



Crisis Leadership on Health Emergency Management (Case Study : Eruption of Mount Sinabung)

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Abstract: Crisis leadership is a special case which specific reviews, these tools of influence performs a critical role. In a crisis, time line, a more critical. There is not as much time for reflection. Rapid decision making and a higher call to action become the norm^[1]. Eruption of Mount Sinabung in Karo Regency of North Sumatera Province on 15 September 2013, is a catastrophic incident very surprising residents and ranks of the Regency Government. According PVMBG (Vulcanology and Mitigation Disaster Center), Mount Sinabung determine the status of the level II (alert) to level III (standby), and recommends 3 km radius of the crater there is no activity. From the first day of the disaster there were 6.259 refugees and growing life within an hour of up to 15.000 inhabitants on September 18, 2013. The local government's readiness to be respon sible for leading disaster management and refugee turned out to be very fragile and slow. Incident Command System (ICS) is not functioning because of local institutions never present in any coordination meeting at the Emergency Response Command Post. This is a qualitative research, phenomenology, which aims to determine how the mechanism of ICS, the role and figure Incident Commander (IC), and how the role and readiness of Karo Regency Health Office in dealing with disasters and refugees. The results showed that the ICS is not running because the upper echelons of the Regency government did not have the sense of crisis, and crisis leadership. Health services especially enviromental health respons are not fully under the control of the ICS, as Karo Regency Health Office is not active in ICS. IC preferably is a military figure / commander, and to be more emphasized in disaster management legislation.

Key words : Crisis Leadership, ICS / IC, emergency health support.

Introduction

Mount Sinabung which was located at highland Karo in North Sumatera Province before eruption in August 2010 have known as volcanic mountain type B and never recorded erupted since year 1600, but immediately erupting on Sunday, 15 September 2013 at 02.50 Western Indonesian Time. The eruption spewing volcanic ashes and some little stones which hit many villages around. It has been seen the silent fire on the top crater on 02.45 local time. Black thick smoke which brought volcanic ash from Sinabung crater. From the

volcanic parameter which was monitored Volcanic Mountain post recorded 255 deep volcanic earthquakes, 16 little earthquakes, 5 local tectonic earthquakes, 24 long tectonic earthquakes, and tremor 15 mm.

Associated with the increasing of volcanic activity of this Sinabung, Centre of Vulcanology and geology disaster mitigation (PVMBG), state has increase the status from Vigilant (level II) became Alert (level III) started from Sunday, 15 September 2013 on 03.00 local time. The recommendation was there is no activity on radius 3 km from crater. The Society in Sukameriah Village, Regency Payung, Kutarayay Village, Kutagugung, Simacem and Bekerah in Sub Regency Namanteran, Karo Regency has been done some personal evacuation when they heard the sound and eruption of Sinabung Mountain. They evacuated to Kabanjahe, the central town of Karo Regency. Refugees were located in some buildings and *jambur-jambur* around Karo Regency office. In the next hour from 6.259 refugees on 16 September became 15.691 people on 19 September 2013, relocated in 25 spots refugee (ICS Media Center, 2014).

Many Government from Karo Regency especially The Head was very slow in taking care of the refugees. There was disharmony relationship between The Head and Vice, the head and Regency Secretary, and the head of Legislatif Board of Karo Regency. The Head Regency did not understand the disaster management mechanism and refugees in accordance with the law which still acceptable. The humanitarian setting need the quick and precise response even on the situation where there is no clear information, and this thing need support from local government/Regency which must be solid and conducive^[2]. Situation and refugee condition in more numbers and stay in some places or refugees spot need more concern and help from Regency government actually did not have much response from the government so that refugee condition very alarming.

Minutes per minute in giving relief to disaster victims and refugees is very significant in saving lives and severity of casualties, and that a lot depends on the leadership of the Regent as the person most responsible for the implementation of the refugees. Good leadership is needed in disaster response team^[3]. Maintaining a dynamic team physically and psychologically needed by a leader^[4]. Studies in Thailand show that the leadership factor in crisis situations is needed in order to function in the organization to be effective disaster implementation^{[5][6]}. Problems in coordination because of a lack of leadership factor, without a clear chain of command and the correct protocol in field then confusion is inevitable^[7].

Coordination in the implementation of disaster become a top priority for effective humanitarian assistance operations^[8]. Disaster management requires a multi-organization approach to coordination and cooperation as the key to success^{[9][10][11][12][13]} and multi-disciplinary^[14]. Someone must know the importance of speed to overcome the emergency situation and the chain of command. In situations like this takes Incident Command Systems that can control all the components involved^[15].

Incident Command Systems is a model of a command system in times of crisis adopted the military model. Considered very suitable because it relies on top-down command is strong, with close supervision approach to manage the resources, decision-making and allocation of tasks. Besides, it is characterized by flexible, can be applied in a variety of situations and the scale and nature directs the tasks and functions of each^[16]. The obvious health emergency management, not a democratic process. Incident leader must make quick decisions and sometimes on the basis of incomplete data and uncertain^[17]. Incident Command System is used by the National Disaster Management Agency (BNPB) with the name of Disaster Emergency Response Command System, as outlined in the Government Regulation Number 24 Year 2008 regarding the implementation of Disaster Management, regulation of BNPB Number 10 Year 2008 on Guidelines for Emergency Response Command and regulation of BNPB Number 14 Year 2010 on Guidelines for the Establishment of Emergency Response Command Post. Which is a crisis of leadership capital Regency levels of government in dealing with disasters and refugees, especially in the emergency response period is not owned by the Regent of Karo

Handling refugees from hour to hour more and more towards the town Kabanjahe and Berastagi which makes the atmosphere of panic while government ranks Karo do not know do so on September 18, 2013, Danrem 023 / Kawal Samudera (Regional Military Commander) Col. Inf Andika Perkasa take over Command Emergency Response and Emergency Response Command Post forming eruption of Mount Sinabung. The establishment of the Emergency Response Command Post is powered entirely by BNPB and BPBD (Local Disaster Management Agency) North Sumatera Province. According to operational leader BPBD North

Sumatera province, at least there 4.000 refugees who do not need to evacuate but took refuge. Surely this burden of dependents logistics and other needs.

The Head of Karo Regency had never attended the Main Command Post Emergency Response, and also appointed Vice Regent or the Regional Secretary to represent him. This condition is followed by the leaders of local institutions including the Karo Regency Health Office. Yet every day held a coordination meeting and evaluation to determine the condition and problems that exist in each postal refugees, and find solutions which must be attended by the relevant technical agencies. Conditions of health care and environmental sanitation conditions of each post refugees (shelter) rely solely on postal refugee coordinator report without being followed by a report from the Department of Health. This resulted in refugee health data obtained in the Media Center of Emergency Respons Command Post in contrast to data from the Health Department Karo. Whereas efforts to sanitation or health of the environment in the midst of refugees is needed in preventing the possibility of outbreaks of infectious diseases, such as diarrhea, respiratory infections, measles, and dengue / malaria^[18].

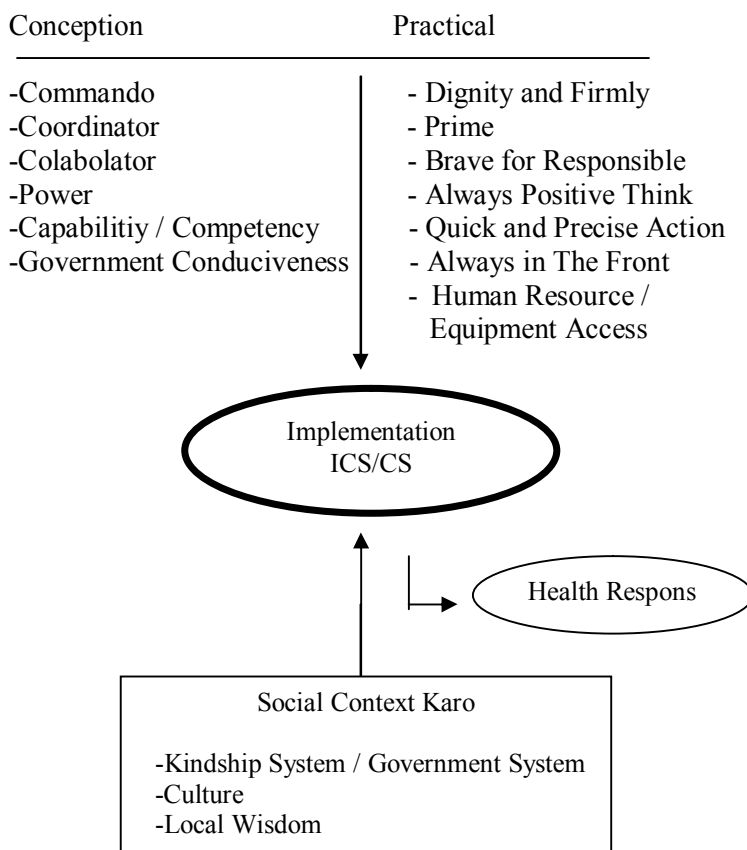
Conditions of refugee camps consisting of several *jambur* (meeting hall), building places of worship, warehouse fruit / vegetables, and *losd-losd* (ward buildings to sell on certain days), almost all of them do not meet health requirements. Among other aspects of environmental hygiene, water supply, latrines, sewerage, waste disposal, and the capacity of the camps (shelter).

Framework

According to Theoretical Study which has been carried, the researcher submit the framework which became the central concept of research like the picture below :

Crisis Leadership

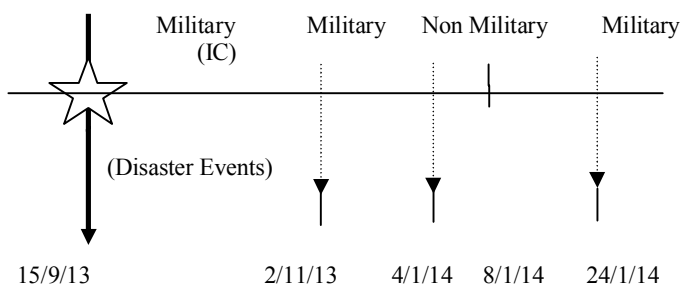
Eruption Sinabung Mountain



Application ICS/IC approximated by comparing many leadership concept faced with leadership practice which must need in crisis situation especially from the beginning of emergency situation like Eruption Sinabung Mountain on 15 September 2013, until the decease Head of Regency on July 2014. Humanitarian setting which needed fast and precise action even on the situation where there are no clear information, need support from local government (Regency) which was solid and conducive^[2]. The appointment of IC by Head Regency must be with the good consideration and must be supported by the government personels, partner and society component. If there some disharmonisation in Regency government level, and did not supported each other, can affected the appointment of IC (Incident Commander) figure. This condition has further impact to the implementation of Emergency Situation, such as the ineffectiveness ICS because the inactiveness local institutions including Regency Health Office in emergency respons command post, which in the turn very affected the quality of the refugee healthcare of the Eruption Sinabung Mountain.

Schematically, the implementation of ICS/IC in Crisis Leadership which became the main research focus can be pictured as follows :

The head of Regency



The Leadership of The Head Regency and the leadership of the Incident Commander approximated by data from documentation, the photos and video recorder some TV Station. As well the Interview Result and *focus group discussion* with some key informant who was involves in Disaster Management and Refugees. Crisis Leadership which was effective can be the main asset for the implementation of disaster management and refugees including the Healthcare especially in emergency situation.

Research Methodology

Research Methodology which was developed in this research was the Qualitative method with design of Phenomenology Study^[19], That was a research which was conducted to achieve the answer or information deeply and precise about how to conduct the crisis leadership especially for taking care the health problem in emergency situation like the eruption of Sinabung Mountain. The reason for the usage of Qualitative Method because this research in the deeply meaning has some characteristic such as holistic, complex, dynamic, and have deep meaning. The Qualitative approach is an approach which can translate many basic interpretative intuition was the social reality is a subjective and can be interpretation : Human created many related meaning to walk in their life, It has characteristic such as inductive, geographic, and not free values.

Research has a purpose for understanding social life. Qualitative method will give an assumption, the attention power must be in the process not in the results or products, with the researcher involvement in field work made the researchers interact with people, place, location, or take a not about the behavior in natural background. According to this statement, Action (including practice) of human cannot be understand “like” an attitude; human action must be seen as created by values, purpose, and actor scoring^[20]. Research object was disaster management and the refugees of eruption Sinabung Mountain which was began from 15 September 2013 until the decease of Head of Karo Regency, in 12 July 2014.

The Technic in gathering the data was with deep interview and focus group discussion with some key person to inform, field observation and documented study from media center data of the main commanding post, video recorder from some TV station, clipping paper from some paper media and the photos from many resources.

Results and Discussion

The Head Karo Regency was a figure who came from businessman who was started his business from bottom and managed the business himself. His education background from the start became a problem because the legality of his Senior High School only a certificate of loss from the police. His speech was not polite, always degrading other people even always speak many not polite word to his officer or staff at the office even to the society. The Leadership style of Regent tend like a boss of a personal company. The Head of Regency like to change other officials local institutions without the clear reason and did not ask or have some discussion with Vice Regency, Regency Secretary and Government Official Board. This action was contradicted with The law Number 5 in 2014 about Civilian State Apparatus, and The Rule about Government employees.

The weakness from leadership style and communication ability, even the competency inside the minimum Govern State plus addition the paternalistic culture and closed bureaucracy, made the wheel of government become chaos everyday. When the disaster like eruption of Sinabung Mountain happened, The Head Regency did not know what to do, in other side Regency Staff afraid to talk or making some ideas for the intervention which was needed for the disaster and based on the rules of disaster management. The Refugee treatment which was in the refugee spot became constrained. Like the other treatment any problems which was related with Health problem in Refugee spot cannot be done. This condition became worst because Karo Regency BPBD from that time did not created. This is the reason of Danrem 023/Kawal Samudera to take over the Incident Command System of the Eruption Sinabung Mountain.

Danrem 023/Kawal Samudera Colonel Inf Andika Perkasa on 18 September 2013 was taking the initiative, and directly lead the first meeting of Disaster Management with the refugee and created the main command post for emergency response together with BNPB team and BPBD North Sumatera Province. Coordination meeting which was held everyday at the main command post never attended by Head Regency, Vice Regency even the Regency Secretary, including Head of Public Office from local institutions which was related. According to researcher observation, all Regency Governmental did not want to attend at the Emergency Respons Command Post because they are afraid from being scolded by Head Regency. Head of Public Office or at least Head of staff also never attend at the main command post for emergency response. This condition made many problems which was related with health and cannot be taken response immediately. The information about Healthcare and data about disease was not accurate.

For the last, the Incident commander which was taken by Regency military commander as figure was Letcol Kav Prince Meyer Putong and Letcol Inf Asep Sukarna however the military figure who was the best are Col Inf Andika Perkasa, Danrem 023/Kawal Samudera Sibolga. His leadership at the beginning of crisis where the action of Regency government was very slow can become the benefit for the citizen. The figure of Colonel Andika Perkasa who was strict, responsive and charismatic but kind with addition the best physique appearance military style, very helpful to help the good refugee disaster mechanism which was faced by the critical condition because the addition of many refugee from hour to hour, In other side, the governmental official's cannot support them.

The practice from leadership values, character and competency, quick and precise response, prime charismatic, and responsible also have access to human resource management, like stated in thinking concept, all of them are inside the figure of Danrem 023/Kawal Samudra Colonel Inf Andika Perkasa and Regency military commander (Dandim) 0205/Tanah Karo Letcol Kav Prince Meyer Putong. The Disaster which the meaning like war^[14], need Combat Leadership which adopted the army leadership style^[21].

Territorial ability plus added military equipment and the special army, ready to deploy to the field every moment, become the prime reason if the Incident Commander was a military and from this action need Military Commander related with the disaster level. Like the speech was being given by Head of BNPB Syamsul Maarif, Disaster like a war. Every prerequisite of situational leadership and combat leadership almost acceptable from Figure of military commander. When the Incident Commander was taken by a civilian (non military), the activity of taking care the refugee became decreasing or worst.

The absence of local institutions leader especially the Head of Health Regency and some Public Office which was related with health in meeting forum of coordination and evaluation every day in emergency respons command post become one factor of disturbance for make a quickly response to any problems which was faced

by the refugee post. Like the example, The problem how to handle the need of toilet, clean water, the stuck of refugee, and sanitation in refugee post environment. This problems very tight related with health but the one who responsible for them where in other local institutions like Public Work Office, Sanitation Office, and PDAM (Water Supply Department).

| Name of Shelter | Number of refugees | Watsan condition | Cases of diseases |
|--------------------|----------------------|---|---|
| UKA I | 994 over crowded | Lack of water, toilet, sewage system | Accute respiratory infection,gastritis, diarrhea. |
| UKA II | 1227 over crowded | Lack of water, toilet, sewage system vector/insect | Accute respiratory infection,gastritis, diarrhea. |
| Ora et Labora | 398 over crowded | Lack of water, toilet, sewage system vector/insect | Accute respiratory infection,gastritis, diarrhea. 2 cases varicella (outberak) |
| Lap.Futsal | 305 over crowded | Lack of water, toilet, sewage system | Accute respiratory infection,gastritis, diarrhea. 1 cases varicella |
| Islamic Centre | 354 over crowded | Lack of water, toilet, sewage system | Accute respiratory infection,gastritis, diarrhea. 5 cases varicella (outbreak) |
| Tiga Binanga Losd | 2438 over crowded | Lack of water, toilet, sewage system vector/insect | Accute respiratory infection,gastritis, diarrhea. conjungtivitis |
| Jambur Batu Karang | 411 over crowded | Lack of water, toilet, sewage system vector/insect | Accute respiratory infection,gastritis, diarrhea. conjungtivitis |
| GBKP Katepul | 239 | Lack of water, toilet, sewage system vector/insect | DHF suspect |
| Paroki II | 248 | Lack of sewage system | 1 case measles (outbreak) |
| KNPI | 669 | Lack of water, toilet, sewage system, garbage. vector/insect | Accute respiratory infection,gastritis, diarrhea. conjungtivitis 30 persons food intoxication |

Assesment result of enviromental health condition in refugees post (shelter), (see the supplement)

There is a gap of command and coordination between the incident commander with the leadership of Health Agency in the Regency. Complaints about the condition of refugee at each regular meeting at the main camp as problems of water, sanitation , insect infestation and health complaints were not up to the health agency whereas it required immediate management . The number of patients with multiple diseases issued by

the Regency Health Agency was less than the data released by the media center of Emergency Respons Command Post.

There was measles cases, dengue fever cases, the cases of diarrhea high, and air respiratory infection is potentially causing outbreak which in turn may result *the second disaster*, as was the case in di Rwanda and Haiti in 2010. The adequate outbreak of the environmental health aspects of disaster and refugees is a key element in preventing outbreak of infectious diseases.

Conclusion and Suggestion

Conclusion

1. The Implementation of Incident Command System did not run like it should be work. The conduciveness in Government of Karo Regency did not support the disaster management action and the refugee of Sinabung Mountain. The Weakness of Leadership did not qualify for the Crisis Leadership criteria which was needed for Incident Command System.
2. Figure of Incident Commander need The resolute leadership, commanding, coordinating, collaborating, can take action quickly, innovative, fully responsible, and have the access with power accesing and tools for execution of tasks every day. From Experience in treating the refugee which was more than two years, where there are some turnover in Incident Commander, military figure was more compatible and more precise because they have criteria which was needed in Emergency situation.
3. The Head of Karo Regency Health Office and their staff was inactive in Incident Command System (*ICS/IC*). Data and information about Health Services was different between from Centre Media Incident Command System and Karo Regency Health Office. The Readiness of Karo Regency Health Office was very less to anticipate the disaster like the Eruption of Sinabung Mountain.

Suggestion

Suggestion For Government

1. The Government in Karo Regency must give priority for BPBD Organization, reminding Karo Regency was a weak territory for disaster. Strengthening the organization in Human Resource aspect, tools and allocation 1% minimum of Local Government Finance like the suggestion from BNPB. Finance allocation 1-2% minimum of Local Government Finance, not only like any other suggestion but the important must be stated inside the rules about Disaster Management.
2. Regency Secretary as The Head of BPBD must active for leading the BPBD Organization, They cannot give all the task to Head of Operational BPBD.
3. Health Officer in Karo Regency must take a priority in logistic supply and tools which can help the health Treatment for the disaster time. Including the training and simulating disaster management and refugee for Health Officer inside the Regency Health Office and Regency Hospital.
4. The Military action especially TNI (Army/Military), must have a strict action which has in the rules about disaster management. Appointment the Incident Commander from military unsure by Regency level of disaster will be an important action.

Suggestion for Community

1. Experience in Sinabung Mountain Eruption which was happened more than two years, can be a valuable lesson for Karo citizen especially they who lived around Sinabung Mountain feet. Creating some community group who was adaptable for disaster, raising and increasing again the local alternative such as *runngu* culture (community gathering), *aron* (together working), *jambur* refunction, and living up again *kerin* culture especially for anticipate the first alert of disaster and also to keep the *kuta* security or village.
2. It is time for the refugee to think any other alternative skills except agriculture, reminding the new living location not fertilize like the old location and the spot is limited.

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