US INDIAN OCEAN TSUNAMI WARNING SYSTEM (IOTWS) PROGRAM

WORKSHOP PROCEEDINGS
REGIONAL SHARING OF BEST MANAGEMENT PRACTICES ON INCIDENT COMMAND SYSTEM (ICS) FOR DISASTER MANAGEMENT
MAY 2007

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Prepared for the United States Agency for International Development
by the IRG-Tetra Tech Joint Venture
REGIONAL SHARING OF BEST MANAGEMENT PRACTICES ON INCIDNET COMMAND SYSTEM (ICS) FOR DISASTER MANAGEMENT

May 9-11, 2007
Hotel Borobudur, Jakarta, Indonesia

Facilitating Institutions:
United States Department of Agriculture, Forest Service (USDA/FS) through the US Indian Ocean Tsunami Warning System (IOTWS) Program

Supported by:
United States Agency for International Development Regional Development Mission for Asia (USAID RDM/A)
Workshop Participants at the Regional ICS Workshop, Jakarta, Indonesia
May 9-11, 2007
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 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 supported in partnership with the governments of Sri Lanka and Indonesia for implementing the ICS program. To share best management practices on ICS and lessons learned from disaster response management a regional workshop was conducted in Jakarta, Indonesia, on May 9-11, 2007. The workshop provided opportunities for experts from throughout the region to share their experiences on ICS and other emergency response management systems.

The event drew together participants from each of the five tsunami-affected countries (India, Indonesia, Maldives, Thailand, and Sri Lanka) and Australia. The list of participants is attached in Annex 1.

2. **Workshop Objectives**

The specific objectives of the workshop were to:

- Share best management practices on the Incident Command System (ICS) and lessons learned from disaster response management;
- Share information on ICS as practiced in the United States and other countries; and
- Share experiences on the recently implemented ICS by the Sri Lankan Government under the US IOTWS program for disaster management in Sri Lanka.

3. **Inaugural Session**

- **Mr. Orestes Anastasia**, US IOTWS Program Manager, USAID Regional Development Mission for Asia, welcomed participants to promote regional sharing on best practices regarding disaster response management. He also remarked that ICS is a model that can contribute to the efficiency and effectiveness of incident management in Indian Ocean countries.

- **Major General Syamsul Maarif**, Executive in Charge, National Coordination Board for Disaster Management (BAKORNAS PB), opened the workshop and reminded participants of the challenges for disaster management in Indonesia. He mentioned that the government recently passed a disaster management bill and is committed to managing disasters efficiently. He requested the participants to explore and share lessons learned and good practices in disaster management.

- **Mr. William M. Frej**, Mission Director, USAID/Indonesia, welcomed participants and said understanding of the concepts of disaster management was badly needed
immediately after the shock of 2004; tools like ICS can help solve those challenges during crises and improve response.

- **Mr. Mahinda Samarasinghe**, Honorable Minister, Ministry of Disaster Management and Human Rights, Sri Lanka, provided the keynote speech. He described in detail the evolution of disaster management in Sri Lanka and the relationship between disaster management and human rights. He mentioned that disasters in Sri Lanka include not only natural events. Sri Lanka has also experienced conflicts, which affect the political situation and all sectors. He was very happy to see the progress on ICS and committed to the adoption of, and support for, ICS for disaster management in Sri Lanka.

- **Ms. Deanne Shulman**, Senior Emergency Management Specialist, US Forest Service, presented the overview of ICS for disaster management and activities in Sri Lanka over the last two years.

4. **Progress and Lessons Learned on Disaster Response Management**

Representatives from the five US IOTWS Program countries presented on regional and country initiatives on disaster response management systems and lessons learned. Ms. Deanne Shulman and Ms. Trudie Mahoney chaired the sessions. Following the presentations, a panel of country experts brainstormed and discussed critical issues in implementing ICS and improving disaster response capacities. The regional and country presentations are summarized below.

4.1 **ASEAN Secretariat**

**Ms. Riena Prasiddha**, Disaster Management Division, ASEAN Secretariat presented their experiences on ICS in the region, as summarized below:

**Key Progress:**

- In the ASEAN-US Cooperation on Disaster Management Phase I (2004-2006) ICS was taken as a model both for the regional standard management system for disaster response and the national disaster response system.
- Brunei Darussalam, Philippines, and Viet Nam serve as pilot countries for the development and adaptation of ICS.
- The pilot countries jointly served as regional showcases for lessons learned and status updates on progress. They also provided facilities for regional events and training for other ASEAN member countries who wished to explore the development of ICS, as well as holding simulation exercises to test the Standard Operation Procedures (SOP). SOPs will also elaborate the functions of the ICS to allow interoperability among the on-scene operating systems of the member countries.
- Brunei Darussalam established the National Disaster Management Centre (for multi-agency coordination) in 2006.
- Philippines conducted several follow-up activities at national and provincial levels, including pilot testing a proposed ICS module in disaster preparedness seminars and conducting simulation exercises.
- The ASEAN Committee on Disaster Management (ACDM) ICS taskforce was established in May 2004 and fully composed in June 2005. The taskforce provides recommendations and inputs for the development of regional disaster management systems, and the adaptation and integration of ICS elements into those systems.

Lessons Learned:
- No standardized ASEAN ICS has been set up yet, and it is quite complicated to harmonize procedures regionally.
- At the national level, pilot countries are working towards adapting the ICS system into their national systems to suit national needs.
- ICS has been incorporated as part of the SOP, and continually refining ICS through simulation exercises is very effective.

4.2 Australia

Superintendent Brian J. Graham and Inspector Peter McKechnie, New South Wales Rural Fire Service, Australia, presented the New South Wales Rural Fire Service ICS.

Key Progress:
- The Australian Inter-service Incident Management System (AIIMS) mainly coordinates the ICS, which is based on the U.S. system, the National Inter-agency Incident Management System (NIIMS).
- ICS was adopted by the Australian Fire Authority Council (AFAC) in 1993.
- In Australia all emergency response agencies have reached agreement on the use and interpretation of the terms “command”, “control”, and “coordination”.

Updates on ICS adaptation in ASEAN Countries
Lessons Learned:

- Pre-incident planning is very important for gathering all information relevant to an incident before it happens. It includes gathering data, acquiring maps, visiting sites, and other activities. Many standard decisions can also be planned before an incident—this enables officials to focus decision-making on that particular incident’s unique features alone.
- Pre-incident planning involves identifying clear roles and responsibilities and set reactions.
- Decision-making before an incident usually takes the form of establishing Standard Operating Procedures (SOPs).

4.3 India

Mr. Rajiv Ranjan Mishra, IAS, Secretary, Irrigation and Command Area Development, Government of Andhra Pradesh Hyderabad and Mr. C. Balaji Singh, Director, Emergency Response and Disaster Preparedness, CARE India, presented on experiences in India and the process for integrating ICS into the disaster management system, as well as on potential NGO applications of ICS.

Key Progress:

- In order to professionalize the management of response, the Incident Command System was introduced in India. The Centre for Disaster Management at the Lal Bahadur Shastri (LBS) National Academy of Administration in Mussoorie was identified as the nodal institution.
Six regional training centers (RTC) were established in Hyderabad, Pune, Jaipur, Bhopal, Ranchi, and Guwahati.

Continuous training and a core group of trainers have been identified by the government.

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**Sample of Expanded District Headquarters ICS Team**

**Lessons Learned:**

- Change management involves a number of typical challenges, which are quite complex.
- It is important to define the role of the District Collector, e.g. whether his traditional or legal authority will be threatened is a great concern.
- Terminology should be standardized throughout India, since there are numerous variations in common terms.
- Establish how to do “resource typing” in the Indian context.
- It is important to define the roles of political leadership, Panchayati, Raj, various institutions, and NGOs.
- Relief is of primary importance to victims in India, and officials should examine how it can be integrated in ICS.
- Systems can be designed to initiate the involvement of disaster response management teams (DRMT) as soon as a disaster occurs, so that a pre-designated team can deploy quickly.
- Establish the relevance of the DRMT beyond the relief phase.

4.4 Sri Lanka

Mr. Major General Gamini Hettiarachchi, Director General, Disaster Management Centre (DMC), presented on Sri Lanka’s initiative on ICS and its strategic plan for long-term sustainability.

Key Progress:
- The newly established DMC welcomed the USFS initiatives through USAID/RDMA to introduce ICS as a disaster management tool in Sri Lanka.
- US IOTWS and DMC organized a series of trainings, seminars, and study tours to formulate and introduce the concept to senior government officials. A train-the-trainers curriculum was developed, and ICS trainings are now being conducted at the district and divisional levels.
- The government has committed to applying ICS for any kind of incident management.
- ICS was successfully applied in response to an oil spill incident on September 8, 2006.

Strategies to adapt ICS in Sri Lanka:
- DMC are creating awareness at national, provincial, district, and divisional levels utilizing the 30 Master Trainers who participated in the train-the-trainers courses.
- Introduce ICS without disturbing the existing administrative framework of Sri Lanka, which will strengthen and facilitate disaster management.
- Legislation to institutionalize ICS has been drafted and submitted to the Cabinet.
- ICS was initially introduced through four pilot districts and the formulation of two national incident management teams.
- Provide awareness and training to district disaster managers and other stakeholders.
- Formulate incident management teams in all districts in Sri Lanka by 2009.
- DMC collaboration with Sri Lanka Institute of Development Administration (SLIDA), the premier public sector training organization for the development of knowledge and improvement of managerial skills in public administration.
- SLIDA has already included ICS in disaster management training.
- SLIDA plans to include ICS in certificate and diploma courses in 2008, and it also plans to include ICS as a major component in their proposed masters program in disaster management.
- Train all top district administrative officials, including:
  - 25 District Secretaries;
  - 25 Additional District Secretaries;
  - 315 Divisional Secretaries; and
  - 315 Assistant Divisional Secretaries.
- Train all District Disaster Coordinators and Assistants.
- Train all agencies/stakeholders directly related with DM.
- Create awareness among all other organizations.

Lessons learned:
- Adaptation to new ICS concepts is quite challenging.
- Funding is needed for future training programs.
- Adapting or developing forms and other documentation is needed in different languages.
- Awareness and political will to implement effective disaster management is required.

4.5 Indonesia

Mr. Sugeng Triutomo, Deputy of Prevention and Preparedness, BAKORNAS, presented the disaster management system for emergency response in Indonesia.

Key Progress:
- The Disaster Management Bill was recently enacted, followed by detailed arrangements for the re-organization of the disaster management institutional structure, including the introduction of a new agency coordinating and implementing unit (operational). The National Coordinating Board (BAKORNAS) will become an agency called the Badan Nasional Penanggulangan Bencana (BNPB). The BNPB will be composed of the following:
  - A steering committee responsible for policy formulation and monitoring and evaluation.
  - An operational implementing unit responsible for coordination, command, and implementation.
- A disaster management plan was established, which will set up disaster preparedness plans and contingency plans.
- Public awareness programs will continue with education, training and drilling.
- Risk assessments on hazards, vulnerabilities, and risk mapping will be carried out at the local level.
- Operation centers will be set up at the national, provincial, and local levels.
- Indonesia will adapt ICS in creating its national emergency response plan.

Lessons Learned:
- Weakness of coordination is partly due to *ad hoc* and temporary institutions.
- Unclear direction and responsibilities among policy makers affects disaster management operations.
- There is a need for legislation for disaster management; disaster management plans; greater access to data and information; increased knowledge at the local government and community level about disasters; and contingency plans at the local and national levels.
4.6 Thailand

Lieutenant General Dr. Amnat Barlee, Thai Red Cross Society, and Mr. Montree Chanachaiviboonwat, Bureau of Disaster Management Policy, Department of Disaster Prevention and Mitigation (DDPM) presented the lessons learned and progress of in disaster management systems for emergency response management in Thailand.

Key Progress:

- The first version of the “rules of engagement” (RoE) will be finished in July 2007. Initial RoE cover four potential hazards in Thailand, i.e. flood/landslides, fires in high-rise buildings, chemicals and hazardous materials, and pandemic influenza.
- The Strategic National Action Plan (SNAP) on disaster risk reduction 2007-2016 was finalized.
- An integrated prevention and mitigation master plan for individual hazards is being developed.
- The “One Tambon [sub-district] One Search and Rescue Team” (OTOS) project is continuing.

Lessons Learned:

- Evaluations of the existing emergency plans in real events have shown some failure mechanisms, gaps, weaknesses, and negative effects.
- The 2004 tsunami proved that Thailand needed rules of engagement to support the National Civil Defense plan.

4.7 Maldives

Key Progress:

- The institutional framework for addressing issues related to disaster risk management has been formed, and a draft disaster management policy has been developed.
- A coordinated approach to disaster management has been applied by all stakeholders.

Lessons Learned:

- The political will and commitment of resources are necessary to establish effective disaster management systems.
- A national institutional framework or mechanism for disaster management that links individual islands and atolls to a national institution or national operations center is necessary.
- An essential part of an institutional framework is a supportive legal and policy environment for emergency management. Polices that establish standard operational priorities and procedures, emergency transport regulations, immigration and customs enforcement, and coordination structures are important.
regulations for emergencies, and procedures for managing financial and in-kind aid contributions are needed.

- Disaster management planning is essential to create a readiness to respond.
- The recovery and reconstruction processes should not rebuild risk.
- Clearly defined roles and responsibilities are required at all levels.
- A logistics and transport plan, which includes provisions for both central storage facilities in Male’ and, at a minimum, regional storage facilities of emergency supplies are needed. Basic storage facilities should be developed on most islands.
- Island level emergency evacuation plans should be developed.
- An emergency communication plan should include required facilities and human systems.
- A nationwide campaign offering swimming lessons and basic first aid training to the population should be encouraged.

5. Closing Session

Ms. Deanne Shulman, USFS, and Mr. Sugeng Triutomo, Deputy of Prevention and Preparedness, BAKORNAS, closed the workshop. The organizers thanked all participants for attending the regional workshop and providing their valuable inputs and contributions to make the event successful. An After Action Review (AAR) was conducted by the organizers.
### Annex 1: List of Participants

<table>
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<tr>
<th>NO</th>
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<th>ORGANIZATION</th>
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<td>1</td>
<td>Ms</td>
<td>Dewina Nasution, SH., M.Si.</td>
<td>BAKORNAS PB</td>
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<td>2</td>
<td>Drs</td>
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<td>Drs</td>
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<td>Prasinta Dewi, MAP</td>
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<td>Deputy Director of Distribution</td>
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<td>5</td>
<td>Ir</td>
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<td>Mr</td>
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<td>7</td>
<td>Mr</td>
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<td>8</td>
<td>Mr</td>
<td>Hans J. Hausmann</td>
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<td>Mr</td>
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<td>10</td>
<td>Major General</td>
<td>Gamini Hettiwarachchi</td>
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<td>Director General</td>
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<td>Mr.</td>
<td>W.B.J. Fernando</td>
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<td>Drs</td>
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<td>Ms</td>
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<td>Drg</td>
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<td>Ms</td>
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<td>Mr</td>
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<td>Mr</td>
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<td>Government of Sri Lanka</td>
<td>Honorable Minister of Disaster Management and Human Rights</td>
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<td>Astri Suryandari</td>
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<td>Ms</td>
<td>Lin Gibney</td>
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<td>51</td>
<td>Ms</td>
<td>Renata Sadjad</td>
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<td>Ms</td>
<td>Wenny Mustika</td>
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Annex 2: Agenda

PROGRAM DAY 1: WEDNESDAY, 9 MAY

Session One: Inaugural (TIMOR Room, Lobby Level)

0830 – 0900 Registration

0900 – 1030 Opening Session
  • Welcome Remarks
    o Mr. Orestes Anastasia, US IOTWS Program Manager, USAID/ RDMA
    o Government of the Indonesia: Major General Syamsul Maarif, Executive in Charge, National Coordination Board for Disaster Management (BAKORNAS PB)
    o Government of the United States: Mr. William M. Frej, Mission Director, USAID/Indonesia
  • Keynote Address: Mr. Mahinda Samarasinghe, Honorable Minister, Ministry of Disaster Management and Human Rights, Sri Lanka
  • Presentation: Overview of U.S. Government Support for the Indian Ocean Tsunami Warning System – Mr. Orestes Anastasia, US IOTWS Program Manager, USAID/ RDMA
  • Presentation: Overview of Incident Command System (ICS) – Ms. Deanne Shulman, Senior Emergency Management Specialist, US Forest Service

1030 – 1045 Coffee Break & Group Photo

Session Two: Introduction and Overview

1045 – 1100 Workshop Introduction and Overview
  • Meetings and business arrangements – Ms. Lin Gibney
  • Overview of workshop process and outcomes – Facilitator
  • Review of workshop agenda - Facilitator

Session Three: Regional and International Best Practices and Lesson Learned in ICS

1100 – 1130 Presentation: ASEAN Experiences of ICS by Ms. Riena Prasiddha from ASEAN-Secretariat

1130 – 1200 Presentation: Incident command system (ICS) to ensure effective command and control during an incident by Inspector Peter McKechnie from the New South Wales Rural Fire Department, Australia

1200 - 1330 Lunch

1330 – 1400 Presentation: India Experience and Process for Integrating the ICS into the Disaster Management System– Mr. Rajiv Ranjan Mishra, Government of India, State of Andhra Pradesh, India

1400 – 1430 Presentation: "NGO Applications of ICS; an Evolving Process" by Mr. Balaji Singh, CARE India
**Session Four: Small Group Break-Out Session**

1430-1530  Small Group Discussions: Compare and contrast the presentation information and identify the key challenges and constrains in developing emergency response system and major gaps in national and local administrative level in their countries

1530 – 1545  Coffee Break

1545- 1645  Report out on the small group discussions

1645  Adjourn for the day

**Program Day 2: Thursday, 10 May**

**Session Five: Country Initiatives, Lessons Learned and Sharing Experiences on Disaster Response Management**

0900 – 0925  Presentation: ICS for Disaster Management System in Sri Lanka followed by Q&A / Discussion by Major General Gamini Hettiaratchchi Disaster Management Center, Sri Lanka

0925 – 09:50  Presentation: Lessons Learned and Progress of Disaster Management System for Emergency Response Management by Mr. Sugeng Triutomo, Director, BAKORNAS PB

0950 – 1015  Presentation: Lessons Learned and Progress of Disaster Management System for Emergency Response Management by Lieutenant General Dr. Amnat Barlee, Director, Thai Red Cross. Thailand

1015- 1035  Coffee Break

1035 – 1100  Presentation: Lessons Learned and Progress of Disaster Management System for Emergency Response Management by Mr. Thoriq Ibrahim, Ministry of Planning at National Development, Maldives

1100- 1200  Panel Discussion: Good Practices for Disaster Response Management

1200- 1300  Lunch

**Session Six: Half-Day Study Tour**

1300 – 1700  Half-Day Study Tour to Emergency Operations Centers, Jakarta

- Visit to BMG Earthquake information and Tsunami Warning Center
- Visit to SATKORLAK PB, Jakarta

**Program Day 3: Friday, 11 May**

**Session Seven: The way forward: Strategies/Recommendations for Standard Emergency Response Management**
0900-0945  Presentation: A Case Study in the United States on Change in Disaster Management to Incident Command System by Mr. Gary Glotfelty, US Forest Service

0945 – 1030  Small Group Discussion: Each working group will discuss mechanisms and strategies to develop standardized Disaster Management Methods

1030 – 1100  Coffee Break (During Small Group Discussions)

1030 – 1115  Report out on the small group discussions

1115- 1130  Closing

1130- 1300  Lunch