

**STRATEGY OF EMERGENCY RESPONSE OF FLOOD AND LANDSLIDE DISASTER IN PACITAN REGENCY****Burhanudin Mukhamad Faturahman**

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INFORMASI ARTIKEL*Article history:*

Dikirim Tgl. : 18 Juli 2018

Revisi Pertama Tgl. : 21 Oktober 2018

Diterima Tgl. : 15 November 2018

Kata Kunci :Strategi, Tanggap Darurat,
Bencana.**Keywords :***Strategy, Emergency Response,
Disaster.***ABSTRAK**

Disaster emergency response is a series of actions taken when a disaster occurs so that a responsive, precise and accurate action can minimize losses caused by a disaster. The purpose of this study is to describe the phenomena of floods and landslides as well as disaster relief efforts in Pacitan Regency in 2017. The research was carried out through a qualitative descriptive approach. Methods of data collection interviews, observation and documentation. The data analysis phase includes data condensation, data presentation and the final stage, namely drawing conclusions. The results showed that the emergency response strategies for floods and landslides in Pacitan Regency were led by the commander of Dandim 0801 Pacitan as the representative of the regional government. The community response to the disaster was shown by opening a voluntary emergency post. In this emergency disaster process, there are obstacles, namely the disaster relief tool is still traditional. Therefore, with the emergence of a disaster emergency process and the obstacles encountered, it is expected that there will be a strengthening of coordination between government, private and community actors who are oriented towards pre-disaster activities to reduce the risk of disasters.

A. INTRODUCTION

Disaster management is a systematic process to reduce the impact of disasters including administrative decisions, organizational, organizational and community expertise owned by the government. Natural disasters cannot be prevented but the risk of natural disasters can be minimized by disaster management which refers to governance, namely the ability of actors, social groups and institutions to agree on organizational goals that have been set beforehand. In this case disaster risk management is a form of risk governance (Aven and Renn, 2010).

Disaster management practices in Indonesia, especially the emergency response stage, are still experiencing difficulties. For example, despite having a disaster management agency both at the central and regional levels, in fact during the tsunami in Aceh, the institution was still having difficulties in relation to the evacuation and first aid

routes when the disaster came. So that natural disasters need to be seen as a priority problem and not as a seasonal problem (Widyastuti, 2005). Not to mention the problem of the region's early warning system prone to tsunami in Aceh. The earthquake in 2004 was allegedly aftershock after the previous earthquake occurred in Simelue in 2002, so the earthquake was a foreshock of the mega earthquake and tsunami in Aceh in 2004 (Natawidjaja, 2015).

Pacitan Regency is a Regency in East Java Province bordering Ponorogo and Wonogiri Regency in the North, Trenggalek Regency in the East, Wonogiri Regency to the West and the Indian Ocean in to the South. State topography of pacitan Regency mostly mountains and hills with slope the slope levels vary among other conditions with rugged slope level 31-50% with an area of 722.73 km² or 52% of the total area and the conditions bumpy slope 11-30% grade with extensive 333.57 km² or 24% of the total area of Pacitan Regency 1,389.87 km². In

addition to the plateau, Pacitan Regency there are also three major streams i.e. River Grindulu, the river Baksoka and the river Lorok. The third River hold rainwater when the rainy season arrived between January-July and November-December.

The potential for disaster-prone areas in Pacitan Regency became serious attention as a consequence of the expanse of mountain topography and a relatively low plain surrounded by the river and the Indian Ocean will be disaster-prone such as landslides, floods and tsunamis. Based on the report of the regional disaster mitigation Agency Pacitan Regency year 2015 natural disaster spread across several sub districts as flood in Arjosari, Pacitan, Punung, Ngadirojo, Kebonagung, Ngadirojo; a landslide in Donorojo Subdistrict, Punung, Pacitan, Kebonagung, Arjosari, Nawangan, Bandar, Tulakan, Sudimoro, Ngadirojo, Tegalombo. When the rainy season arrived a catastrophic floods and landslides frequently happen in the whole region in Pacitan Regency make disaster management strategy from the stage of preparedness, emergency response, emergency and post mitigation and prevention should be optimal in order to reduce the risk of injury as well as mitigation and prevention of future disasters.

According to Suhrke (1999) when natural disasters, there are three groups that are categorized in the insecurity that must have a major concern and protected his salvation includes first, a victim of war; Second, the group is near the minimum substance and structurally are in a position very vulnerable to socio-economic shocks. Third, victims of natural disasters. For victims of natural disaster emergency response mechanism serves to protect vulnerable groups social economic shocks in order not worse.

Stages of emergency response coordination required a clear and quick handling, proper, effective, efficient, integrated and accountable. These goals so that the casualties and loss of property can be minimised. For that Government needs to appoint officers as the Commander of the disaster emergency response handling as set forth in the regulations of the national disaster mitigation Agency Head No. 10 Year 2008.

Events of natural disasters, floods and landslides in Pacitan Regency in the year 2017 is a large natural disasters from previous events due to the damage caused is very large and consume a victim. According to Law Number 24 year 2007 About disaster relief emergency response phase of disaster relief is a series consisting of pre disaster, emergency response, and post disaster. However, the problems raised in this paper is a situation of emergency response in the event of a disaster to see the extent to which the process of emergency

response natural disasters in Pacitan Regency.

The purpose of this research is to know the phenomena of natural disasters floods and landslides and know the process of emergency response to natural disasters as the event when the process of better disaster management as well as community building Pacitan Regency robust in the face of natural disasters.

B. LITERATURE REVIEW

1. Definition of Disaster

Disasters are often defined in various meanings. Some definitions tends to reflect characteristics who followed, like (Widyastuti, 2005):

1. Deviations that occur in it a normal lifestyle. Many general irregularities it happened and also arrived, no expected and expanded (including
2. a wide area).
3. Causes theft at human, like death, injured / injured, life difficulties and also health problems.
4. Causes damage to the structure social like disturbing system of government, damage building, communication and infrastructure serving the community or important service.
5. Disruption of community needs, like a place to live, food, clothes, health, and social services.

The definition above does not cover because only see one, two sides from disaster and lack of sight the latest developments from the complex disaster conditions that can occur in modern society today.

To be clearer we need it see the definition of the word disaster from dictionary, that is from 1) Oxford Dictionary, Sudden or great misfortune, calamity. 2) Webster's Dictionary: A sudden calamitous event producing great material damage, loss and distress.

See the variety the definition of "disaster" often results the main debate at the time of an event / event which causes suffering society happens inside our environment. This is related with the problem: who is responsible, how to overcome it, division of authority, determination of affected areas and so on. Refer to on Handbook Disaster Management, disaster is defined with: events, caused by nature or the results of human actions, suddenly or slowly, which have a strong influence on society.

The definition above includes more because in that definition also mentioned the cause of the disaster, due to disasters and emphasis on community response. According to the definition above disaster can be caused not only by nature but also human actions. Seen from cause of disaster then there are 4 categories of causes of disaster (Sobirin, 2006) namely geological disasters, climate disasters, environmental and disaster disasters social.

1. Geological disasters, among others earthquake, tsunami, eruption volcanoes and landslides.
2. Climate disasters include floods, drought and storm.
3. environmental disasters include pollution environment (water, soil, air), exploitation of natural resources excessive including logging forest, land conversion in the protection region, the application of wrong technology and the emergence of an outbreak disease.
4. Social disasters include destruction of culture, culture not caring, Corruption; collusion; nepotism; impartial politics people, socio-economic gap culture, conflict, riots and others.

In the book *Disaster Management* (Carter, 2008: 3-6), threats from disasters can be classified, among others: 1). The traditional Disaster Threats, like earthquakes earth, tsunami, hurricane, flood, landslides, droughts and for example; 2) The New Disaster Threats, like social unrest, terrorism, piracy, conflict, work accident, explosion on nuclear reactor, accident on public transportation and so on. 3) The Geography of Disaster, like poverty that generally afflicts African and South Asian countries; 4) Modern Loss Factor, things done in an effort disaster management must be coordinated between regions and between countries and internationally so the countermeasure is right true effective, it does not actually cause loss on certain group. In general, types disaster, among others:

1. Earthquakes
2. Volcanic eruptions
3. Tsunami
4. Hurricane
5. Flooding
6. Landslide
7. Forest fires
8. Drought
9. Infectious disease

10. Accident
11. Uncertainty or riots

In general the consequences are caused by disasters, including:

1. Death / loss of life
2. Injured
3. Damage and destruction ownership
4. Damage and destruction crops
5. Declining production
6. Decreasing quality of life
7. Loss of life
8. Damage the important services
9. Damage to national infrastructure and the government system
10. Loss of the national economy
11. Effect of Sociological and psychological.

2. Disaster Management As Cycle

Natural disaster history in Indonesia, Earthquake and natural disasters tsunami that occurred in Nanggroe Aceh Darussalam (NAD) has opened our eyes that disaster management in our country is still very far from what we expect. In fact, inside disaster management normatively we already have an Agency National Coordination of Countermeasures Disaster Management and Refugees (Bakornas PBP). At the provincial level Acting Coordination Unit there Bancana countermeasures and Refugee Handling brief Satkorlak PBP. At level District / City formed Unit Disaster Management Implementer and Handling of Refugees abbreviated as Satlak PBP. Although the duties and functions of Bakornas, Satkorlak and PBP Satlak is clearly described in Presidential Decree Number 3 In 2001, but in fact when disaster occurs in this institution often "oversized". Institutions above indicate that we have a disaster management system (disaster management), however understanding of management disaster has not been fully lived.

Disasters are only seen as events who comes at any time, not a priority issue. Can be ascertained basic understanding about disaster management not mastered or not understood by many bureaucrats, people and private.

One of the things that need to be understood that management disaster is a part that is not integral in sustainable development. Development as an effort to improve welfare or humanity is

activities carried out continuous, not activity short period. Management disaster is dynamic (this is seen in the management cycle disaster), according to development society and complexity disaster. As a branch disaster management science must meet requirements, namely aspects clear (institutional, organizational and procedures), running functions (planning, implementation, monitoring) and complete elements (human resources, finance, equipment).

UNDP (2010) divides management disaster becomes four major stages. The first stage is preparedness (standby planning, early warning), second phase of emergency response (study emergency, operational plan, emergency assistance), third phase post emergency (recovery, rehabilitation, completion, rebuilding), fourth stage of prevention and mitigation or taming.

Experience shows, from the fourth stage is precisely the stage second, the emergency response stage which is always the focus but the coordination is very weak. This matter prove that at the time disaster occurs, handling disasters are always carried out inside an atmosphere of panic and confusion. During this emergency response there seemed to be shocked and feel cheated, some are serious, some are "troublesome", there are just watching and even there who are looking for opportunities in narrowness. In the third stage, namely post-emergency, nuances of rehabilitation and reconstruction is very smelly "Project", many parties are searching crumbs above suffering other people. In the fourth stage, namely prevention and mitigation, all parties begin to forget events last disaster, almost all people don't care anymore to do what. Return to the first stage, that is preparedness, all can be ascertained the party is not ready and not alert, and in the event of a disaster, return to pokes, surprise and panic. In fact, handling all four stages since preparedness, responsiveness emergency, post emergency, prevention and mitigation each has the same seriousness.

3. Community Based Disaster Management

In handling disasters it is not appropriate to rely on the government's ability. The government has limitations both in human resources, funding, equipment or logistics. Disaster management must be universal, involves all parties, both the government, private and public. Third the component must be able to to be equal actors, all must play the main role, not just participate. The target of implementation is society knowing the threat of danger in each environment and society must be able to help herself.

Basic concept of community based disaster management is efforts to increase capacity community or reduce vulnerability the community (Ulum,2013). The magnitude of the disaster is accumulation various hazards with a series of vulnerabilities that are in the community. Vulnerability series this includes poverty, lack of awareness, conditions sensitive nature, helplessness and various dynamic pressures others. the problem of vulnerability of one group community with other groups communities are different, so is the threat the danger also varies the type.

In general, problems disasters in Indonesia are complicated because it occurs in areas where conditions the community vulnerable and the location is far from central government and difficult to achieve. Therefore a new paradigm disaster management must be able to overcome these problems, with community based disaster management, that is to go a community that is capable of being independent, able to recognize the threat of danger in their environment and capable help herself.

4. Governance in disaster management

Efforts that have been made by the government in overcoming disaster problems are by reconstructing the paradigm of disaster management. Disasters must be seen as not merely government affairs but also must be a common affair. This new paradigm is also a priority for disaster management adopted from International Strategy for Disaster Reduction (ISDR). ISDR strategy emphasizes disaster is everybody business. Furthermore Indonesia began a new chapter in Disaster management by putting disasters into the responsibility of the government, community and business (Suryo,2013). These three components are often referred to as three disaster management pillars that have a strategic role and position in the disaster response.

Governance depends on the level political commitment at all levels and strong institutions. Good governance is identified in framework for reducing ISDR risk as a key disaster risk reduction success. Good governance will (Van Westen & Kingma, 2005):

1. implementing disaster risk reduction as a policy priority,
2. allocating important sources in the process of disaster risk reduction,
3. strengthen the implementation of disaster risk reduction and responsibility for mistakes, and

4. facilitate community participation and private sector.

There needs to be a shared commitment that governance will only be realized if it emerges collaboration, partnerships and networks between elements of governance. The network has become an important feature of the development of today's modern organizations, both public and private organizations (Ulum, 2013). Eco-friendly and non-destructive actions not only must show the public sector but also the private sector. Reform must also be structured in a constructive manner on operational ideas and orientations based on financial benefits pay attention to social risk. The commitment of the private sector needs to be improved through implementation Corporate Social Responsibility (CSR). Sharing responsibility between these three elements requires transparency and accountability for build trust that will serve as a binding for disaster management performance (Nurfrianto & Hanny, 2016). Private sector social responsibility is necessary confirmed, the social rights of the community need to be guaranteed, and the role of government regulation must be strengthened.

Governance has meaning and role are very important in guarantee the achievement of the most basic goals from a political entity, be it a state and more political small areas, including like provinces and districts/cities in Indonesia. In the context of implementation governance and development then good governance will provide broad benefits for democratic growth and development people's welfare (Kemitraan, 2013).

By UNDP governance defined as a process, rule, or the result of interaction between circles legislative, executive, civil society, the court and the community then called the stakeholders at certain area. In this case governance interpreted as embodiment power in the economic, political and administrative to manage a countries at all levels (UNDP, 1997). The World Bank defines governance from several sides. On the one hand governance can be interpreted as formal rules and informally regulating the public sphere, especially in the retrieval process decision. In addition, governance also interpreted as "government capacity to design, formulate, and implement policies as well impose penalties on violators" (WB, 1992).

Various definitions of governance (governance) stated above shows how important attention is towards the relations between parties in making decisions, plan, prepare, carry out to evaluate each process and phase of response disaster. Specifically from the angle the view of interrelated social science studies of the parties

themselves can be studied as an embodiment of social reality phenomenon of social action.

With regard to the context of good governance in disaster management in the area there must be at least three principles the most basic governance in inter-relations, namely (Erwin & Indrizal, 2007): transparency, participation and accountability.

1. First, transparency regarding openness will public information as the main foundation good governance in disaster management.
2. Second, participation to ensure it is involvement of all related parties, especially communities as beneficiaries main of the agenda and program rehabilitation-reconstruction (Uphoff, 1988).
3. Third, accountability in the whole sense parties can and must account for decisions and actions taken. Practice good governance at least apply those three principles then also called the Partnership as a basis for governance more open (open governance).

5. Emergency Disaster

The concept of disaster emergency response is at the stage of disaster management ie Pre disaster, Disaster, and Post disaster. The pre-disaster phase consists of adequate preparedness of facilities and infrastructure as well as mitigation of contingency plans in disaster management planning. Contingency plans have Preparedness and Prevention as well as Emergency and Logistics Fields as contained in disaster management agencies.

Disaster emergency response is a disaster management process as well as the most crucial stage in disaster management, because it needs emergency response measures to deal with the disaster impact quickly and appropriately to minimize the number of casualties or losses. Disaster management agencies generally have functions at this stage by forming rapid reaction teams and fast assessment teams. According to Nugroho, Rustam and LituHayu (2014) Rapid reactions team is a team formed to respond immediately if a disaster occurs immediately to the scene to evacuate the disaster victims immediately, then the review team quickly comes on duty to assess the damage caused by the disaster that occurred.

Coordination is a serious issue that arises during emergency response. The involvement of the

relevant agencies is needed for quick handling to be carried out. Not only government agencies, but also coordination between the posts of refugee camps must also be clear and coordinated. Kusumasari (2014) said that response / responsiveness has a goal for coordinating needs assessment but if the coordinated party does not come to the scene then needs assessment is difficult to achieve.

6. The Main Role of the Government in Emergency Disasters

The main government response in the emergency phase of the disaster is the protection of life and property. Society and the private sector also play an important role. They help each other to survive the disaster and prepare the community for recovery. These actions can be achieved by coordinating family accountability and reunification for a separate, helping first responders, and ensuring the sustainability of the business sector. Local governments need to coordinate response, relief and recovery measures during the first 72 hours (or more) of the emergency. Here's an action suggestion by U.S. Department of Homeland Security (2013):

1. **The first 4 hours of action:** call the provided call center, directly assist the rescue operation through the safety personnel along with medical assistance (if needed), assess the areas at risk for the safety of the population, provide emergency communication facilities, consider for emergency statements in the area
2. **The first 12 hours of action:** setting up emergency command center posts and securing important routes, opening evacuation sites, assessing alternative transportation, began asking for help to the state after reviewing critical resource shortages.
3. **Actions within 24 hours:** merging to maintain emergency response operations including logistical preparation and basic needs, start updating public information as well as specifying additional support personnel, consolidating disaster area damage assessment.
4. **Actions within 48 hours:** stabilizing support for the affected areas and securing non-impact areas to restart services include processing logistics support management support, establishing drinking water distribution systems for refugees outside

the post area, anticipating area damage assessments to account for recovery short-term and long-term community, main respondents are prepared to support the overall needs of the community.

5. **Actions within 72 hours:** initiating the emergency response transition to sustainable operations by supporting the provision of clinics; occupancy; logistics, the provision of refugees with special needs, managing donations and volunteers aimed at the logistics department, the process of removing the debris of damage, standardizing damage assessment by the national disaster management agency.

C. METHODS

Data collection research done through purposive interview that is deliberately chose the subject of informants as a data source. Parties interviewed was operational commander of the emergency response, disaster management Bodies Regional party Pacitan Regency, the National Agency of disaster mitigation, disaster command post officer and residents displaced.

Empirical observation by looking at the location of research, field book, Focus Group Discussion (FGD) and the documentation is done in obtaining additional information in order to make the discussion more in price. In addition to that the secondary data is also needed in the form of photos, literature and documents. The data are then processed in order to produce a descriptive picture of research in the form of descriptions of events of natural disasters and emergency response to natural disasters.

The research methods of analysis using descriptive qualitative approach. The qualitative research was selected to create a complex picture, examining the words, reports from the view of respondents and conduct studies on the situation being experienced. As for qualitative research phase include data condensation phase i.e. researchers selecting, simplifying and transforms data interviews related to the phenomenon and the process of emergency response to natural disasters. The next stage is the stage of the presentation of the data is done by grouping the data corresponding to the phenomenon and the process of emergency response to natural disasters either interview or documentation. The last stage, namely the withdrawal of the conclusions effected by connecting theories and concepts relevant to the topics of discussion are descriptive.

D. DISCUSSION

The Phenomenon of Flood and Landslide in Pacitan Regency.

Natural disasters have always been a concern for the vulnerable residents affected by natural disasters during the disaster or disaster. Because of the losses resulting from natural disasters is not a little. In November 2017 natural disasters afflicting Pacitan Regency back with more volume as expressed by BU that Kecamatan Purwosari village see considerable and severe floods in the year 2017, floods usually occur only around home page but not to an hour flooding already knee-high adults. And less than two hours bajir already as tall as adults to ultimately House participated fully submerged on Tuesday evening November 28, 2017 (interview Thursday 30/11/2017).

The worst flooding occurred in 4 districts in Pacitan Regency i.e. Arjosari Subdistrict, Pacitan Subdistrict, Kebonagung Subdistrict And Ngadirojo Subdistrict. Arjosari subdistrict is severely flooded areas. According to one of the residents of the Sub-District of arjosari WI, that dropped heavy rain over the past one week later on Monday the flood came but not overflow from the river. While Tuesday evening flooding already overflowed into houses. After maghrib (at night) flooding around Arjosari Subdistrict already engaged and on Wednesday the House residents are still drowning.

According to the residents of flooding in November of 2017 is the largest flood of floods that have occurred. The floods submerge houses in a short span of time i.e. one day on Tuesday November 28, 2017 following the flow of the river no longer able to accommodate the water discharge continued to dilate and Wednesday home residents are still flooded.

Pacitan Subdistrict is one of the areas affected by severe flooding. All public facilities submerged are not excluded football stadium used for evacuation place in Sidoarjo Village District Pacitan. The location of the refuge is close to the bay of Teleng Ria Pacitan where the bay is the area with the lowest plains and as the final stream of rivers in Pacitan Subdistrict.

Access to the Town of Pacitan, one of which passes through the village of Arjowinangun. The village of Arjowinangun alone there are several public facilities such as terminals and traditional markets awash floods on Tuesday November 28, 2017 so that the community's activities be halted. Submerged some areas due to flooding requires the handling of all parties ranging from the public, private and Government as expressed by the BPBD (local disaster management agency) that the

disasters this year was great including making the Central Government is also involved. If a small nature adversity deal is sides BPBD (interview RA Friday, 1/12/2017).

In addition to the disastrous floods, landslides are also one of the largest ever in Pacitan Regency. The landslide occurred in some place, one of them in Kebonagung, Subdistrict. Such events occurred simultaneously with the flood in November 28, 2017 as the local command post party disclosed. RH revealed that on Tuesday November 28, 2017 heavy rain, the Councilor was already down to the landslide-prone areas, but increasingly the afternoon rain was getting overgrown and there are homes that were hit by landslides. Afternoon around 17.00 GMT (local time) number of refugees about 50 people and instantly created a communal kitchen (interview RH Thursday, 30/12/2017).

Meanwhile, due to the landslide that many residents were left homeless due to being buried and badly damaged. According to KH delivered that in his environment a total of 6 houses collapsed, the majority can no longer inhabited but there were no casualties. If the Klesem village there is indeed a victim. From the authorities themselves do not know until when in exile or the Government by raising the house again. (interview Friday, 1/12/2017). Party posts also respond that the fate of the refugees still stuck in evacuation posts and can not go back to their village as revealed in one week IE RH fore residents have not dared to go home each (interview Thursday, 30/12/2017).

Residents affected by the landslides claimed to be resigned to a State because they have no place to live again. They are displaced for the sake of saving lives and property is not their main priority when disaster occurs.

Landslides at the Gayam village, subdistrict of Kebonagung. Landslides cut off the line from material direction from Panggul Village, Trenggalek Regency so that mobility of residents around the site be discontinued. Floods and landslides in Pacitan Regency in 2017 are among the worst. This is confirmed by the statement of the victims of natural disasters and officers at the disaster post. Flooding in Pacitan Regency experienced a large volume increase in a short time while landslide disaster made some residents who live in landslide prone areas lost their homes.

Disasters Emergency Response In Pacitan Regency

Emergency response is an act committed in the wake of the disaster. These actions are performed immediately when disaster events to handle the aftermath of the disaster include rescue and

evacuation of casualties, property, the basic needs of refugee protection, and the restoration of infrastructure and facilities. Appropriate research in the field, emergency response to natural disasters in Pacitan Regency set for seven days after a disaster such as that expressed by the command of the emergency response that the situation is still in a position of emergency response for seven days. The seven-day basic consideration of whether a search victim declared finished or not. In seven days the victim not found then the search can be stopped (LA

interview Saturday 2/12/2017). military command in emergency response is a form of leadership. a leader is required to manage many aspects in managerial to achieve the objectives of an effective emergency response (Faturahman, 2018).

The magnitude of the disaster is seen when such disasters take some casualties so that natural disasters can be categorized a national disaster. Here is the data the number of the victims of the floods and landslides Pacitan Regency.

Table 1
The number of victims of natural disasters in Pacitan Regency to 2 December 2017

No	Name	Age	Description	Regency
1	Mudjiono	60	died	Pacitan
2	Mislan	56	Died	Pacitan
3	Amri Suhastomo	25	Died	Pacitan
4	Maryati	55	died	Pacitan
5	Temu	57	Died	Kebonagung
6	Fitri Ayu	3	Died	Kebonagung
7	Siti Kalimah	20	Died	Kebonagung
8	Parno	73	Died	Kebonagung
9	Kasih	70	Died	Kebonagung
10	Rozak	17	Died	Kebonagung
11	Sukesi	41	Died	Kebonagung
12	Yusuf	61	Not found	Kebonagung
13	Inem	60	Not found	Kebonagung
14	Sarton	70	Not found	Tulakan
15	Sipon	65	Not found	Tulakan
16	Sutirah	74	Died	Tulakan
17	Eko Sulaksono	34	Died	Pacitan
18	Hero Nyoto Raharjo	53	died	Nawangang
19	Bonatin	50	Not found	Tegalombo
20	Satiman	65	Died	Nawangang
21	Tumadi	77	Not found	Arjosari
22	Siti Khuzaimah	27	Died	Arjosari
23	Darto	70	Died	Kebongagung
24	Suginem	68	Died	Kebonagung
25	Katemi	65	Died	Kebonagung

Source: BPBD Pacitan Regency, 2 December 2017 processed by author.

The number of casualties shows that natural disasters in Pacitan Regency year 2017 entered national disaster categories so that all parties of the Central Government, the province and the region as well as various organizations ias get involved in disaster management. The average victim is an adult with six victims have not been found. The search of victims who have not been found to be an indicator that the emergency response time needed the proper method in the search for the victims quickly.

All parties involved in disaster coordination required a clear and necessary system command of

the disaster. The identification of victims is done during times of disaster emergency response by forming a unit of commandos in order the evacuation and rescue with the designated Commander of the TNI as revealed by RA, disaster management operation control currently held by dandim 0801 Pacitan Decree of Regent (interview Friday, 1/12/2017).

The designation of the emergency response command is exercised by Regent Pacitan through Decision Number 188.45 Regent/1189/KPTS/408.12/2017 On the appointment of the

Commander of the emergency response by appointing Commander kodim 0801 Pacitan. The process of evacuation of the victims of the floods and landslides experienced some constraints in the form of equipment that is less complete. To that end, in accelerating the evacuation, used traditional equipment in the form of tires bound with ropes to rescue flood victims. It disclosed that the officer by the WI in running the evacuation process using a rubber boat, but the penangannya have yet to include an overall flood occurs almost throughout the Pacitan Regency. In addition there is also a traditional form of tire rubber coated with a strap (the interview Friday, 1/12/2017).

In addition to the constraints of the evacuation equipment, data logging other than BPBD as the Secretariat of the Centre for data and information is still less than optimal as it happens in the posko gayam. The exposure of the RH Gayam Village shows that the data already available although still manual and presented so that it is easy to understand. As for the other posts still shorthanded and volunteers. The time it takes inadequate because the officer must record in the surrounding of the village so that the data made potluck (interview Thursday, 30/11/2017).

Meanwhile, the national disaster mitigation Agency (BNPB) as the Central Government is also providing assistance to facilitate and expedite the process of emergency response. BNPB was instrumental in strengthening mentoring and the provincial government provides support to the County Government. One form of operational funds are provided in the post because the local authorities have budgeted budget likely not because the process was complicated because through the approval of the House of representatives. In addition BNPB also gives other pressing needs. For the operational funds of Pacitan Regency got 500 million Fund of BNPB (interview Saturday, 2/12/2017).

Evacuation in landslide-prone areas are also experiencing difficulties. RH revealed that one of the hamlets in kebonagung IE mantren can not be approached because of the moving soil conditions and the breakdown of the evacuation line on the next day and the more difficult reach.

The needs of the disaster victims who took refuge provided by the posko scattered in various areas in pacitan Regency. This post provides the basic necessities for refugees such as eating, bathing and others. According to WI, almost every village in Arjosari there are posts because society in Arjosari on the first day of the second and the majority of the logistical shortcomings so that people themselves take the initiative to form a small post but sometimes uneven (interview Friday, 1/12/2017). Similarly, in

some areas such as living in the village of Gayam society formed a command post on its own initiative.

In a situation of emergency response command post prefer food aid by forming a communal kitchen as a logistic hub located in the village of Pacitan. Channeling posko that food shortages will be coordinated with other posts. FI explained, a soup kitchen in the village See as central to the logistics needs help indeed concentrated in such spots. However the help also spread to other common kitchen when it concerned the shortage of food supply. Food preparation in Public Kitchen Bangunsar Village is capable of up to two days ahead if there is residual then handed back to the communal kitchen Center for given to other common kitchen in the whole area of Pacitan Regency. Sometimes the residents that food shortages are also looking for a soup kitchen in other regions due to stock food in a communal kitchen area residents have been exhausted (interview, Friday, 1/12/2017).

Different things shown natural disaster command post in the village of Tanjungsari. The Posko prioritise help for school students of clothing schools. DE reveals that the direction of posko Tanjungsari Village that is more to help education for school children like stationery, uniforms. Such assistance comes from all walks of life. Posko Tanjungsari Village originally did not receive basic food aid because the flooding many school supplies the children drowning if already entered school stuff like this will be a priority. So the focus is different from aid so as not to overlap with other posts (the interview Friday, 1/12/2017).

Disaster posts is an important part in the process of emergency response in providing a wide range of needs of the refugees. These are basic needs so that the supplies must be appropriate and sufficient all over the refugees. Assistance from the Central Government of mentoring and reinforcement to help fund necessary as a form of acceleration in the process of emergency response to natural disasters. The role of each actor in the emergency response process can be mapped as follows:

1. Regional disaster management agency (BPBD). As a data recording center and coordinate with the army to find out the updated data of disaster victims. Disaster assistance from the central and provincial governments is coordinated by this institution.
2. Militar forces are tasked with evacuating victims and isolated residents. This implementation is based on instructions

from the regent through the regent's regulations. Military forces led by military commanders monitor information obtained from the field and determine the length of time for the emergency response process.

3. Local communities attempt to provide voluntary service assistance but still coordinate with military forces and BPBD regarding the evacuation of disaster victims.
4. The adhock community. This community is formed from the initiation of the community itself, which is carried out with an emergency command post in a strategic resident's house. The location of the emergency post is set based on the main route that can be passed by transportation.
5. Local level government. This actor covers the village government, and sub-district as the center of the public kitchen during the disaster.

Local Level Government	provide stock of basic needs	Lack of coordination
Another Institution	helping Basic needs when disaster comes	Not mapped

Source: author

Learning Process

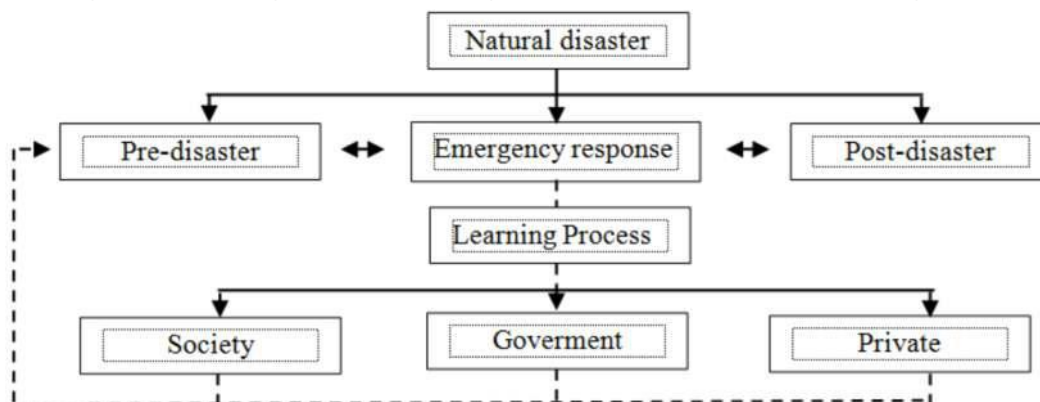
The learning process towards an event borrowed the term from Senge (1996) called team learning is one of the ways for the development of an effective organization. Thoughts on the appropriate organizational changes made in intensive dialogue within a team. If the team within an organization does not want to learn then the organization can not learn. Similarly, in the case of flood and landslide in Pacitan Regency. The following framework of research. Emergency situations can be used as the learning process as the description of the emergency response that has been done then the emergency response command formation formed in order of evacuation, rescue a fast and precise. In addition, emergency posts, assistance from various parties ranging from the Central Government, private until a unified volunteer during emergency response.

Pacitan Regency disaster in the year 2017 is a series of interrelated events require teams to have a willingness to learn. The team includes Government as forming a clear vision as well as support from the public and private sector. It should be understood that the mitigation of natural disasters ranging from prevention and mitigation phase, the phase of emergency response, disaster is a unified whole. The attitude of the response should have done at the time of pre disaster mitigation and prevention, namely to reduce the risk of disasters so that the risk of casualties and loss of property can be minimised. It also impacted on costs incurred after the not so great and speed up the process of disaster emergency response.

Table 2. Mapping Role an Actors

	strength	weakness
BPBD	Core of data administrative	Lack of complete evacuation tools
Military forces	Main role at field observation and control the authority	Depend local communities for information
Local Communities	Main actor to help specific area when disaster comes	Adhock action, various
Adhock Community (disaster post)	provide stock of basic needs	Lack of coordination

Figure 1. Learning Process In Emergency Response For Disaster Management



Source: by author

Intensive dialogue manifested in the process of policy formulation throughout the stakeholders in disaster relief where this formulation process are included in disaster prevention and mitigation. Yuliani dkk. (2015) disclosing the disaster vulnerability reduction for women in Central Java is done by labor recruitment of women in disaster management and mitigation. Women's role in the socialization of the consciousness of the disaster to other women as well as a feeling of being more sensitive in fulfillment of an urgent need other women. Whereas the formulation of the policy of strengthening the disaster risk reduction in Pacitan Regency in focus on physical factors in the form of repairs, maintenance of the infrastructure affected by disaster-prone ranging from roads, bridges, levees are at risk of dropping out. Flood which nearly the entire Town of Pacitan soaking one of them because the jebolnya levee in Tanjungsari Village. Residents of Tanjungsari Village said, really the potential flooding and broken embankment had long known by citizens. Residents of Tanjungsari village also recently learned that the levee on the other hand experienced a leak. Regardless of the overall responsibility of the Government, residents here know the risks of flooding and always point a location prone when it rained very heavy (interview DESunday, 1/12/2017).

Therefore capacity building in relation to disaster mitigation must be carried out by actors including (Probosiwi, 2015):

1. With BPBD, disaster management activities become more comprehensive because they stand alone with clear organizational structures and tasks. In its duties, BPBD functioned to assist the Regent's duties (Pacitan Regent Regulation No. 21 of 2009):
 - a. Establish guidelines and direction for disaster management efforts that include disaster prevention, emergency handling, rehabilitation, and reconstruction fairly and equally;
 - b. Establish standardization and needs the implementation of disaster management based on legislation;
 - c. Arrange, determine and inform disaster-prone maps;
 - d. Arrange and establish permanent procedures for handling disasters;
 - e. Reporting the implementation of disaster management to the Head of Region every month in normal conditions and at all times in disaster emergency conditions;

- f. Control the collection and distribution of money and goods;
- g. Responsible for the use of the budget received from the APBD; and
- h. Carry out other obligations in accordance with the laws and regulations

BPBD also functions coordination is carried out through coordination with other regional government work units, vertical agencies, business institutions, and / or other parties needed in the pre-disaster and post-disaster stages. The command function is carried out through the deployment of human resources, equipment, logistics from other regional work units, vertical agencies in the region and other steps needed in the context of handling emergency disasters. The implementation function is carried out in a coordinated and integrated manner with the regional work units, vertical agencies by taking into account the policies for the implementation of disaster management and the provisions of legislation.

2. In addition to coordination between the local government, regional government and central government (BNPB), disaster mitigation is carried out by private and international institutions. The role of private and international institutions in mitigating floods and landslides, among others (Suleman & Apsari, 2017), is helping to collect aid for distribution to victims of floods and landslides; assist the process of rehabilitation and reconstruction of affected areas; and assist in providing data based on the independently research results.
3. Disaster alert social community (tagana). Collaboration and relations between Tagana and the government will create collaboration that is very important, especially if it is associated with activities that reduce the risks and impacts of disasters or which are often called disaster mitigation. Every mitigation activity carried out always involves the community and Tagana. Communication equipment is important for Tagana coordinators in several sub-districts in Pacitan to facilitate communication and deployment of Tagana members and other community elements.

In addition to BPBD, initiation also came from the social service office that gave recommendations for Tagana. This is done to add to the experience and capacity of Tagana members, mitigation activities can also become the basis for the emergence of cohesiveness

and cooperation between organs within the disaster management management system. Carter (2008) revealed that one of the mitigation activities can take the form of non-physical or functional mitigation (Nonstructure Mitigation) which is an overall effort that aims to reduce disaster risk and its impact by increasing both physical and technical capabilities through activities that can increase the capacity of government and communities in face disaster.

Tagana being a capacity entity in mitigation is also able to cooperate with other parties besides the government such as, schools through the Scout Movement to provide counseling related to disaster, on this occasion Tagana members as resource persons. In addition BPBD in collaboration with the Office of Social Affairs and Tagana will make a book about disaster which can later be used for elementary, middle and high school students. The following is a table of characteristics in disaster mitigation.

Table 3 Characteristics of Disaster Mitigation

Characteristic indicators	Non-strutural action measures
Form of mitigation	Counseling, social service, simulation of floods and landslides.
Local government role	BPDB is supported by other relevant agencies, namely the Office of Social Affairs for disaster mitigation activities
Private role	Strengthening CSR wich accountable, and transparent with the government and society as part of sustainable disaster mitigation (Nurfrianto & Hanny, 2016)
The role of local communities	Disaster information is disseminated quickly, helping

Participation in mitigation

the government channel disaster policy programs, becoming resource persons in disaster counseling
 The community is always ready for structural and non-structural disaster mitigation activities, the involvement of counseling and resource persons as well as technical assistance in schools, as a link the information between community and local government.

Source: by author

The mitigation characteristics in table 3 can be applied with a joint commitment between the government, the private sector and the community. This is where the ability of the community can be mapped according to field conditions when researching at the disaster emergency response phase. The main obstacle is the coordination between evacuation posts which are far away from the disaster emergency response coordination center, namely BPBD. The hope of this capacity building is that all stakeholders can at least map out safe evacuation sites. Cases of displacement of refugees in Sidoharjo village indicate the importance of safe shelters when a disaster occurs.

Major disaster that not many citizens suspected of making needs mapping areas vulnerable to floods and landslides become priority emergency command post, along with the time of the disaster. It is intended for guidance in the process of evacuation and emergency rescue. Evident when Sports Hall (GOR) Villages and brought in pacitan is used to shelter flood-affected badly. From the data BPBD number of refugees of pacitan 3,046 soul a number of 503 inhabitants in GOR Pacitan should be evacuated to a safer place.

Table 4. Vulnerability to natural disasters in Pacitan Regency

No	Landslide Disaster Vulnerability	Flood Disaster Vulnerability
1	<p>Physic:</p> <ul style="list-style-type: none"> a. The nature of the soil clays of soft sand so that when heavy rain days on the ground will be easy avalanche b. The House is made of walls and built on the slopes of the hills. Home position below the cliff is steep and high with steep slope 	<p>Physic:</p> <ul style="list-style-type: none"> a. Stay on the banks of the river b. Slum Environment and solid c. Inadequate facilities and infrastructure
2	<p>Social:</p> <p>The social conditions that affect the level of vulnerability to natural disasters, demographic conditions i.e. sourced most of the population resides in the territory of hills and mountains.</p>	<p>Social:</p> <ul style="list-style-type: none"> a. The majority of the poor population and low educated b. The majority of the population worked as fishermen and labourers c. The Effortless economy family is keeping livestock
3	<p>Mental:</p> <ul style="list-style-type: none"> a. Many citizens who are determined to build a house near the cliffs of the condition of the soil is less intense and labile. b. Citizens are unaware of the danger or have not understood about the causes of landslides 	<p>Mental:</p> <ul style="list-style-type: none"> a. No matter and desperate to live in flood-prone locations b. Reluctant to be relocated

Source: by author

Vulnerability in Pinkowski (2008) can be identified in disaster mitigation which means risk / threat and social response or disaster-related social impact. These are summarized as capabilities in resilience against disaster threats. The vulnerability increases when capacity is inadequate so capacity is often associated with the degree of vulnerability.

In natural disasters, vulnerable parties are not only seen from location, poverty level, lack of finance but also inability to fulfill the role of local community, state and related institutions for adequate mitigation and preparation. Natural floods and landslides during heavy rains for several days during the rainy season policy at least in effect on the mitigation of loss of victims and suffering during the disaster (Faturahman, 2017). Rather than when the government acts after a disaster that resulted in the victims and suffering caused by the disaster. Disaster reactive management policies show failure and are a common form of vulnerability. This is so many victims fall and lost property.

Mitigation and prevention measures as a disaster prevention process are important to reduce the risks posed. Figure 6 shows that the

topography of the mountains can be applied swales (terraces) to prevent the occurrence of landslides. The importance of disaster mitigation was proposed by Wijaya (2007) that anticipation has its own problems in the early warning system with clear structure, flexible and swift institutions and socialization of the whole society. The goal is to build a society that is always vigilant because it lives in disaster prone areas. Thus the emergency response process of flood and landslide disaster in Pacitan Regency is interpreted as a learning in order to increase community's ability in facing disaster

E. CONCLUSION

Natural disasters in floods and landslides in Pacitan Regency in 2017 are national disasters because they have claimed casualties and the largest of a series of natural disasters that have occurred in Pacitan Regency. Therefore, the emergency response process is considered important as a learning process in natural disaster management that is faster, more precise and effective. In addition, in the emergency response process there were still obstacles in the form of weak coordination between the voluntary emergency posts and the main

evacuation centers in the district center and traditional aid equipment. However, active community response was able to help field officers evacuate victims quickly.

G. RECOMMENDATIONS

Suggestions for better natural disaster management in Pacitan are focused on the pre-disaster stage by improving the number of infrastructure prone to natural disasters to minimize the risk of damage. In addition, the ability of all elements of society both government, private and community is realized with responsive efforts when disasters come and awareness in the natural disaster mitigation phase by mapping the potential of people who have high vulnerability to natural disasters in order to improve the ability of communities in the face of natural disasters.

The next suggestion would be good if the development program that has been implemented or will be implemented at least also leads to the prevention and reduction of disaster impacts. Such as the geographical condition of Pacitan Regency, the majority of mountains are prone to landslides, so that the agricultural policy is integrated with the revitalization of suitable plants on certain slopes to prevent landslides. Whereas to prevent flooding in large volumes, normalization of the river is integrated with strengthening the structure of the flood retaining embankment. The treatment also requires monitoring by paying attention to the annual cycle of natural disasters so that the normalization of the river can be carried out periodically, not only in certain seasons.

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