetapi juga menelan orban jiwa. Segera setelah peristiwa tsunami terjadi, berita kurang sedap bengulir.

Ada tuduhan bahwa Badan Ada tudunan bahwa badan Meteorologi, Klimatologi, dan Geofisika (BMKG) telah gagal da-lam memberikan peringatan dini tsunami. Alasannya, peringatan dini tsunami terlalu cepat diakhiri sehingga menyebabkan iatuhnya korban jiwa. Tentu saja berita yang ber-

formasi gempa bumi dan pe-ringatan dini tsunami selalu mengikuti prosedur standar operasi (SOP) vang sudah ditetan

Untuk memahami ana yang ningga peringatan dini tsunami

nya gempa utama berkekuatan M 7,4 pada pukul 18.02 Wita. Se-lanjutnya, pada pukul 18.02-18.04 Wita sistem kecerdasan ar-tifisial (artificial intelligence) di ruang Indonesia Tsunami Early Warning System (InaTEWS)

maksimum terjadi pukul 18.10 Wita tara BMKG meng akhiri peringata ami pukul kan bahwa tsunami tiba di Teluk 18.36 Wita.

Palu pukul 18.22 Wita dengan tinggi maksimum 3 metez, semata pegawai BMKG Palu yang gempa, tsunami teriadi sekitar nami di pantai su gempa, samam terjam sekara pukul 18.10 Wita. Rekaman video juga menunjukkan adanya tsu-nami yang menerjang pantai se-banyak tiga kali. Selanjutnya, pada pukul 18.27 Wita, diperoleh informasi bahwa hasil observasi muka laut dari kul 18.36 Wita un

(fact finding) oleh pegawai BM- ngeluarkan peri poda pakul 18.27 Wita tinggi ge-nangan tsunami di Pelabuhan Pantoloan sekitar 30 sentimeter. Lokasi ini berada pada jarak se-

kitar 200 meter dari pantai. Se-

nentara pada pukul 18.30 Wita. tinggi genangan air di Kantor Bea dan Cukui Pantoloan hanya seki-Data pasang surut di Pelabuhan Pantoloan Palu yang menjadi tampak bahwa sebenarnya tidak Gempa pembuka berkekuatan data kunci kejadian tsunami ter- ada permasalahan dengan ope-

sarkan rekaman marigram di Pan

nuniukkan tsuna-

lewati saat BMKG melakukan

berikan peringatan dini



mendatar. Secara pada akhirnya termisalnya longsoran.

Di mana pun, si-Apa pun tampak-

Dalam bal ini, BMKG tidak vektif sekalipun sist dari InaTEWS sudah bekerja de ngan baik, tetapi subsistem yang kecolongan bilamana terjadi tsu-nami tetapi tidak mampu mem-tanyaannya, apakah InaTEWS lain bagi masyarakat di daerah

menghubungkan ke masyarakat (downstream) tidak kulah penting karena ini justru menjadi kunci penyelamatan masyarakat.

Ada beberana catatan penting banyak yang perlu diperbaiki dan ditingkatkan, khususnya kemampuan infrastruktur diseminasi peringatan dini di masyarakat. Dalam kasus tsunami Palu, n

diseminasi meski ternyata pesan singkat (SMS) peringstan dini ternyata tidak sampai ke masya-rakat Palu dan Donggala karena non SMS m ancaman Siaga, maka estimas mi di Teluk Palu dibunyikan oleh mi di tenik rasu dibunyakan osen pemerintah daerah sebagai pe-rintah evakuasi, tetapi sirene juga tidak berbunyi. Tampaknya peralatan peneri-ma peringatan WRS-DVB milik

fikan. Jika ternyata BMKG yang ditempatkan di BPBD Palu juga bermasalah aki-bat gempa. Untuk itu, ke depan, perlu dicari cara dan teknologi

Di wilayah pesisir yang sumtai, peringatan dini tsunami me mang kurang bekerja efektif. Se-bagai contoh, waktu tiba tsunami di Palu sangat singkat, sekitar 8 hanya tersedia waktu 3 menit uasi. Dalam hal ini peringat

Untuk itu, tidak ada pilihan dengan "golden time" sangat sing-kat kecuali menerapkan evakuasi menjadikan gempa kuat sebagai peringatan dini tsunami.

maka evakuasi mandiri menjadi

rena sumber gempa yang dekat dengan pantai. Untuk itu, keber

nanya peringatan dini, termasuk mendukung keputusan kapan berakhirnya ancaman tsunam ringan sensor gempa harus di-Terkait respons peringatan

masih ada permasalahan menda daerah serta masyarakat masih pemerintah daerah harus me kuat kapasitas mitigasi masya-

jatuh korban lagi saat terjadi tsu

TheJakartaPost

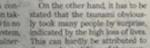
THURSDAY October 4, 2018

InaTEWS: About more than technology

nating the current diswesi earthquakes and tsunami. A recurring topic is the allegedparticularly in regard to vandal-ized buoys and the need for more nonitoring technology to im-

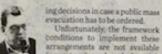
o remember that it was a con-

showed that maintenance of the he overall budget for the mainte-



stated that the tsunami obviously took many people by surprise, the overhasty lifting of the warning, which is questioned for good reasons. Instead, it clearly indi-cates that there is a significant and deadly gap in the tsunami warning nity at risk from reacting properly to the issued warnings.

the last several years. InaTEWS task is to provide vital data on earthquakes and tsunamis to lo-cal governments and authori-



Harald Spahn and Jörn Lauterjung

websites and social media. So far,

evacuation has to be ordered. Unfortunately, the framework arrangements are not available most regions along Indonesia's

as the capacities for them. And as munity has not been established strong and persistent end

Most regions lack the finan-

its goal of saving human lives. It might require a thorough review stood that tsunami early warning

would still stick to their activities on the seashore in Palu, Central g on a 24/7 basis.

Sulawesi, after experiments properly trained staff authorized bent ground shaking and witnessent to decide on an evacuation and to decide on an evacuation and to decide on an evacuation building sollapsing just belief them. Is it pure panic that him them Is it pure panic that Sulawesi, after expe-

expected scenario that very well level fluctuations that followed nly two regions and set just one

any evacuation and there was no with the Aceh scenario in mind IrraTEWS basics is long or

the right lessons from this catas trophe and, above all, put them

Harold Spahn is a prologist who worked in Indonesia in 2000, 200

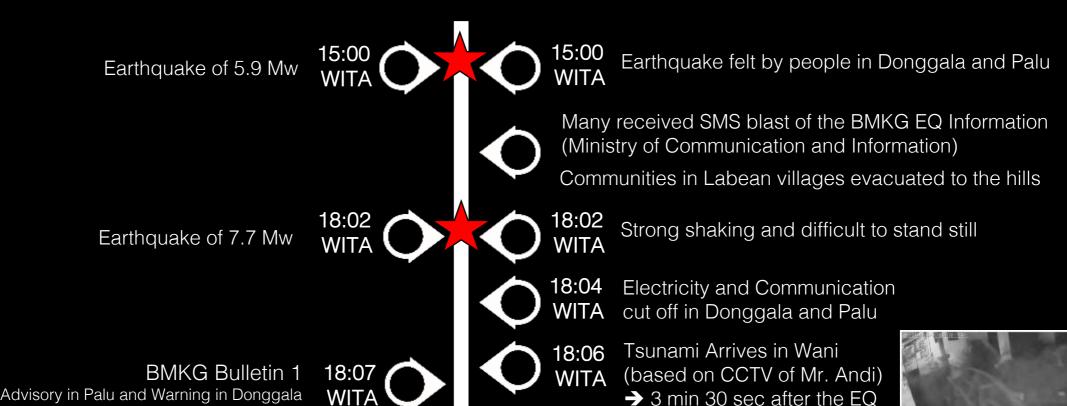
- The Warning is according to the agreed SOP
- There is no Human Error nor Instrument Error

Background

Key Question: What happened at the downstream

- How did the community responded to the event.
- How did the Tsunami Early Warning affected / influenced their response.
- How could the Tsunami Early warning system work better (considering the complexticity of the local tsunami threat).

Chronology Upstream and Downstream 28 September 2018





TEWS Breaking News in Metro TV

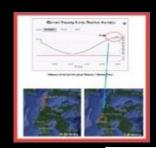
18:10





Tsunami hits Palu coast Estimated 18:10 - 18:13





6 cm Tsunami observed in Mamuju tide gauge (+300km South)

WITA





BMKG Bulletin 4 End of Warning for the 7.7 EQ in Donggala

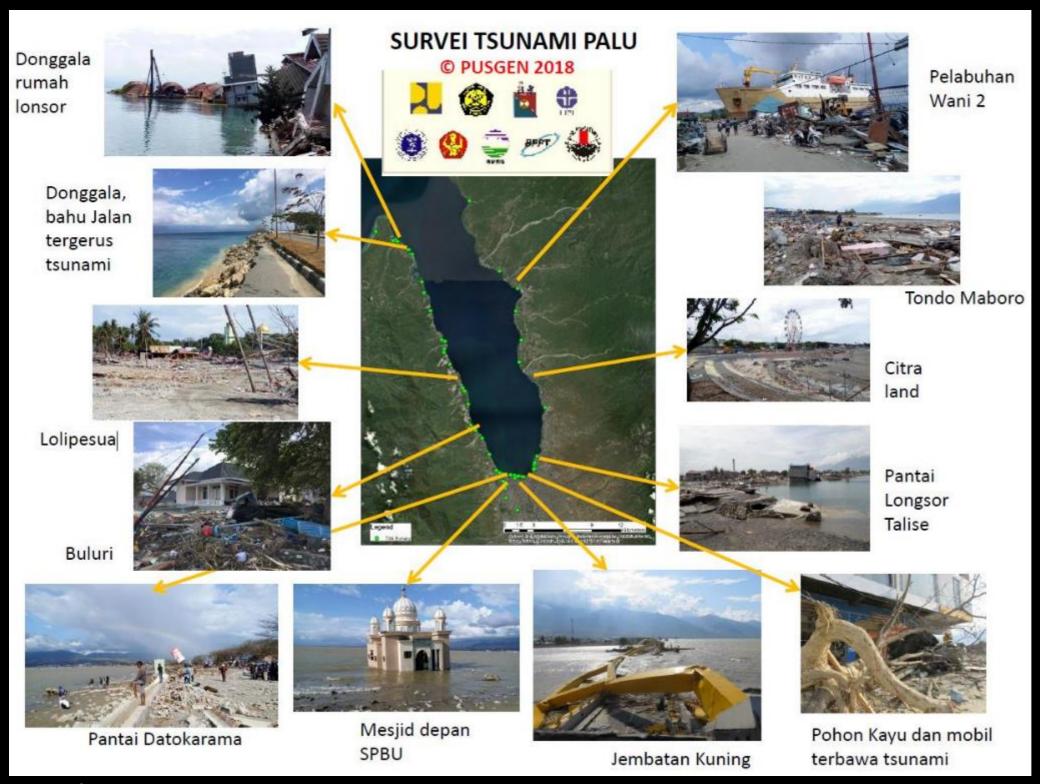




Tsunami hits Palu coast videos went viral in Social Media



Areas hits by Tsunami



Bappeda Palu:

Casualties in Palu 3.679 persons, 1.252 caused by tsunami the remaining due to EQ and liquefaction.

BPBD Donggala:

Casualties in Donggala (death and missing) 212 person, 48 caused by tsunami

Images Source: Hamzah Latief

Eyewitness Interviews



In-depth interviews with eyewitness and survivors:

- Perception, knowledge, and understanding on Tsunami Early Warning System.
- 2. Reaction, action, and response of the community during the event.

70 eyewitnesses and survivors interviewed in Palu and Donggala

Focus Group Discussion.

Meeting with BMKG, BPBD, Electronic Media, Local academician, and Civil societies working on DRR

Main findings

- Limitations of Existing Tsunami Early Warning System
- Tsunami Early Warning Chain Failure
- False Sense of Security
- Self-Evacuation becomes the Key to Safety
- Importance of Evacuation Plans and Routes
- The Importance of Internalizing Experience and Local Knowledge
- Preparedness, Awareness, and Education Must Be Based on the Characteristics of Local Threats



Limitations of Existing Tsunami Early Warning System

1. The first wave arrives in minutes, earlier than the warning



Limitations of Existing Tsunami Early Warning System

2. Electricity and communication were cut off in 2 minutes after EQ

Communities and Disaster Management Offices (Palu and Donggala) did not receive Tsunami Warning Information.











BMKG Palu Station Office

Communication and connection were cut of after the 7.7 Mw 18:02 EQ. BMKG Palu Station staff was still responding to the 5.9 Mw 15:00 EQ

BPBD Palu (Local DMO)

BPBD Palu has Warning Receiver System (WRS) and Siren. However, due to electricity cut of and the generator has been broken for a while therefore the system does not work and did not received any tsunami warning information from BMKG

BPBD Donggala (Local DMO)

Do not have WRS nor Siren. They rely information from SMS or WhatsApp messages. Due to communication cut off, they did not receive any tsunami warning information from BMKG

Tsunami Early Warning Chain Failure

3. Lack of capacity at the local disaster management office on Tsunami Early Warning System

- Dissemination of warning from Upstream to Downstream failed
- There is no local SOP for TEWS → no decision making procedures
- Lack of knowledge on TEWS products
- The agreed Palu City Contingency Plan (2012) was not implemented (might be due to change of government)
- Lack of DMO human resource capacity (focus only on respond)
- Government Regulation no 21 (2008) constructed a longer warning chain for decision making that caused "golden time lost" for evacuating people at risk.

BPBD Kota Palu, 24/7 EOC on duty personnel

".... I have worked in BPBD for 10 years but I have not received any training on the Warning Receiver System (WRS)..."

"... we have siren, but do not test this anymore (the 26th every month), we also turned the volume down to avoid panic..."

"... I did not think of sounding the siren, the electricity was cut off and I ran after the earthquake..."

False Sense of Security

4. Siren that will not safe people at risk



- The coverage will not reach people at risk in the coastal area of Palu City
- It has not been used for several months and the volume was turned down
- No activation protocol / procedure during emergency
- People does not understand what is the siren for (although some believes having the siren protected them from the tsunami)

Photo Neni Murdani Oct 2018

"... I use to hear the sound every month but I did not pay attention and do not know what it is for, I do not think I heard it in these last few months"

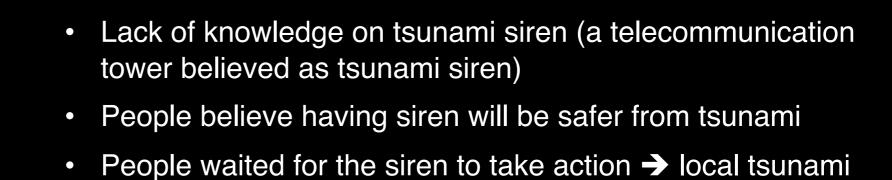




"... I have been here for more or less a year now but I have never heard, I did not noticed there is a siren here"

False Sense of Security

5. Tower that is not a Siren



"...we were informed this is a tsunami detection tower by the people who constructed this tower. All of us (people in the village) known this as tsunami siren tower. On that day we waited for the siren but there no sound. After the tsunami the maintenance person came and said the siren does not triggered because BMKG already lifted up the warning..."

Importance of Evacuation Plans and Routes

6. Access for evacuation

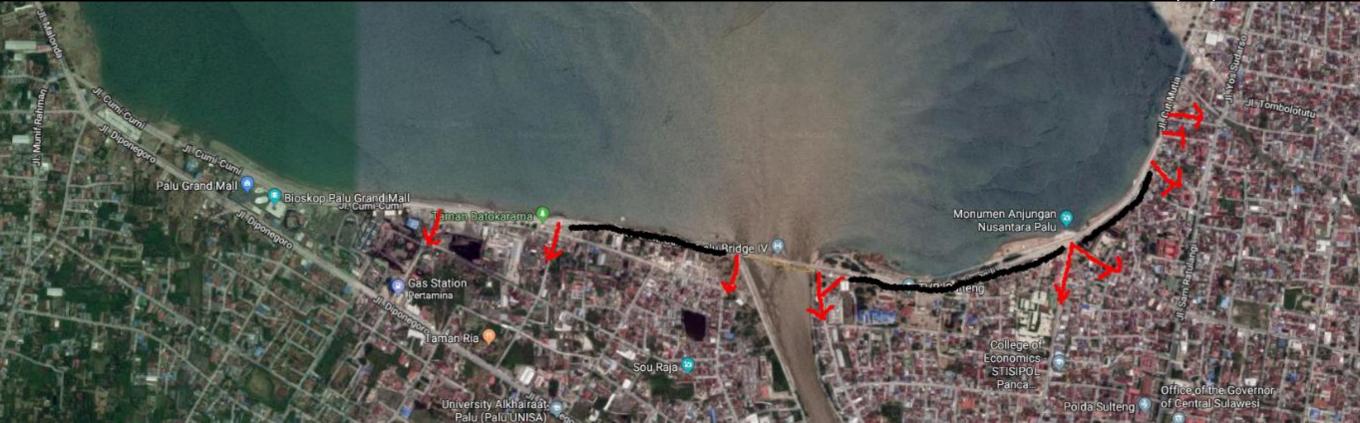
Donggala:

Death caused by tsunami + 48 lives Rural area where the hills are very close to the coast, there is no barricade going to the hill from the coast

Palu:

Death caused by tsunami <u>+</u> 1.252 lives. Urban area access inward from the coast was obstructed by buildings, walls, and fences "...there was the 2018 Palu Nomoni Festival, people already gathered in Palu coast preparing for the festival, after the earthquake and the water came people ran but could not go inward, they have to run along the coast, or, they have to climb the fence and walls, I managed to jump over the wall as the water arrives, but many could not, mostly women and children..."

TVRI Employee, Palu



The Importance of Internalizing Experience and Local Knowledge

7. Early Self Evacuation (Labean, Sirenja, Batusuya)

Many of the rural communities evacuated after the 5.9 Mw Earthquake at 15:00

- Knowledge about past tsunami (1968)
- Previous intervention



at 15:00) we evacuated to the hill with the children."

Eyewitness of 1968 tsunami "...after that (earthquake felt

> Designated village disaster management personnel

"...after the shakking (EQ at 15:00), I told everybody to run, many evacuated to the mountain (hill). Even my children and grand children went to climb the mountain. I told them to bring few clothes, food, and the (already) ripped tent..."





The Importance of Internalizing Experience and Local Knowledge

8. Local Knowledge that save lives, (and not...)

Many of the rural communities knows about past tsunami events (1938 and 1968) → there were still eyewitnesses of the 1968 tsunami in Donggala.

Local languages for tsunami from past events: Kelli tribe:

- bulumba bose (Big waves)
- balumba latollu (Three waves)

Mandar tribe:

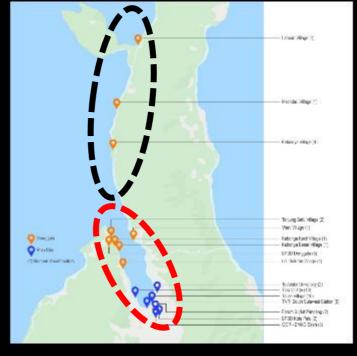
• lembo talu (Three waves)

Bugis tribe:

- bomba tellu (Three waves)
- Although most of the eyewitness have heard of the past tsunami that hits Palu (1938 and 1968), many of them considered this as story from the past that will not happened again.
- Many believe with all the advancement of technology, tsunami will not happened in Palu
- Experience of the 6.8 Mw 2005 EQ, where there was no tsunami, they considered that Palu Bay is safe from Tsunami



Experienced 3 tsunamis in a life time 1938 (he was 8 years old), 1968 and 2018



The Importance of Internalizing Experience and Local Knowledge

9. Natural signs that trigger actions

- Many people on the coast saw strange phenomenon of the sea that trigger them to evacuate from the beach
- Strange behavior of animals (Cows, Goats, and Cats) direct the people to evacuate

"... I was working on my boat when the earth shook when I looked at the sea I saw bubbles on the surface looks like the water is boiling. Short after, I ran and telling people to also run, then the wave came, I continued to tell people to run as I remembered about the three waves. The tsunami destroyed my children's house"

Nurdin (46) Loli Saluran Village, Banawa Sub district, Donggala "...I was doing my ablution, preparing for the Maghreb prayer, when I felt the earth shook. I ran outside to the street, then I saw all the goats running across the street to the hills, also all the birds fly away from the mangrove trees behind my house. The goats ran while the earth was still shaking, after the shaking stops I heard people running from the coast yelling the sea water is rising!!"

Suhardin (37) Kabonga Kecil Village, Banawa Sub district, Donggala "...while it was shaking I tried to go out from the house. I can barely stand, then I saw the cows are running away from the coast along the street in front of my house. I started to run along with them and was almost stamped down by these cows!"

Eli (63) Labean Village Sub district, Donggala

Preparedness, Awareness, and Education Must Be Based on the Characteristics of Local Threats

10. Education Materials versus Reality

- Education materials was based on 2004 Aceh Tsunami does not correspond to local threat
- Tsunami Drills always started with siren
- Tsunami started with the sea water receded
- Siren will be activated when tsunami occurs
- No public knowledge of other potential source of tsunamis
- The lead time for tsunami to arrive in Palu is around 20-30 minutes



 Most people in Palu (even the intellectuals) were convinced that Palu bay is not facing tsunami threat

"".... this must be a false tsunami. There's no siren. No water receding. We thought this should only be a hoax... what happened was different than what we learned 6 years ago..."

A youth group for disaster preparedness that was trained in 2012

^{*}This was based on tsunami drill exercise where the scenarios is based on tectonic EQ outside the Palu bay This scenario is adopted in the Palu City Contingency plan

The Importance of Internalizing Experience and Local Knowledge

10. Education Materials versus Reality

The land collapsed to the sea
 In the coast of Palu (Pantai Talise) and Tanjung, Donggala, the land collapsed to the
 sea as the earthquake happened and the water came immediately



"... I was on the quay in Talise Beach, preparing may vendor stall for the Festival, I felt the afternoon EQ (15:00) and I had bad feeling about it, but I decided to stay. As evening EQ (18:00) happened the quay where I was on collapsed, I fell into the sea. I struggled to stay afloat but the wave kept on pulling me down, I felt like I am inside a blender being spin around under water. Until suddenly I was tossed up to the surface and able to hold on to a plank around my neck. I was then drifted to a fallen tree where I can climb. I hold on there until somebody helped me...."

Tsunami Survivor, Kelurahan Tipo, Kecamatan Ulujadi





"...there was no sea water receded, in this area, all the houses just collapsed, sunk into the sea and the water came at the same time..."

Tanjung Batu Village,
Donggala

Summary

- Self Evacuation Protocol is the key to survive local tsunami with a very short lead time.
- Local knowledge need to be capitalized to educate local community on risk understanding, tsunami hazard areas, early warning, as well as action for response/ to save live
- Education, awareness, and preparedness need to be prioritized given a high urgency (all over the country, especially areas with high tsunami threat).
- Risk understanding and knowledge need to be understood by all people in the tsunami risk area.
- End to End Tsunami Early Warning System need to be revitalized, starting and focusing from the downstream part.
- Simplify the Warning Chain and decision making process (reevaluati the PP 21 (2008)



Thank you

Ardito M. Kodijat

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IOTIC-BMKG Programme Office

Disaster Risk Reduction and Tsunami Information Unit UNESCO Jakarta Office



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