



U.S. INDIAN OCEAN TSUNAMI WARNING SYSTEM (IOTWS) PROGRAM  
**WORKSHOP PROCEEDINGS**  
**INCIDENT COMMAND SYSTEM FOR DISASTER**  
**MANAGEMENT IN INDONESIA**  
NOVEMBER 2007

November 2007 Version 1.0

Prepared for the United States Agency for International Development  
by the IRG-Tetra Tech Joint Venture



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# INCIDENT COMMAND SYSTEM FOR DISASTER MANAGEMENT IN INDONESIA

## PLANNING SECTION UNIT COURSE

October 31- November 9, 2007  
Hotel Badikara Hotel, Jakarta, Indonesia

### Facilitating Institutions:

**National Coordination Board for Disaster Management (BAKORNAS)**

**Indonesian Red Cross Society (PMI)/IFRC**

United States Department of Agriculture, Forest Service (USDA/FS)

through the

U.S. Indian Ocean Tsunami Warning System (IOTWS) Program

### Supported by:

United States Agency for International Development Regional Development Mission for Asia (USAID RDM/A)



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FROM THE AMERICAN PEOPLE



BAKORNAS PB





**Training Participants at the ICS Planning Section Unit Course, Jakarta, Indonesia  
October 31-9 November, 2007**

# Contents

1.	BACKGROUND.....	1
2.	WORKSHOP OBJECTIVES .....	1
3.	INAUGURAL SESSION .....	1
4.	ICS COURSE MODULES .....	2
5.	COURSE EVALUATION AND ADAPTATION .....	4
6.	CLOSING SESSION.....	5
ANNEX 1:	LIST OF PARTICIPANTS .....	6
ANNEX 2:	AGENDA .....	7

## 1. Background

The US Indian Ocean Tsunami Warning System (IOTWS) Program is a two-year initiative of the U.S. Agency for International Development (USAID) through which scientists and experts are sharing technical expertise and helping to build early warning system capacity within the Indian Ocean region.

The Incident Command System (ICS) for disaster response management is one component of this program. The USDA Forest Service (USDA/FS) under the US IOTWS program is providing technical expertise on the Incident Command System for tsunami-prone countries. A series of training courses has been conducted in partnership with the governments of Sri Lanka and Indonesia to implement the ICS program. To provide in-depth knowledge on planning processes related to disaster management, an eight-day training course was conducted in Jakarta, Indonesia, on October 31-November 9, 2007. This event also integrated two other courses (i.e. Situation Unit S-346 and Resource Unit S-348) making the course more comprehensive for the Indonesian participants.

ICS was launched in Indonesia in May 2007 under the US IOTWS Program during a five-day foundational course. This program is jointly supported by the International Federation of Red Cross and Red Crescent Societies (IFRC), the Indonesian Red Cross Society (PMI), and USDA/FS. The National Coordination Board for Disaster Management (BAKORNAS), is currently in the process of adopting ICS for disaster management in Indonesia. For example, the government is establishing ICS processes in each district for engaging military forces.

The event drew together participants from different stakeholders of the Indonesian government as well as private emergency response agencies. There were 24 participants, 16 of whom previously participated in the formal ICS Basic Training in Indonesia this year. Eleven institutions were represented, including six national governmental agencies (from disaster management, health, social welfare, the police, military, and forestry); two district/city governments (Jakarta and Banten); and three Red Cross agencies (Indonesian, German, and French). The list of participants is attached in Annex I.

## 2. Workshop Objectives

The overall objective of the course was to introduce the ICS planning process. The specific objectives of the workshop were to:

- Describe the incident/event management process and expanding incidents as prescribed by the Incident Command System
- Introduce Situation Unit Leader (S-346) and Resources Unit Leader (S-348) courses
- Implement the incident management planning process using a simulated scenario
- Develop an Incident Action Plan for the simulated incident.

## 3. Inaugural Session

- **Ms. Dewina Nasution**, Director, Capacity Building, BAKORNAS, welcomed participants to the training course and opportunity to gain knowledge on planning processes for the disaster response.

- **Ms. Trudie Mahoney**, Senior Emergency Management Specialist, US Forest Service, welcomed participants and thanked IFRC/PMI and BAKORNAS for their contribution to the program. She also thanked the US IOTWS Program.

## 4. ICS Course Modules

### 4.1 Intermediate Planning Section Course (I-300)

The newly developed ICS intermediate course (I-300) was designed to enable personnel to operate efficiently using the Incident Command System (ICS) in supervisory roles for any expanding disaster. The I-300 course was combined with the situation unit leader (S-346) and resources unit leader (S-348) courses to provide a comprehensive curriculum for the Indonesian participants. The topics covered under the planning units are as follows:

- **ICS Fundamentals Review.** In this module, participants learned how ICS fits into the Command and Management component. The module provides an overview of ICS working relationships and information flow within the organization, including the following:
  - Listing ICS positions and matching responsibility statements to each ICS organizational element
  - Describing deputy roles and responsibilities, as well as the differences between deputies and assistants
  - Describing how incidents can best be managed by appropriate and early designation of primary staff members and by delegating authority to the lowest practical level
  - Identifying the minimum staffing requirements within each organizational element for at least two incidents of different sizes
- **Incident/Event Assessment and Incident Objectives.** This module described methods and tools used to assess incident/event complexity. It also covered the types of agency policies and guidelines that influence how different incidents are managed, and the process for developing incident objectives, strategies, and tactics.
- **Unified Command.** Participants were taught how to define and identify the primary features of a Unified Command, including how it functions on a multi-jurisdiction or multi-agency incident. Commands may involve agencies within the same jurisdiction or under multi-jurisdiction conditions.
- **ICS Forms and Tools.** The module described how the ICS Operational Planning Worksheet (ICS-215) is a tool for managing incident or event resources.
- **Incident Planning Process.** The module included discussion on the differences between planning for incidents and events. Major planning steps include logistical concerns, a cost-benefit analysis, understanding the situation, developing and implementing the plan, and evaluating the plan. The criteria for determining when the Incident Action Plan (IAP) should be prepared in writing. Various ICS forms and supporting materials can be included in an IAP for effective incident/event management. Trainers described the purposes and desired results of a strategy meeting, tactics meeting, planning meeting, operational period briefing, and team meeting.

In the scenarios, participants were divided into groups to focus on the task at hand, working through the problems and challenges in an orderly process. Small group work continued with the development of strategic alternatives using the incident strategic analysis (ISA). Each group reported out on the alternatives they felt were most important to managing the incident presented in the scenario (following the completion of the ISA). The cadre members gave demonstrations on how operational briefings took place for incidents where ICS was used. Participants took part in different scenarios. For example, during the simulation exercise for a flood, earthquake, and landslide scenarios, participants developed an extensive list of potential contact personnel and resources that could be utilized during the disaster. They then developed their IAPs, and conducted an operational briefing.

#### **4.1 Situation Unit Course (S-346)**

In the situation unit course participants gained skills in the following areas:

- **Situation Unit Mission and Function.** The module covered how to provide incident personnel with timely and accurate status information on a regular basis and respond to requests for information.
- **Mobilizing and Activating the Unit.** This included an overview of the items to be included in a situation unit leader's kit and those items that should be obtained following an initial briefing with the planning section chief.
- **Unit Staffing and Supervision.** Participants discussed issues to consider in staffing, criteria for assigning work, and maintaining good working relationships. They also discussed safety and welfare.
- **Collecting, Analyzing, and Evaluating Incident Information.** The module covered rationale for debriefings, debriefing methods, and how to verifying accuracy for data analysis and reporting processes.

#### **4.2 Resources Unit Course (S-348)**

In the resource unit course, participants gained skills on identifying and describing the basic principles of resource management, basic steps involved in managing incident resources, and the key considerations associated with resource management and the reasons for each.

In this module, trainers described how ICS Form 215A (Incident Safety Analysis) is used with ICS Form 215 (Incident Operational Worksheet) to mitigate hazards to tactical operations. They also covered how to identify organizational elements at the incident that can order resources, keeping in mind the differences between single-point and multi-point resource ordering and the reasons for each.

This course also included information on the establishment of resource needs (kind/type/quantity), resource ordering (actually getting needed resources), the check-in process and tracking (knowing what resources are available and where they are), resource utilization and evaluation (using the resources effectively), and resource demobilization (releasing resources that are no longer needed).



## 5. Course Evaluation and Adaptation

Participants evaluated the course using evaluation form. Within groups, they discussed the strengths and weaknesses of the current disaster response capacities of Indonesia, as well as the opportunities and challenges in adopting ICS in the Indonesian context. Participants mentioned that the course was very useful and comprehensive, and it used a variety of methods to help them better understand the ICS process. A concrete approach is required by the government to fully implement ICS in the field and to follow up training on the functions, roles, and status of the disaster response system. Participants requested more knowledge on ICS so they can contribute more at the regional level. Participants also recommended the training for other agencies. The group discussion on strengths and weaknesses is summarized as follows:

### ***Strength of Indonesia's current disaster management system:***

- The institutional system for disaster management has been established. The coordination body (BAKORNAS) is in place, and roles and responsibilities are well defined. All other response agencies are integrated into BAKORNAS, which is very supportive and can take a leadership role for disaster response.
- The Disaster Management Bill (i.e. Law 24) is being implemented.
- The allocation of budgets is also impressive, especially at the SATKORLAK level. BAKORNAS shares the costs and resources to support disaster response at local levels.
- Voluntary support is available within agencies, with no need to pay employees or responders.
- Strong military that can take a leadership role for any incident.

### ***Challenges in the existing disaster response system:***

- Mobilization of resources is critical for the diverse geographical areas of the country.
- The bureaucracy is very complicated and takes substantial time for decision making.
- Communities are not involved in disaster management processes and their voices are not taken into consideration for planning.
- People do not coordinate or cooperate in managing disasters.
- Need for greater accountability and responsibility from agencies involved in disaster management.

### ***Advantages of implementing ICS:***

- Good planning processes will promote confidence and a high standard of professionalism among responders.
- Increased coordination will increase efficiency in completing tasks.
- ICS is a more transparent system that defines clear steps from planning to operational actions.
- ICS is very flexible and can be adopted for any situation.
- Developing a competent base of professionals enables the effective management of a variety of events.

### **Challenges in implementing ICS:**

- Adapting some processes and structures to the Indonesian context is required before ICS can be fully implemented.
- Commitment within the government is not yet strong enough to implement ICS.
- Resource tracking is currently inadequate. BAKORNAS needs to develop a database for resources. PMI has a database but it is not very effective.
- Incident Commanders do not yet have clearly defined roles and authority within the culture and practices of local government agencies.
- ICS is not culturally accepted yet and need to localized and train the government people.

## **6. Closing Session**

Ms. Trudie Mahoney and Mr. Tabrani, Director, BAKORNAS, closed the training course. Ms. Mahoney thanked everybody and hoped that participants gained useful knowledge and skills on the ICS process. She thanked BAKORNAS for hosting the course and taking lead on disaster management issues, as well as noting her appreciation for participants' enthusiastic contributions. She also thanked IFRC for co-sponsoring the event. Mr. Tabrani thanked the USDA/FS team for continuous support to BAKORNAS and also thanked all participants for attending the training and gaining this valuable knowledge. He mentioned that ICS is very important for BAKORNAS. The government has initiated efforts to strengthen SATKORLAK and SATLAK by assigning Incident Commanders, but it has not yet been very successful. He remarked that the disaster management law is still weak and more hard work remains. Mr. Tabrani mentioned that at the district level, "the military acts as an incident commander and the Vupathi (local head) is working as incident manager. ICS is very important and training is necessary to strengthen the capacity of the people."

## Annex I: List of Participants

No	TITLE	NAME	POSITION	AGENCY
1	Ir, MM	Bambang Sulistyanto	Kasubdit Estimasi Pembiayaan Deputi Bidang Pemulihan	BAKORNAS PB
2	Dra, MAP	Prasinta Dewi	Kasubdit Distribusi Deputi Bidang Penanganan Darurat	BAKORNAS PB
3	SH, M.Hum	H. Hifzhil Wathon Ali	Kasubdit Kapasitas Lembaga, Deputi Bidang Pencegahan dan Kesiapsiagaan	BAKORNAS PB
4	Drs, M.Si	Mulatno	Kasubdit Kesiapan Aparatur, Deputi Bidang Pencegahan dan Kesiapsiagaan	BAKORNAS PB
5	Dr	Ina Agustina Isturini	Staff Pemantauan dan Informasi	Departemen Kesehatan
6	Mr	Wagimin	Kasie Standardisasi dan Bintel	Departemen Sosial
7	SH, MM	BL. Bobby Aryono	Kasubdit Kesiagaan	SATKORLAK, Dinas Tramtib and Linmas DKI Jakarta
8	SH, M.Si	Subejo	Kepala Pendidikan dan Pelatihan Kebakaran	DKI, PEMADAM KEBAKARAN
9	Mr	Ahmad Yono	Pelaksana	Pemerintah Prov. Banten
10	Mr	Emet Hamami	Staf Bencana	Dinas Sosial dan Tenaga Kerja Prov. Banten
11	Ms	Kara Devonna Siahaan	Disaster Management Programme Manager	French Red Cross
12	Mr	Marc-André Souvignier M.A.	Disaster Management Delegate	German Red Cross
13	Mr	Farid WA	Wakil Ketua Bidang PB	PMI (Aceh)
14	Mr	Rukman	Kasubdit Disaster Respon Markas Besar PMI	PMI (National)
15	Mr	Muhammad Hadis	Kepala Markas Daerah PMI Sumbar	PMI (Padang)
16	Mr Dr, MPH	Imam Triyanto	Central Java Chapter Board Members	PMI (Central Java)
17	Brigjen.Pol, Drs.	Bambang Suedi	Dir Samapta Polri	MABES Polri
18	Kombes Pol	Imam Yuwono	Kabag Renlog	Sdelog Polri (staff Logistik)
19	Kombes Pol, Drs	Unggung Cahyono	Kapuslat Korbromob Polri	Puslat Korbromob Polri
20	AKBP, Drs	AKBP Drs. Agus Salim	Kasubbag Latpraops Robinops Sdeops	MABES Polri
21	AKBP, Bsc	AKBP Andrini Perwitasari, Bsc	Kasatgas Keslap Pusdokkes Polri	MABES Polri

22	Ms	Mirawati Soedjono	Kasie Evaluasi	Directorat kebakaran hutan
23	Lt Cmdr, M.Si	Samuel Finley	Asisten Operasi KASUM TNI, Pamen	TNI MABES
24	Kol	Kol. Suryadarma		TNI MABES
<b>Trainers and Secretariat</b>				
1	Ms	Trudie Mahoney	Chief of Party	USDA/FS-WO
2	Ms	Joy Augustine	Cadre Member	US-METI
3	Mr	SHM Fakhruddin	Technical Specialist	US IOTWS
4	Mr	John Haugh	Trainer	USDA/FS
5	Mr	Jeong Park	DM Coordinator, Indonesian Delegation	IFRC
6	Ms	Astri Suryandari	Program Assistance	US IOTWS
7	Mr	Renata Sadjad	Intepreter	US IOTWS
8	Ms	Lya Anggraini	Intrepreter	US IOTWS
9	Ms	Dewina	Director of Capacity Development	BAKORNAS PB
10	Ms	Theodora - Eva	Staff	BAKORNAS PB
11	Ms	Meilina Wulandari	Staff	BAKORNAS PB
12	Mr	Mujtahiddin		PMI Volunteer
13	Mr	Ridwan		PMI Volunteer

## Annex 2: Agenda

Day	Time	Activity	Cadre
Oct 31	0830-1000	Formal Opening Ceremony	All
Wed	1000-1030	break	
	1030-1200	I-300 Unit 1: Course Overview and Team Building	Trudie
	1200-1300	lunch	
	1300-1500	I-300 Unit 2: ICS Fundamentals	John
	1500-1530	break	
	1530-1700	I-300 Unit 2: ICS Fundamentals cont.	Joy
Nov 1	0830-1000	I-300 Unit 3: Incident Event Assessment	Tudie
Thur	1000-1030	break	
	1030-1200	I-300 Unit 3: Incident Objectives	John
	1200-1300	lunch	
	1300-1500	I-300 Unit 4: Unified Command	Joy
	1500-1530	break	
	1530-1700	I-300 Unit 5: Incident Resource Management	Trudie

Nov 2	0830-1000	I-300 Unit 6: Planning Process	John
Fri	1000-1030	break	
	1030-1200	I-300 Unit 6: Planning Process cont.	Joy
	1200-1300	lunch	
	1300-1700	no afternoon session	
Nov 5	0830-1000	S-346 Unit 1: Course Introduction	John
Mon	1000-1030	break	
	1030-1200	S-346 Unit 2: Unit Mission and Function	Bapon
	1200-1300	lunch	
	1300-1500	S-346 Unit 3: Unit Mobilization and Activation	John
	1500-1530	break	
	1530-1700	S-346 Unit 4: Unit Staffing and Supervision	Bapon
Nov 6	0830-1000	S-346 Unit 5: Collecting, Analyzing and Evaluating Incident Information	John
Tues	1000-1030	break	
	1030-1200	S-346 Unit 5: Collecting, Analyzing and Evaluating Incident information cont.	Bapon
	1200-1300	lunch	
	1300-1500	S-346 Unit 6: Reports, Displays and Services	John
	1500-1530	break	
	1530-1700	S-346 Unit 6: Simulation Exercise	All
Nov 7	0830-1000	S-348 Unit 1-2: Introduction to the Resources Unit	Trudie
Wed	1000-1030	break	
	1030-1200	S-348 Unit 3: Check in	Joy
	1200-1300	lunch	
	1300-1500	S-348 Unit 4: Tracking Resource Status	Trudie
	1500-1530	break	
	1530-1700	S-348 Unit 5: Operational Planning	Joy
Nov 8	0830-1000	S-348 Unit 6: Resources Unit Products	Trudie
Thur	1000-1030	break	
	1030-1200	S-348 Unit 6; Resources Unit Products cont.	Joy
	1200-1300	lunch	
	1300-1500	I-300 Unit 7: Demobilization, Transfer of Command and Closeout	Trudie
	1500-1530	break	
	1530-1700	Final Exercise	All
Nov 9	0830-1000	Final Exercise	All
Fri	1000-1030	break	
	1030-1200	closing activities	All
	1200-1300	lunch	