

www.ifrc.org
Saving lives,
changing minds.

Indonesia

Annual Report 2012



International Federation
of Red Cross and Red Crescent Societies

MAAID002

30 April 2013

**This report covers the
period 1 January 2012
to 31 December 2012**

Field coordinators of Indonesian Red Cross' emergency response team (Satgana) play a team work game during the leadership training supported by IFRC in Bogor, West Java, November 2012.

Photo: Indonesian Red Cross



Overview

This has been a year of stability for Indonesia with no political, economic, social, security or disaster events which significantly affected the operating context of the Indonesian Red Cross, better known as PMI (*Palang Merah Indonesia*) or the IFRC country delegation at national level. It is of note, however, that during the year the PMI chairperson and ex-vice president made his wish to stand as a candidate in the 2014 presidential elections increasingly clear.

The highest profile initiative of the year was the sending of a PMI medical and water and sanitation team to Myanmar to assist people affected by the conflict in Rakhine province. The eventual scale, duration and impact of this mission was perhaps less than initially anticipated.

The most important trend emerging during the year was the increasingly clear intention of the majority of the partner national societies providing support to PMI and its programmes to end their operational presence in Indonesia in 2012 – 2014. This will result in a drastic reduction in the scope and impact of PMI's community-based, non-disaster response programming unless alternative sources of funding or an implementation model requiring far less resources can be identified. Initial reaction from PMI leadership to the opportunity to access CHF2.44 million tsunami residual funding would seem to indicate high priority for physical construction and asset purchase to support faster disaster response. However, there has been no indication that either community-based resilience programming or the nationwide chapter and branch capacity building programme developed during 2012 will be included in PMI's proposed use of this funding.

Parliamentary deliberation of a draft Emblem Law resulted in a change to a draft Red Cross (*Kepalangmerahan*) Law which the parliament has now submitted to the Government who will nominate a lead ministry to organize further deliberations. The draft, as at the end of 2012, included clauses which do not comply with the *one country, one national society, one emblem* principle at the insistence of several parliamentary factions and shows lack of clarity on the difference between other humanitarian organizations and Red Cross Red Crescent organizations. There will still be opportunities for advocacy for changes to ensure the draft law complies with Movement principles.

Working in partnership

Partners	Disaster Response	DRR	Health	Water & sanitation	OD	Comms	HD	YABC	Training	IDRL	RM/PMER
Multilateral partner National Societies through IFRC											
American RC											
Australian RC											
British RC											
Canadian RC											
Finnish RC											
Norwegian RC	✓	✓									
Irish RC	✓	✓									
Japanese RC	✓	✓									
Netherlands RC			✓								
New Zealand RC											
Swedish RC											
Other multilateral partners through IFRC											
DFID											
ECHO											
ICRC											
AusAID	✓				✓						
USAID	✓										
Bilateral partner National Societies											
American RC	✓	✓	✓	✓	✓	✓					✓
Australian RC	✓	✓	✓		✓						
Belgian RC		✓			✓						
Canadian RC		✓			✓						
Danish RC	✓	✓			✓						
French RC	✓	✓			✓	✓					
German RC		✓									
Hong Kong RC		✓	✓								
Italian RC					✓			✓			
Japanese RC		✓									
Netherlands RC		✓		✓							
Norwegian RC		✓	✓		✓			✓			
Spanish RC	✓	✓		✓	✓	✓					

Other bilateral partners											
USAID	✓										
AusAID	✓										
ICRC	✓			✓	✓						

Progress towards outcomes

Business Line 2 – “To grow Red Cross Red Crescent services for vulnerable people”

Measurement				
Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 1: PMI has effective sustainable mechanisms and improved capacity to meet the needs of those affected by disasters.				
Output 1.1: Activities to enhance the ability of PMI to improve, maintain and manage its assets and resources				
<ul style="list-style-type: none"> PMI have demonstrated improvement in the way it manages its assets and resources through significant development in its logistics capacity. 				
<ul style="list-style-type: none"> PMI have demonstrated an ability to respond more effectively to disasters across the country. 				
<ul style="list-style-type: none"> PMI are acknowledged as a key player in anticipating, responding to and managing the consequences of disasters in a coordinated and consistent manner. 				
<ul style="list-style-type: none"> PMI's core programme areas show a strong integrated approach when dealing with disasters 				
Output 1.2: A series of exercises that will improve, enhance, test, inform and stimulate active readiness of PMI resources and response teams are conducted and evaluated.				
<ul style="list-style-type: none"> PMI have demonstrated the implementation of a training continuum that has significantly enhanced PMI response team preparedness and deployment 				
<ul style="list-style-type: none"> Routine evaluation is conducted at least annually on response team readiness and operational effectiveness 				
Output 1.3: Emergency volunteer and community mobilization teams are enhanced through equipment acquisition, training, drills and simulations.				
<ul style="list-style-type: none"> PMI have demonstrated an improved ability to effectively deploy integrated disaster response teams from national to local levels as necessary 				
<ul style="list-style-type: none"> PMI will demonstrate a qualitative improvement in all health response team capacities 				

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 2: PMI's preparedness capability is enhanced to ensure that the communities it serves are better aware, equipped, organized and trained to better prepare for ongoing and future disasters				
Output 2.1: Activities that will improve PMI's ability to better communicate, plan and respond to disasters in a more informed and timely manner are conducted including review and active promotion of PMI standard operating procedures (SOPs) and guidelines to ensure appropriate systems, mechanisms and structures are in place.				
<ul style="list-style-type: none"> PMI is able to mobilize its resources through an effective, coordinated approach to disaster management and proactively provide information on its activities 				
<ul style="list-style-type: none"> All necessary <i>Juklak/Juknis</i> (standard operating procedures/base reference documents) have been completed, evaluated and implemented for all operational areas of the PMI 				
Output 2.2: Establishment of an improved contingency mechanism to ensure PMI has the ability to access resources quickly.				
<ul style="list-style-type: none"> Contingency measures taken by the PMI demonstrate a more strategic, appropriate and timely approach to emergency needs across the country. 				
<ul style="list-style-type: none"> Contingency plans for all disaster-prone locations have been prepared and tested 				
<ul style="list-style-type: none"> Sufficient contingency stocks based on contingency plans are positioned at regional warehouses and available as a priority 				
<ul style="list-style-type: none"> Trained Logistics staff familiar with disaster response protocols are positioned at regional warehouses 				
Output 2.3: PMI contribution to increased community resilience through development programmes is substantially increased.				
<ul style="list-style-type: none"> Reporting data and evaluations from Movement and other partner-supported community-based programmes demonstrate increased coverage and impact on increasing community resilience. 				
<ul style="list-style-type: none"> PMI have developed policy that clarifies how they will routinely work with communities (i.e. in non-emergency periods) 				
<ul style="list-style-type: none"> An increasing number of branches and sub-branches are implementing community-based programmes and can provide evidence that these are contributing to an increase in community resilience. 				

Comments on progress towards outcomes

The PMI national headquarters plans to establish six regional disaster response centres and warehouses to improve response speed. Three of the warehouses, in West Java, East Java and West Sumatra, were built and a fourth, in South Sulawesi, completed in September 2012 with funding and technical support from Norwegian Red Cross. A staffing plan has been proposed to the board for approval.

IFRC supported improved PMI contingency planning with an international contingency planning training of trainers in Yogyakarta early in 2012 followed by a national training for disaster management representatives from all 33 provincial chapters. All chapters then developed contingency plans for at least one hazard. In December, three provinces then conducted table top simulation exercises to test their plans. Lessons learnt from these will be used as the basis for developing simulation guidelines. This initiative will be continued in 2013.

Recognizing that it needed to improve management of the many assets acquired during and since the 2004 tsunami response programme, in October 2011 PMI identified five priorities: fleet management, warehousing, procurement, general logistics and asset management. Focus in 2012 was on fleet management and procurement. IFRC employed a consultant for two months to conduct an assessment of PMI's fleet and develop draft vehicle management guidelines, systems and procedures. This was followed in October by the secondment of an experienced IFRC fleet manager to work in the PMI General Affairs Bureau with a newly-appointed PMI fleet manager.

Procurement and warehouse guidelines have been drafted and it was agreed that the IFRC LogIC software for warehouse management would be adopted by PMI. After an initial orientation, the software package was translated into Indonesian and four staff drawn from the headquarters and five drawn from the regional warehouses were trained, most reaching the trainer of trainers level. The software package has been installed in headquarters and the four operational regional warehouses.

Development of PMI road maps for relief, recovery and disaster risk reduction for climate change progressed during the year. Two technical working group meetings resulted in clearer national disaster management strategies. This was followed by recovery training curriculum development and recovery training workshops. These road maps will be further developed in 2013 when, among other things, the results of a pilot transitional shelter programme in East Java, funded by Danish Red Cross, becomes available.

PMI continued to recruit and train disaster response volunteers. IFRC supported two training courses for a total of 60 PMI emergency response team field coordinators. Each course was concluded with a 24-hour field simulation. With support from IFRC, PMI conducted two water supply and sanitation in emergencies training courses which trained more than 50 volunteers, as well as first aid refresher training for 24 volunteers from western Indonesia.

PMI mounted a high profile mobilization to assist people affected by the conflict in Rakhine province, Myanmar. This began with discussions between the PMI chairperson and the Organization of Islamic Conference (OIC) who initially pledged substantial financial support for a PMI mission. A short mission to Myanmar by a small PMI team in August during which the team helped to distribute relief goods was followed in September by the signing of an MOU between PMI and Myanmar Red Cross Society. At the end of September, PMI dispatched a team of 14 medical and water and sanitation personnel with 850 kilograms of medicines. The small water and sanitation team was able to travel to Rakhine province after briefings in Yangon and in addition to constructing emergency latrines, installed 40 tube well hand pumps and distributed 2,000 jerry cans. The PMI team also donated 50,000 sarongs, 2,000 mosquito nets, 100 tons of rice and an ambulance. The medical team, however, did not receive authorization to travel to Rakhine province and was eventually withdrawn. The water and sanitation team were also withdrawn at the end of November following further outbreaks of violence.

At the very end of the year, four PMI staff and two board members joined an Indonesian government mission to assist victims of Typhoon Bopha in Mindanao, Philippines. The members spent a little under one week in Mindanao and PMI contributed one ton of rice, 50 tarpaulins and 800 blankets to the relief goods donated by the Indonesian government.

Challenges and delays

The many competing demands on the time and energy of key PMI staff meant that implementation of some planned activities was either postponed or substantially revised.

Business line 3: To strengthen the specific Red Cross Red Crescent contribution to development

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 1: Communities have reduced vulnerability to disaster				
Output 1.1: Integrated community-based risk reduction activities in high-risk locations are implemented and supported.				
<ul style="list-style-type: none"> <i>PMI have streamlined their community-based programmes to show stronger synergies, greater impact and improved levels of community resilience that enable them to more effectively respond to disasters unassisted.</i> 				
Output 1.2: Community-based mitigation activities to reduce the potential impact of disasters that occur are implemented.				
<ul style="list-style-type: none"> <i>A process is in place to ensure that all high risk disaster prone areas have fully addressed potential threats to the community, risk mapping and response drills are routinely carried out and modified.</i> 				

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 2: Communities have increased their resilience and improved behaviours to reduce potential risks and contribute to a more sustainable livelihood.				
Output 2.1: A series of promotional materials and resources is developed and disseminated to vulnerable target groups.				
<ul style="list-style-type: none"> <i>PMI have a complete set of community-based risk reduction information, education and communications (IEC) materials consisting of printed and multimedia products which are widely employed in risk reduction programmes.</i> 				
<ul style="list-style-type: none"> <i>PMI's community-based activities clearly demonstrate that where necessary the attitudes of the targeted communities are being influenced, behaviour is being modified and practices changed</i> 				

Output 2.2: Training and promotional programmes to improve awareness and community-based action team capacity to disseminate improved and safer living and hygiene practices are established.

- *Community-based action teams (CBAT) in 10 prioritized chapters have received community behaviour change training and practiced it in their respective communities.*

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 3: PMI has an effective voluntary non-remunerated blood donor programme and strategy to fulfill national requirements of blood banks and hospitals.				
Output 3.1: A voluntary non-remunerated blood donor (VNRBD) strategy is developed.				
• <i>A VNRBD strategy is in place and validated for all blood collection units</i>				
• <i>A public advocacy programme has been delivered to recruit sufficient VNRBDs</i>				
• <i>The Indonesian public is aware of the VNRBD programme; and that PMI do not pay blood donors.</i>				
Output 3.2: A voluntary non-remunerated blood donor programme is set up and running effectively.				
• <i>The Indonesian public has confidence in, and willingly donates blood to the PMI blood transfusion units.</i>				
• <i>85 per cent of the blood supply required by the Indonesian health network is from VNRBDs</i>				

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 4: (Health and care) PMI has effective sustainable mechanisms and improved capacity to deliver improved health services to meet the needs of those affected by disasters.				
Output 4.1 Medical action, psychosocial support, water and sanitation and the capacity of community mobilization teams are enhanced through improved systems, resources and processes (equipment acquisition, training, drills and simulations).				
• <i>PMI have reviewed and improved their systems to allow for a more timely coordinated approach to community health and care services.</i>				
• <i>PMI have developed a process for maintaining organizational and community-based readiness for future disasters.</i>				
• <i>PMI are able to mobilize complete and fully trained and equipped teams to any disaster in any part of the country.</i>				

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 5: (Participatory hygiene and sanitation transformation): Waterborne disease prevention and management capacity in communities with poor access to water improved.				
Output 5.1 Knowledge and practice of improved hygienic behaviour in targeted communities increased.				
<ul style="list-style-type: none"> <i>PMI maintain a pool of PHAST-trained volunteers who are responsible to guide local communities to conduct baseline surveys, identify priority waterborne disease issues, develop PHAST action plans and undertake PHAST sessions.</i> 				
Output 5.2 Targeted communities mobilize resources to prevent and manage waterborne diseases				
Output 5.3 Communities improve knowledge and practices related to five common causes of morbidity and mortality.				
<ul style="list-style-type: none"> <i>Community members involved in PMI-led community based training and exercise activities are able to mobilize themselves to alert, prepare and respond to the potential increase and intensification of the impact of waterborne diseases resulting from a disaster event.</i> 				
<ul style="list-style-type: none"> <i>A mechanism to enhance community behaviour and adopt best practice is being used to improve community resilience in high risk locations where PMI is working.</i> 				
<ul style="list-style-type: none"> <i>PMI have developed an appropriate health awareness and training package that is routinely used in PMI training and field activities.</i> 				
Output 5.4 Communities improve knowledge on transmission and prevention of HIV/AIDS and other sexually transmitted diseases				
<ul style="list-style-type: none"> <i>PMI have developed a national guideline for HIV/AIDS and actively use it to deliver more frequent and higher quality Red Cross services in HIV/AIDS prevention and socialization on anti stigma and discrimination against people living with HIV/AIDS.</i> 				
Output 5.5 Targeted communities improve knowledge and mobilize resources available within the community to prevent and manage any health-related issue emerging in the community.				
<ul style="list-style-type: none"> <i>Targeted communities involved in PMI ICBRR and CBHFA supported activities are proactively involved in health awareness, response campaigns and related activities.</i> 				

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 6: (Organizational preparedness): Capacity in skilled human resources and relevant material resources for effective delivery of National Society programmes (disaster, health and welfare services improved)				
Output 6.1 Adequate, diverse, gender-balanced staff and volunteers for emergency, disaster, health, and welfare action recruited, trained, retained and managed				
<ul style="list-style-type: none"> PMI's capacity assessment tool and OCAC¹ (where relevant) demonstrate satisfactory staff and volunteer capacity for programme implementation. 				
<ul style="list-style-type: none"> PMI staff and volunteers actively maintain or seek to improve a balance of gender equity and diversity in the organization's structure, programmes and activities. 				

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 7: PMI delivers relevant services which increase resilience in a sustainable manner through its volunteer base.				
Output 7.1: All PMI chapters, 120 (of 430) branches and 30 per cent of sub-branches deliver improved, relevant services in a sustainable manner for as long as needed through its branch-based volunteers				
<ul style="list-style-type: none"> Volunteer recruitment at branch level is increased commensurate with a need for service provision to the community. 				
<ul style="list-style-type: none"> An evaluation/audit of PMI services has been conducted to determine relevance and effectiveness of programme activity. 				
Output 7.2: PMI core management systems, capacities and competencies are modernized and effectively leveraged to build capacity in branches and chapters (finance, HR, IT, partnership development and management, planning, monitoring, evaluation and reporting (PMER), resource mobilization, volunteer and youth development); and PMI demonstrates professional engagement with its Movement partners, national counterpart organizations and the beneficiaries they serve.				
<ul style="list-style-type: none"> PMI resource mobilization capacity at all levels has increased as demonstrated by annual surveys of income generated nationally and reported in the FWRS. 				
<ul style="list-style-type: none"> Resource mobilization (RM) is adopted as a key aspect of PMI's business planning at NHQ, chapter and branch levels with senior staff trained in RM techniques. 				
<ul style="list-style-type: none"> Innovative fundraising mechanisms are employed to target the corporate sector and the growing middle class in Indonesia. 				

¹ Organizational capacity assessment and certification (OCAC)

<ul style="list-style-type: none"> As PMI becomes more capable of mobilizing resources at the national level, the number of partner national societies providing direct financial support to development programmes has significantly reduced. 				
<ul style="list-style-type: none"> PMI have secured private sector sponsorship and government financial support to sustain their principal mandated roles 				
<ul style="list-style-type: none"> PMI capacity assessment tools and OCAC (where relevant) show substantive improvements in specific capacities at NHQ, chapters, 120 branches and 800 sub-branches. 				
<ul style="list-style-type: none"> There is an increase in appropriate FWRS proxy indicators. 				
<ul style="list-style-type: none"> PMI have used and positively evaluated some or all of the tools from the IFRC framework for stronger national societies 				
<ul style="list-style-type: none"> PMI are able to provide accurate and timely financial reports for domestic and international funding which are accountable and transparent. PMI are producing annual financial reports which are comprehensive, externally audited and published 				
<ul style="list-style-type: none"> PMI have established and are implementing organization-wide HR management policies and systems which comply with Indonesian labour law and staff satisfaction surveys show good levels of satisfaction 				
<ul style="list-style-type: none"> PMI have completed FWRS comprehensively by 2014 at the very latest 				
<ul style="list-style-type: none"> PMI use IT effectively to support organizational management and communications, and possess and use databases as management tools 				
<ul style="list-style-type: none"> The PMI youth programme is evaluated as providing appropriate/relevant and attractive objectives and activities for young people nationwide; PMI are regarded as a leader in regional youth networking activities 				
<ul style="list-style-type: none"> PMI have volunteer management systems which demonstrate that they have the right number of volunteers with the right skills in the right places for programme and community needs. 				
<ul style="list-style-type: none"> PMI are close to achieving well-functioning national society status; IFRC is developing an exit strategy from Indonesia. 				

Output 7.3: Quality assurance mechanisms provide evidence base for strategic and operational planning and PMI participation in Movement policy and practice discourse				
<ul style="list-style-type: none"> PMI have developed new community-based programmes that focus on recovery including community financial independence, food security and livelihoods. 				
<ul style="list-style-type: none"> Policy on PMI's role from early recovery to more substantial involvement in recovery, reconstruction and development is clearly articulated 				
<ul style="list-style-type: none"> PMI volunteer recruitment and training is based on accurate programme needs assessments and data on volunteer recruitment, training and retention costs. 				
<ul style="list-style-type: none"> PMI actively participate in all evaluations of partner supported programmes and routinely conduct evaluations of their own programmes 				

Comments on progress towards outcomes

Implementation of the Jakarta integrated community-based risk reduction (ICBRR) programme, Phase II, supported by IFRC, German Red Cross and Netherlands Red Cross, as well as the Jakarta dengue and climate change programme funded by the Rockefeller Foundation through the IFRC Climate Change Centre, was completed towards the end of 2012. These were the last direct implementation programmes supported by the IFRC delegation.

PMI appointed a new head of their headquarters health division in April. IFRC have supported visits by the new appointee and some of his staff to the Asia Pacific zone and Southeast Asia regional offices to help identify support needed and support available. In addition, PMI health representatives attended community-based health and first aid meetings in Cambodia and Geneva as well as the IFRC Southeast Asia health meeting. This support has helped the new head of division and his team identify priorities for 2013-2014 and ways in which IFRC could support them.

Progress on improved financial management capacity, initially at headquarters but eventually at all levels, was slower than hoped for but nevertheless, it can now be said that essential elements of the process are in place. The last year saw the finalization of financial management technical guidelines, both for PMI internal activities and for programmes supported by partner national societies. The latter mark a significant advance since it is now PMI which is providing the standards for financial reporting rather than partner national societies with whom it works. IFRC has provided sustained, hands-on support for these initiatives as well as the socialization of the guidelines within PMI headquarters and for provincial chapters. It is acknowledged, however, that further socialization and training is needed to generate improved financial reporting performance.

Two separate but strongly linked initiatives were notable in 2012. First, a team led by the head of the PMI Planning Bureau and made up of key PMI staff and several IFRC and partner national society staff secured the agreement of PMI leadership for a revision of the objectives and key performance indicators of the PMI 2009-2014 strategic plan. The many reasons why this was needed are extremely complex but the gist is the successful completion of the revision has brought many benefits in terms of improved strategic guidance for operational

planning and measurement of performance. At the same time, 2012 saw significant progress in the development of a nationwide capacity building initiative focusing on provincial chapters and their district level branches. Using the revised objectives and key performance indicators described above as a framework, a team consisting of staff from PMI, IFRC, ICRC and a partner national society has developed indicators for a well-functioning unit at national, provincial and district levels. The same team has completed further refinement of a capacity assessment process to be used as a needs assessment tool to help inform a process of mapping current capacity and what must be done to strengthen this where necessary. Both these developments were socialized to representatives from all provincial chapters in early December and will be taken forward in 2013.

Improvement of PMI's human resource management policies and systems has been identified as a significant need but progress has been constrained by lack of clarity on the business model(s) PMI headquarters wishes to develop and the human resource capacities these will require. To promote improved progress, IFRC has seconded an experienced human resources manager to work with the PMI Human Resource Bureau on improved systems while providing PMI leadership more focused questions and cost-benefit guidance on the implications of more strategic thinking around the kind of organization PMI headquarters wants to become.

The PMI community-based risk reduction or resilience building programmes are now at a significant cross-roads. It is clear that partner national society support will decrease significantly in 2013-2014 and PMI needs to plan how it will manage this process. Alternatives range from simple acceptance of a reduction in the scope and impact of these programmes to the generation of a resource-light model requiring significantly less external support. Across this range lies a plethora of choices about which decisions will need to be made and prepared for. One important side issue is the reduction in financial support for PMI headquarters, chapter and branch salaries which will occur as a result.

PMI obtained IFRC global volunteer insurance for 6,961 of its volunteers in 2012. This represents an increase on the previous year and it is hoped that efforts continue to ensure that all volunteers responding to disasters are covered by this insurance in future years.

The Government of Indonesia awarded *Satyalencana Kebaktian Sosial* social service medals to 1,402 voluntary non-remunerated blood donors. The medals were presented in Jakarta by the President of Indonesia in December to people who have donated whole blood 100 times or more.

Challenges and delays

Internal communication and coordination among the divisions, bureau and units of the PMI national headquarters, as well as between the headquarters and chapters and branches, remains a challenge despite definite progress in 2012 in some areas of this complex issue.

Resource mobilization support has been almost entirely constrained by the continued absence of a head of division since early 2012 and non-replacement of lost staff. Achieving a satisfactory balance between the sometimes conflicting need to generate funding for PMI headquarters and to build the capacity of chapters and branches continues to be a challenge.

The country office failed to achieve take-up within PMI in 2012 for a number of pieces of 'research' to help generate evidence bases for decision-making. Most of these are considered still relevant, and with new heads of several divisions now established in their positions, a degree of interest has again been shown for 2013.

Business Line 4 – “To heighten Red Cross Red Crescent influence and support for our work”

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 1: Effective mechanisms for dissemination of humanitarian values, principles in action and communication within the Movement, with the public and with targeted communities are in place.				
Output 1.1: PMI communications capacity and skills are enhanced.				
<ul style="list-style-type: none"> At least one PMI communicator in each chapter is trained in basic communications skills with 50 per cent actively contributing to and participating in the activities of the national communications bureau. 				
<ul style="list-style-type: none"> At least one PMI communicator in each chapter is trained in audio-video and/or other advanced communications skills. 				
<ul style="list-style-type: none"> Internal communications networking procedures between PMI headquarters and chapters are developed and routinely implemented 				
Output 1.2: Plans and actions coordinated with Movement partners and external actors to achieve higher value from Red Cross work.				
<ul style="list-style-type: none"> PMI have an effectively functioning partnership management arrangement in place. 				
Output 1.3: PMI effectively make use of the Red Cross Red Crescent Movement membership and experience in diverse programming to play a major role in contributing to Movement policies, programme content, lessons learnt and advocacy. [see BL 3 output 7.3]				
<ul style="list-style-type: none"> PMI are an active participant in key national and regional forums. 				
<ul style="list-style-type: none"> Concept papers, high quality printed and audio-visual material are available as tools to promote and advocate Red Cross Red Crescent messages to relevant partners and stakeholders. 				
Output 1.4: Relationships between IFRC, PMI and the Indonesian government strengthened through a status agreement				
<ul style="list-style-type: none"> The Indonesian Parliament has passed a new Emblem Law which strengthens the PMI legal status and resolves the issue of the existence of the Indonesian Red Crescent (BSMI) as a legally approved organization. 				
Output 1.5: PMI effectively promote humanitarian principles and values, anti-discrimination and violence prevention.				
<ul style="list-style-type: none"> A comprehensive communications strategy is in place and implemented by PMI to cover principles and values, anti-discrimination and violence prevention issues. 				

<ul style="list-style-type: none"> • <i>PMI have at least one disseminator of principles and values and IHL in all active PMI chapters in Indonesia.</i> 				
<ul style="list-style-type: none"> • <i>30 national media personnel have been trained on principles and values and 50 per cent of participants become active network members to support the humanitarian work of the national society</i> 				
<ul style="list-style-type: none"> • <i>Annual Red Cross Red Crescent induction training for PMI staff and members is conducted in collaboration with IFRC and ICRC.</i> 				

Comments on progress towards outcomes

IFRC supported communications refresher training courses in 2011 and 2012, meaning all 33 PMI provincial chapters now have trained communications staff. The IFRC National Society Knowledge Development staff member with a communications background will continue to monitor and provide support where needed.

A new Partnership Management Bureau was ratified by the PMI board in August 2012. During the remainder of the year, IFRC staff, with colleagues from ICRC, have provided intensive support to the board member for, and staff of, this bureau to increase awareness of the need for PMI to increase internal agreement on organization-wide partnership management strategies and mechanisms which will enable PMI to provide more proactive guidance to existing and potential partners. A key milestone in this process was an internal partnership management sensitization workshop in November attended by representatives of all PMI divisions, bureaux and units at which experience to date was examined and initial ideas on what needs to be improved were drafted. Again, this will need to be taken forward in 2013.

Indonesia is one of three target countries nominated for a zone-initiated beneficiary communications capability initiative. A PMI board member, accompanied by an IFRC communication manager, attended the global Beneficiary Communications Forum in Geneva in mid-2012. However, concrete progress in this area has not been conspicuous in the remainder of the year, given the many other issues occupying the attention of PMI leadership and staff.

A PMI board member attended Asia Pacific zone Ten-Steps Violence Reduction training and a senior staff member attended a regional migration meeting in late November. PMI's plans for domestic and international work on migration have been developed but have now reportedly encountered challenges within the Ministry of Foreign Affairs.

Progress on the passing of a new Indonesian Emblem Law has been achieved during 2012 but there remain obstacles to be overcome. The background to this initiative is long and complex. In the 1990s, an organization called Bulan Sabit Merah Indonesia (BSMI - The Indonesian Red Crescent) was established and allowed to legally register its existence despite the long-standing recognition of PMI (the Indonesian Red Cross) by the national government. To address this issue, after several years of preparation and consultation facilitated by PMI, a draft Emblem Law was prepared. This was accepted for deliberation by the Indonesian parliament in 2006 but their deliberations reached a stalemate in 2009 in the face of continued insistence by one parliamentary faction that the law include recognition of BSMI as well as PMI. After the election of a new parliament in 2009 efforts were renewed and deliberation of an Emblem Law was included in the legislative programme for 2012. The parliamentary commission held hearings with stakeholders and experts, undertook public consultations in several provinces and made study visits to Denmark and Turkey. In October, it was agreed that the name of the draft law

be changed to Red Cross Law and that the parliament would submit their revised draft to the President who would decide which government agency would lead further deliberations.

This positive progress is, however, marred by the fact that the current draft law contains clauses which contain a dangerous lack of clarity on the difference between Red Cross Red Crescent organizations, of which there may only be one in each country, with humanitarian organizations, of which there may be many. The draft would allow for the continued existence of BSMI and even suggests that PMI should work with it. Fortunately there will be further opportunities for advocacy and awareness raising. ICRC will play the lead role in supporting PMI but IFRC will continue to work with PMI and ICRC colleagues on this important issue.

IFRC worked with ICRC and PMI to organize induction training for all those Jakarta-based staff who had not attended an induction before or wanted to refresh their knowledge. Pre- and post-test evaluations showed an average improvement in participants' knowledge of 54.1 per cent.

To increase the impact of its efforts to promote its humanitarian work, PMI signed an MOU with the national news agency, Antara.

Constraints and delays

PMI's website represents a key tool for achievement of many of the objectives in this LTPF. It is, however, currently in a poor state with many pages and functions locked and it was hacked twice in the first half of 2012. IFRC has been keen to support development of an improved site for some time but the absence of a 'champion' for development of an organization-wide website strategy and plan has meant that no support can be usefully provided.

Business line 5: To deepen our tradition of togetherness through joint working and accountability

Outcome/Output/Indicators	Baseline	LTPF 4-Year target	Actual this report period	Actual to Date
Outcome 1: Leadership, management and coordination are provided to the country office and other components of the Movement in Indonesia.				
Output 1.1: An effective Movement cooperation framework is established and functions to enable all partners to share information and knowledge and promote effective cooperation and optimize use of Movement resources to strengthen PMI and increase the impact of its work.				
<ul style="list-style-type: none"> <i>A cooperation agreement strategy (CAS) process has been developed and is routinely used as the basis for engagement between PMI and its partners.</i> 				
<ul style="list-style-type: none"> <i>A framework has been established that enables regular dialogue for all partners from strategic to operational to technical working group levels.</i> 				
<ul style="list-style-type: none"> <i>All Movement components in Indonesia participate in regular formal coordination meetings at the appropriate level and information is routinely shared.</i> 				

Output 1.2: PMI's profile as a reliable trustworthy and impartial source of humanitarian assistance to help vulnerable people is recognized.				
<ul style="list-style-type: none"> PMI demonstrate improvement in implementing their standard operating procedures on communications, especially during disasters and other emergencies. 				
<ul style="list-style-type: none"> Timely, quality press releases, social media messages and audio visual sequences are effectively employed to educate the Indonesian public on PMI activities 				
<ul style="list-style-type: none"> Partnership agreements with national media are established and expanded as necessary to promote Red Cross efforts during emergencies and 'peace time'. 				
<ul style="list-style-type: none"> Public awareness and support of PMI as the only recognized national society with clearly articulated auxiliary roles is significantly increased through targeted and sustained advocacy and promotion events. 				
<ul style="list-style-type: none"> PMI have established a coherent and cohesive partnership management function/unit 				
Output 1.3: Improved information management systems and processes are in place.				
<ul style="list-style-type: none"> The PMI IT strategic plan is fully implemented providing for full digital connectivity to chapter level, and web-based MIS for all functional modules at headquarters level. 				

Comments on progress towards outcomes

Progress on development of a new mechanism for Movement cooperation (formerly referred to as the cooperation agreement strategy) is discussed under partnership management in Business Line 4.

In 2012 PMI hosted a total of two Movement partner coordination meetings in late June and late September. IFRC hosted regular monthly coordination meetings with ICRC and partner national societies. One or more observers from PMI attended most of these.

The PMI board member for partnership management attended an Asia Pacific leadership training course in late November and expressed appreciation of this networking and learning opportunity.

Stakeholder participation and feedback

The IFRC's primary stakeholders are PMI board members, staff and volunteers. Through them, the Federation country office works to build the capacity of PMI chapters and branches to provide services to vulnerable people throughout Indonesia. Through formal and informal communications, IFRC strives to ensure that it achieves an optimum match with PMI's needs and priorities in the provision of its support. One such initiative, begun during

the first half of 2012, is the inclusion of PMI as one of three target countries for a beneficiary communications project designed and managed by the Asia Pacific zone office. This is described in more detail under Business Line 4.

Key Risks or Positive Factors

Key Risks or Positive Factors	Priority High Medium Low	Recommended Action
Risks PMI chairperson formally announces his candidacy for the 2014 presidential election. This requires a change in leadership via an Extraordinary General Assembly and leads to a period of instability, uncertainty and delays in programme implementation	M	Advocate and provide technical and financial support for business continuity planning, as well as staff succession planning, and a greater focus on the development of a strong senior management team.
Governance involvement in day-to-day management (excessive in comparison with Movement paradigms) constrains senior staff capacity building, business continuity and succession planning	H	Continue to advocate for the removal of board members from the line of operational management and an executive function as a board rather than de-facto managers.
PMI HR policies constrain staff capacity building required for effective performance of PMI national headquarters functions	M	Secondment of an experienced IFRC HR manager to PMI national headquarters HR Bureau from September 2012
Inadequate planning by PMI and IFRC for the significant reduction in partner national society support during 2013 and 2014 results in one or more of: <ul style="list-style-type: none"> • A large reduction in the scope and impact of PMI community-based programmes • A large reduction in the resources available to enable PMI chapters and branches to do more than just exist • A reduction in the partner national society programme management workload for PMI headquarters staff which is not well-utilized to improve performance in other areas • A reduction in funding from partner national societies for PMI staff salaries at headquarters, province and district levels results in reduced staffing and/or reduction in funding available for other purposes 	H	Support for PMI in: <ul style="list-style-type: none"> • Mapping and coordination of partner national society exit plans and the resource implications this will have for PMI • Identification of feasible alternative resource mobilization options • Adaptation of community-based programme design to reduce resource needs and learn from good practice from other national societies

<p>Initial PMI plans for use of potential tsunami residual funding of CHF2.44 million and an additional \$1.5 million from Singapore Red Cross include construction of two new regional warehouses and a PMI Mount Merapi disaster response coordination post (Posko). PMI has, to date, not demonstrated capacity to manage construction of buildings or their subsequent maintenance. There is, therefore, a risk that PMI will become the owners of poorly constructed buildings at over-inflated cost and with high maintenance costs. Since funding will come from IFRC, there could be an audit and reputational risk to IFRC</p>	M	<p>PMI have requested assistance from this delegation in the development of the long-term planning framework for this funding opportunity. This will provide an opening for advocacy to a certain extent. However, the power behind the initial plans is the PMI chairperson whose wishes will not be questioned by people in PMI.</p>
<p>The current PMI chairperson has accumulated a large fleet of vehicles of various kinds, including helicopters, Hagglands amphibious vehicles, 100 mobile blood donation buses and 100 water tanker trucks. Some of these vehicles are located at and managed by PMI headquarters but many others have been allocated to PMI province or district units. Responsibility for maintenance and operational costs is not wholly clear and there is a risk of poor management and a drain on PMI resources not commensurate with the rate of use of these vehicles.</p>	M	<p>IFRC have seconded an experienced fleet manager to the PMI General Affairs Bureau to help improve systems and management.</p>
<p>Positive factors The Planning Bureau established in 2011 is now facilitating improved, more integrated and more timely programme planning at national headquarters and hopes to be able to do so at chapter and branch levels</p>		<p>Intensive technical and, where appropriate, financial support for the development of this bureau through IFRC and PNS staff</p>
<p>Formation of a new Partnership Management Bureau in June 2012 should result in significantly improved partnership management strategies and systems which improve the effectiveness of PMI's partnerships, primarily those with Movement partners.</p>		<p>As above</p>
<p>Ongoing development of PMI road maps for relief, recovery and integration of adaptation to climate change in community based risk reduction programmes will result in improved preparedness, response and recovery programming.</p>		<p>As above</p>

Lessons learnt and looking ahead

Lessons learnt

- Experience to date suggests that work with PMI will almost always proceed more slowly than hoped and planned
- The cost-benefit ratio of current PMI headquarters paradigms for developing policies, standard operating procedures (SOPs), guidelines, curricula and road maps is not sustainable and not justified given poor

take-up and implementation. PMI itself and IFRC, in its technical and financial support to PMI, will need to develop new ways of working in which more usable 'documents' can be produced in far more resource efficient ways

- PMI did not develop and adopt an effective business model for the management of the sharp increase in partner national society-supported community-based programmes which began in 2009 and peaked in 2012. With hindsight, neither IFRC nor partner national societies provided sufficient support and advocacy on this issue. Too little analysis was provided and too little effort made to introduce to PMI business models which could have been more effective. These programmes positioned PMI as an implementer of externally funded programmes with their associated programme management requirements. However, PMI did not recruit additional staff in numbers commensurate with the scale of the new programmes and with the programme management capacities needed. It is clear that its current human resource policies and organizational culture would have made this difficult. Furthermore, it did not calculate the management costs of these programmes for PMI at headquarters, province and district level and ensure that these were overtly included in the programme budgets. This report is not the place to explore this issue at greater length but the lesson IFRC needs to learn is that it should support PMI to plan for the decrease in the scale of partner national society-supported community-based programmes that will occur in the next two years.
- The creation of PMI Planning and Partnership Management Bureaux in 2011 and 2012 respectively, is a very positive development but PMI human resource 'policies' have meant that both have had to be resourced from the fixed and limited human resource pool of the headquarters with no new recruitment possible. Both have committed and competent heads but limited staff capacity. In 2012 to an increasing extent, IFRC has used its own national staff, as well as those from several partner national societies, to help fill this gap and provide human resource capacities and competencies which PMI itself is unable to provide. Unless there are significant changes in PMI policies, this is likely to continue and probably increase in the next few years. This produces what appears to be a high IFRC management cost in relation to the amount of financial support provided to PMI but, in fact, represents a way of ensuring PMI has access to the services of people with capacities and competencies it needs but cannot access internally. The cost of these IFRC staff should therefore be seen largely as support provided to PMI, not an IFRC management cost.

In 2013, internal priorities for the delegation will include:

- Drafting a development operational plan for 2014-2015
- Revision of the Long Term Planning Framework (LTPF) by the end of Quarter Two to better align the reality of IFRC's work in support of PMI with that imposed by the direct project implementation paradigm of the LTPF and business lines which are not well aligned with the actual work of the delegation.
- Support damage control exit planning of partner national societies for IFRC as a provider of support services and office accommodation.
- Delegation staffing will not see major changes unless there is a large disaster but there may be some minor realignment.

In IFRC's work with PMI, the biggest challenge will be supporting PMI to develop and implement a management plan for the dramatic reduction in partner national society-supported community-based programmes that will occur in the next two years.

The tenure of the current national board will end in December 2014. Aside from the obvious need to prepare for a General Assembly, PMI will need to confront and resolve some 'big issue' questions. These include the role of future boards in governance and management, the need to ensure greater organizational continuity, momentum and operational tempo when changes in board leadership and membership occur, and whether the current board should prepare a strategic plan for the period 2015-2019 or leave this task to the next board. This will certainly entail a revision of the current PMI statutes but more important will be support for identification of issues and

provision of information on best practice, guidelines, policies and availability of technical support from the Movement. In addition, IFRC will support consultative processes within PMI which generate ownership of, and commitment to, decision making. The desirability of business continuity planning will be stressed.

In 2013, PMI will need to address some important staffing and human resource management issues. Several senior staff have reached, or will very soon reach, the current mandatory retirement age of 55. It is widely felt that insufficient attention has been allocated to succession planning to ensure that replacement staff have been identified, mentored and prepared, or that alternative mechanisms to avoid a reduction in management capacity, perhaps including external recruitment, have been established.

The long gestation of the PMI headquarters nation-wide chapter and branch capacity building initiative with an initial target of all 33 chapters and 120 of their branches was nearing completion at the end of 2012. It has now been socialized to chapters. However, detailed implementation mechanisms which optimize integration with existing initiatives, particularly ongoing partner national society community-based programmes (which, despite significant reduction in 2013 and 2014, will remain PMI's largest and most widespread programme at chapter and branch levels), still have to be drawn up.

Federation support for the PMI headquarters Partnership Management Bureau, which began promisingly in 2012, will need to be geared up. This will not require major financial support but will entail significant investment of the time of key delegation staff to work with PMI colleagues. A similar approach will be used to support the work of the PMI Planning Bureau for which financial support will be available via an American Red Cross initiative.

Technical and financial support for building PMI logistical management capacity which began in 2012 with a focus on fleet and warehouse management will continue with the support of Norwegian Red Cross and will likely expand in 2013, alongside ongoing support for improved contingency planning.

It is possible that if the secondment to PMI of IFRC human resource and fleet managers is positively evaluated in the first half of 2013, extensions of these two positions, initially planned for one year, as well as secondment of additional national staff, will be considered.

If initial signs of interest in PMI come to fruition, IFRC will support a review of PMI's Youth Red Cross programme with a view to better aligning it with the current interests and concerns of Indonesian youth. These have changed considerably without commensurate updating of PMI's programme content, activities, delivery mechanisms and linkages. In addition, in line with concerns expressed earlier about the high cost of training in PMI, a Return On Training Investment exercise will be supported to generate an evidence base for future training resource allocation and decision-making.

Provided that IFRC is able to generate sufficient interest in PMI and partner national societies that support their community-based programmes, IFRC may undertake a lesson learning review of community-based programmes in Indonesia from 2004 to the present to inform current and future programmes.

Financial situation

[Click here to go directly to the financial report](#)

How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGOs\) in Disaster Relief](#) and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

www.ifrc.org
Saving lives, changing minds.



IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of nonviolence and peace.

Find out more on www.ifrc.org

Contact information

For further information specifically related to this report, please contact:

- **Indonesian Red Cross**
 - Budi Atmadi Adiputro, secretary general. email: budi_adiputro@pmi.or.id; phone: +62 21 799 2325; fax: +62 21 799 5188.
- **IFRC Indonesia country office**
 - Phillip Charlesworth, head of delegation; email: phillip.charlesworth@ifrc.org; phone: +62 811 824 859 fax: +62 21 7279 3446.
- **IFRC Southeast Asia regional office, Bangkok:**
 - Anne LeClerc, head of regional office, email: anne.leclerc@ifrc.org; phone: +662 661 8201; fax: +662 661 9322
- **IFRC Asia Pacific zone office, Kuala Lumpur:**
 - Jagan Chapagain, director of zone; email: jagan.chapagain@ifrc.org; phone: +603 9207 5700; fax: +603 2161 0670.
 - Alan Bradbury, head of resource mobilization and PMER; email: alan.bradbury@ifrc.org; phone: +603 9207 5775; fax: +603 2161 0670.

Please send all pledges of funding to zonerm.asiapacific@ifrc.org