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PROCEEDINGS OF THE 2ND INTERNATIONAL SYMPOSIUM OF PUBLIC HEALTH

Achieving SDGs in South East Asia: Challenging and Tackling of Tropical Health Problems

## **Editors:**

l Wayan Gede Artawan Eka Putra Agung Dwi Laksono Yulis Setiya Dewi Nikmatur Rohmah and Darrimiya Hidayati

Organized by Faculty of Public Health, Universitas Airlangga



# **ISOPH 2017**

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## FOREWORD

The point of Sustainable Development Goals (SDGs) has been determined in the consistent meeting in all countries. The health sector position is one of the key components in achieving the indicators. Special attention to the health sector focuses on community nutrition, national health systems, access to reproductive health and family planning and sanitation and clean water.

Based on that, Southeast Asian countries are seen as important part in formulating strategic and policy efforts to improve the effectiveness and efficiency of achieving the various goals of the SDGs. Therefore, the Doctoral Program of Health Science, Faculty of Public Health, Universitas Airlangga held The 2nd International Symposium of Public Health. This remarkable event is in collaboration with Faculty of Medicine, Widya Mandala Catholic University Surabaya and Magister Program of Public Health, Jember University. It's an honour to present "Achieving SDGs in South East Asia: Challenging and Tackling of Tropical Health Problems".

We have tried to give our best contributing of our knowledge in the field of public health especially our contribution to help the problems on tropical health, health equity and quality of health care, clinical and community relationship to enhance public health, emerging and re-emerging diseases, nutrition-enhancing as strategic investment, global strategy framework for food security and nutrition, environmental and occupational health and mental health for achieving SDGs in South East Asia.

The aim of this symposium is to disseminate knowledge and share it to the public, especially in the scientific community, such as academics and practitioners in the field of health. The symposium focusing on formulation of policy recommendations for related parties to accelerate the achievement of the target of SDGs in the field of health. The results of this symposium are also expected to be an input for policy makers, from various levels in formulating programs to accelerate the SDGs goals' achievement. This international symposium will help us, to grasp and share more knowledge especially in public health science.

At last, we would like to ackowledge for all parties which are provide the valuable materials as well as financial support for the successful symposium. As chair of organizing committee, I would also like to say deep thank you for all committees; my colleagues, and also students in faculty of Public Health Universitas Airlangga, who have been working to be part of a solid team and amazing committee.

I am looking forward to seeing you at ISoPH in the near future.

Rachmad Suhanda Chairman of the Committee

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## The Quality System of Early Warning, Alert, and Response System (EWARS) in The South Kalimantan Province, Indonesia

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Abstract: EWARS is a system to monitor the trend of potential disease outbreaks each week and provide a warning signal (alert). South Kalimantan is one of the provinces in Indonesia that implements EWARS. Evaluation of system performance and weakness was needed to improve EWARS quality in the South Kalimantan Province. It was an evaluation study with input, process and output approaches to EWARS that were implemented at a provincial level from the 1<sup>st</sup> until the 39<sup>th</sup> week in 2017. Data was collected through interviews, document studies, and observations in two Public Health Centers (PHC), the District and Provincial Health Offices. There was no problem in input components such as the availability of facilities and funds in all the districts, but there were still some untrained PHC officers. Evaluation of process components showed that only 94% of PHC submitted the reports and only 79% submitted timely reports. Evaluation of output components found that only 40% of alerts have been verified, weekly analyses were not created, monitoring of reporting and alert responses have not been done intensively. The weaknesses on the input, process, and output components were expected to contribute to the low quality of the EWARS implementation.

## **1 INTRODUCTION**

The threat of outbreaks will not disappear without a series of responses from the national and international levels. The World Health Organization (WHO), through International Health Regulation (IHR) 2005, requires each member state to develop, strengthen and maintain basic surveillance and response skills at all administrative levels in order to detect, report and address potential public health risks to the Public Health Emergency of International Concern (PHEIC) as early as possible, at least five years since the enforced IHR (WHO, 2008).

Indonesia has ratified the IHR and must follow and enforce the regulation. Therefore, the Ministry of Health of the Republic of Indonesia cooperates with WHO and the United States Center for Disease Control and Prevention (US CDC) establishing a system in early detection and response to potential disease outbreaks known as the Early Warning Alert and Responses System (EWARS) (MoH, 2015). EWARS is the strengthening of the outbreak early warning system in Indonesia that aims to monitor the trend of potential outbreak disease, stimulating the control of potential outbreak diseases, minimize morbidity or mortality related outbreaks, early detection efforts of potential outbreak diseases. This system is able to provide web-based information and provide early warning signal, called alerts, if the reported disease is exceeding a threshold value (MoH Republic of Indonesia, 2013).

South Kalimantan is one of the provinces in Indonesia that has been implementing EWARS since 2016. The accuracy percentage of EWARS or the percentage of Public Health Centers (PHCs) that submitted a timely report in 2016 was 78.31%, while the percentage of alert verification was 45%. The accuracy and percentage of alert verification or alert signal that has not reached the indicator is 80% and 70% respectively.

The accuracy of the report was related to the system accuracy. It is important to provide

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The Quality System of Early Warning, Alert, and Response System (EWARS) in The South Kalimantan Province, Indonesia

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actionable information in situation awareness and response management (Lu et al., 2018). A higher accuracy of the report can increase the speed of detected outbreak alerts (Saleh et al., 2015). In addition, a low percentage of alert verification may result in late or non-detectable outbreaks.

Evaluation of the surveillance system needs to be done to assess the quality of the existing systems. It was an important activity in the policy making process that can help to improve the performance and productivity associated with health programs (Sosin, 2003). In an effort to identify problems with EWARS and to improve the completeness and accuracy of EWARS reports in South Kalimantan Province, it was necessary to monitor and evaluate the EWARS in the South Kalimantan Province.

## 2 METHODS

This research used the evaluation study design. The subjects of this research were the EWARS components consisting of input, process and output. The input components were funds, communication facilities, transportation facilities, guidelines and reporting for the implementation of EWARS, and human resources. The process components consisted of the timeliness of reporting (accuracy), the completeness of reporting, and analysis. The output components consisted of alert verification, dissemination, and feedback procedures through weekly summary reports (bulletin).

There were four respondents, including one informant of a surveillance officer from both the Provincial Health Office and the District Health Office, and two health center surveillance officers. Data was obtained through interviews, document studies on recording and reporting documents of EWARS from the 1<sup>st</sup> until the 39<sup>th</sup> week in 2017 and observing the availability of facilities and the EWARS web-system. The instruments used were questionnaires and tape recorders.

Data analysis was done descriptively. The results obtained were compared with the EWARS National Guidelines, Decree of the Minister of Health of the Republic of Indonesia No. 1116/Menkes/SK/VIII/2003 about Guidelines for the Implementation Of The Epidemiology Surveillance System, the Strategic Plan of the Ministry of Health of the Republic of Indonesia 2015-2019, and guidelines for evaluating public health surveillance systems by CDC in 2001.

## **3 RESULTS**

## 3.1 Input Components

Evaluation of the implementation of EWARS began with the assessment of input components such as human resources, methods (guidelines and reporting form), Machine (Facility), and funds. An overview of the input component in the South Kalimantan Province can be seen in Table 1.

Table 1: The description of input components on theimplementationof EWARSinSouthKalimantan province, 1st-39th week in 2017.

No	Input Components	Description
1.	Funds	Fund are available from
		the national budget and
		region budget for
		Provincial and district
		health office
		Fund are available
		from the Fund operating
		expenses
		for PHC
2.	Communication	Available
	Facilities	
3.	Transportation	Available
	Facilities	
4.	Guidelines	Available
	and reporting for	
	the	
	implementation of	
	EWARS	
5.	Human Resources	Surveillance officers of
		Provincial Health
		Office and District
		Health Office have met
		the education and skills
		qualification
		There are surveillance
		officers in PHC that
		have not met the skills
		qualification.

## 3.1 **Process Components**

Evaluation was continued by assessing the procedures in implementing EWARS. The flow of EWARS implementation in South Kalimantan Province can be seen in Figure 1.



Figure 1: The flow of EWARS implementation in South Kalimantan province, 1st-39th week in 2017.

Figure 1 shows that the flow of EWARS Implementation starts from the delivery of Short Message Service (SMS) by Auxiliary Health Centers or Midwives to PHC. The PHC officer combines data from Auxiliary Health Centers or Midwives with clinic visits' data in the PHC and reports through SMS to the EWARS system.

The indicator of completeness and accuracy in the EWARS is 80% or more. The completeness and accuracy of EWARS in South Kalimantan Province can be seen in Table 2.

Table 2: The completeness and accuracy of EWARS in south Kalimantan province in 2016 and 2017 (until week 39<sup>th</sup> 2017).

N-	Divis	Complet	teness (%	Accuracy (%)	
INO	District	2016	2017	2016	2017
1	Balangan	92	92	75	69
2	Banjar	94	100	84	86
3	Barito Kuala	100	98	90	81
4	Hulu Sungai Selatan	94	94	35	70
5	Hulu Sungai Tengah	79	80	77	76
6	Hulu Sungai Utara	100	99	79	84
7	Kota Baru	67	85	59	70
8	Tabalong	81	98	73	88
9	Tanah Bumbu	98	97	97	97

10 Tanah Laut		87	99	83	82
11	11 Tapin		97	88	76
12 Banjar Baru City		100	100	100	98
13 Banjarma-sin City		95	93	78	55
South Kalimantan Province		91.31	94.77	78.31	79.38

Source: EWARS 2017

The completeness of the EWARS Report in South Kalimantan until the 39<sup>th</sup> week in 2017 was known to have achieved the completeness target (94%). Table 2 shows that the District with the highest percentage of completeness (100%) were Banjar and Banjarbaru City, while the district with the lowest percentage completeness (80%) was Hulu Sungai Utara District.

The accuracy of reporting in South Kalimantan Province until the 39th week in 2017 was known to have not reached the target, that is, as much as 79% (<80%) (MoH, 2003). Table 2 also shows that the 5 districts and 1 city have not reached the target of EWARS accuracy were Balangan, Hulu Sungai Selatan, Hulu Sungai Tengah, Kota Baru, Tapin, and Banjarmasin City.

## 3.3 Output Components

Implementation of feedback to the PHC by District Health Offices in South Kalimantan Province was conducted in accordance with each program plan at the District Health Office. While the feedback activity in Provincial Health Office to District Health Office were done once in a year. This study also found that surveillance officers in District and Provincial Health Office did not create weekly bulletins. The absence of a weekly bulletin caused the absence of dissemination of information that should be done by the Provincial Health Office to District Health Office.

An indicator in the output of the EWARS system is the percentage of alerts verification or responded alerts. The description of EWARS situation in South Kalimantan Province can be seen in Table 3.

N	D: / : /	T ( 1 C ( 1 )	Verified Alert				
NO	District	Total of Alert	n	%	Outbreak	<24 hours	% 24 hours
1.	Balangan	36	33	3	0	1	2.8
2.	Banjar	44	35	9	4	4	9.1
3.	Barito Kuala	53	23	43	0	23	43.4
4.	Hulu Sungai Selatan	47	0	0	0	0	0
5.	Hulu Sungai Tengah	44	29	66	0	29	65.9
6.	Hulu Sungai Utara	12	3	17	0	2	16.7
7.	Kota Baru	81	41	32	0	26	32.1
8.	Tabalong	117	26	19	2	22	18.8
9.	Tanah Bumbu	79	3	0	0	0	0
10.	Tanah Laut	35	29	80	0	28	80
11.	Tapin	4	0	0	0	0	0
12.	Banjar Baru City	96	75	77	1	74	77.1
13.	Banjarmasin City	105	2	1	0	1	1
	South Kalimantan	753	299	39.7	7	210	27.9
	Province						

Table 3: Description of alert signal in south Kalimantan province, 1st-39th week in 2017.

Table 3 shows that the alert verification percentage in South Kalimantan Province 1<sup>st</sup> week to 39<sup>th</sup> week in 2017 was 39.7% or less than 75%, so it has not reached the target of verification alert in 2017. Table 2 also shows that verified alerts were less than 24 only by 27.9%. The low alert response indicates less optimal use of EWARS data for early detection of outbreaks.

## **4 DISCUSSION**

## 4.1 Input Components

Input components in Table 1 showed funds, communications facilities, transportation facilities, EWARS implementation guidelines and reporting forms, and surveillance officers at Provincial Health Offices and District Health Office are available or qualify for surveillance implementation. Surveillance officers at PHC level still do not meet the skill qualification because they still have to be trained for EWARS implementation. The presence of unreported health center surveillance officers is known from a surveillance officer at the PHC of Banjar Indah who stated that he has served as a surveillance officer for 2 years, but has not been trained by Banjarmasin District Health Office and South Kalimantan Provincial Health Office.

The quality of human resources cannot be separated from the participation of training that can help and improve the performance of officers. Training can improve the knowledge of the surveillance officers about EWARS (Priyontika, 2016). Although PHC have the guidelines of EWARS implementation, further directives by the District Health Office are urgently needed by the surveillance officers of PHC.

## 4.2 **Process Components**

The results of the comparison between the implementation of EWARS in South Kalimantan Province with the standard operation procedures in the EWARS guidelines from the Ministry of Health show that there were two procedures that were not done on district and province level. The District Health Office should record the data from the PHC and report the data to the province via email, while the Provincial Health Office should also record the data from the District Health Office and report the data to the Ministry of Health via email. Those procedures were not done because the surveillance officers stated that web of EWARS has been able provide data that was reported by PHC.

Data records by district and provincial surveillance officers can be used as a backup database in case of errors or failures in the EWARS web. In addition, district and provincial surveillance officers can monitor the PHCs that have neither provided data, nor have they sent data timely. Therefore, data retrieval and export file submissions by District Health Offices and Provincial Health Offices should be done using this procedure.

Indicators in process components of surveillance are accuracy and completeness. Completeness and accuracy are measured at district, provincial and national levels. Completeness is assessed from the number of PHCs that send SMS, while accuracy is assessed from the number of PHCs that send SMS timely within the week of EWARS.

The low accuracy of reporting is related to the sensitivity of the surveillance system. According to CDC (2001), sensitivity is intended with the ability of the system to be able to capture accurate information data. Sensitivity can be considered through two levels:

- At the case reporting level, sensitivity refers to the proportion of disease cases detected by the surveillance system.
- The ability to detect outbreaks is measured, including the ability to monitor changes in the number of cases over time.

The lateness of reporting data by the PHC as a reporting unit in the EWARS system can cause the low accuracy of the system in providing disease case information in the area of PHC. The late reported cases can also cause the delay of alerts that emerged as an early warning for early detection of outbreaks as well as delayed outbreak predictions, displayed by the EWARS system.

The accuracy and completeness of reporting and signaling alerts in the EWARS were further supervised by the Provincial Health Office and the District Health Office. According to the EWARS Implementation Guidelines (2013), this monitoring is conducted so that surveillance officers at the Provincial Health Office and District Health Offices can notify the PHC if there is an alert in the work area of the PHC and can recall the PHC which has not yet reached the indicators of completeness and accuracy. The lack of accuracy can be caused by lateness or the wrong format of SMS delivery by PHC. It was known that, if SMS was successfully sent by PHC officers in EWARS, it would get a reply from the system, while there are officers who have sent SMS, but have no reply. The absence of a reply from the EWARS system can be caused by the inappropriate SMS format.

Further directions by District Health Officers are required, especially for surveillance officers in PHC who have constraints in implementing the EWARS procedures such as text message or Short Message Service (SMS) and also conducted an evaluation of system components and attributes of EWARS on a PHC Level. This evaluation should be conducted in accordance with their method, scope, and objectives (Klaucke, 1992). Evaluations are also required to provide data to answer specific questions that are required for management and decision making (Hscc, 2004).

Report monitoring has been conducted at the Provincial and District levels. Communications on reporting reminders and alert notifications were done through the *WhatsApp* application and telephone. However, the intensity of reminders and alerts notifications were different in each District.

Differences in the intensity of reporting reminders were known from the differences between the North Banjarbaru PHC and Sungai Besar PHC, which is the working area of Banjarbaru City Health Office with the Banjar Indah PHC, which is itself the working area of the Banjarmasin City Health Office. The Banjarbaru City Health Officer made a reporting reminder for PHC in his area intensively or continuously and contacted the officers who had not collected the report or sent the SMS directly, while the Banjarmasin City Health Officer did not intensively remind him about the PHC in his working area. The non-intensive recall of this reporting resulted in PHC staff forgetting to send an SMS and resulted in low reporting accuracy in Kota Banjarmasin (55%).

Differences in the implementation of alert notification by District Health Offices in South Kalimantan were known from different alert notifications by the Banjarbaru City Health Office and Banjarmasin City Health Office. Each alert signal in the work area of Banjarbaru City Health Office will be sent to the PHC officer, while the surveillance officer of Banjar Indah PHC in Banjarmasin city never got any information about alert signals or early warnings from the Banjarmasin City Health Office. This was in line with the absence of alerts verified by Banjar Indah PHC, while EWARS data showed that Banjar Indah PHC has 4 measles alerts.

The speed of alert notification by the District Health Office to the PHC is related to timeliness in the EWARS system. Timeliness in the surveillance system reflects the speed of the steps or procedures in the surveillance system, starting from the emergence of disease events, reporting cases of disease by the reporting unit, receiving information by authorized health authorities, and preventive and control implementation (CDC, 2001).

The provision of an alert signal can be accessed by the District Health Office and Provincial Health Office through a EWARS application, so the speed of the verification alert by PHC is related to speed of District Health Office in giving notification to PHC to verify the alert. The lateness of notice by the District Health Office in South Kalimantan Province may result in the late verification of alerts and delayed control of disease cases and outbreaks.

## 4.3 Outputs Components

The output of EWARS implementation in Kalimantan Province is compared to the standard operating procedure of EWARS implementation from the Ministry of Health of the Republic of Indonesia in 2013. Procedures that were not carried out in accordance with EWARS guidelines are District and Provincial surveillance officers who make weekly summary reports or weekly bulletins. This was not done because the officers stated that a EWARS application can display alert information and analysis in the form of a graph or tabulation that can be accessed by PHC and the District Health Office.

The weekly bulletin that should be provided by the District Health Office to the PHC and by the Provincial Health Office to the District Health Office contains alert and analytical information as well as including recommendations for controlling a suspected outbreak and the previous week's activity results to control the outbreak. It is important to have recommendations of outbreak control activities and the results of the previous week's activities in controlling outbreaks, especially for PHC and district health offices as reference material in controlling outbreaks. The existence of written recommendations is also important as they are a form of coordination between PHC and District/City Health Office and Provincial Health Office.

The low percentage of this alert verification in Table 3 was related to the alert notification that was not carried out by the District Health Office to the PHC or the verification of alerts that are not conducted by the PHC. The information regarding alert signals or early warnings that were not conducted was known by the Banjarmasin City Health Office which did not notify the alert at the Banjar Indah PHC which is a PHC in its working area. The notification of alerts by the Banjarmasin City Health Office is in line with the verification of alerts that only amounted to 2 verifications (1%) of the 105 alerts that appeared.

Verification of alerts is the stage before the control activities such as taking specimens, handling cases, to control the occurrence of outbreaks (Ministry of Health, 2013). Non-verification of alerts causes no control of cases and increases the risk of outbreaks. The late verification of alerts is related to the sensitivity of a surveillance system. According to Nelson and Sifakis (2007), a well-sensitized surveillance system is not only to monitor disease trends, but also to control the occurrence of outbreaks or to evaluate interventions.

In addition to the evaluation of these output components, the Provincial Health Office also needs to improve the monitoring and evaluation function on Provincial, District, and PHC levels. Evaluation activities are expected to oversee the general aspects that allow for common recommendations. Evaluation on surveillance systems should be complemented by an attribute assessment followed by a complete list of attributes that cover both the epidemiology and also the social and economic aspects. A special instrument is then needed that can be used practically in the evaluation (Calba *et al.*, 2015).

## **5** CONCLUSIONS

The EWARS system in South Kalimantan Province has input components such as recording and reporting facilities, communication tools, guidelines, funds, facilities and infrastructure in accordance with the indicators, while surveillance officers in PHC are not suitable with the indicators. In addition, it was known that the process components include the completeness has reached the target, while the accuracy of the EWARS report has not reached the indicators and the implementation of data records and reports from the District Health Office and Provincial Health Office has not been conducted. The output components, such as the percentage of alert verification, have not reached the indicators and the weekly bulletin from the District Health Office and the Provincial Health Office have not been created.

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