

# Programme Update



International Federation  
of Red Cross and Red Crescent Societies

## Indonesia

Appeal No. MAAID002

13 August 2008

This report covers the period  
1 January to 30 June 2008.



Satgana members demonstrate the evacuation of a wounded villager in a tidal wave response simulation in North Jakarta, February 2008. The simulation is part of the integrated community-based risk reduction (ICBRR) programme funded by the International Federation and Netherlands Red Cross (NLRC). (Photo: International Federation/Ahmad Husein)

## In brief

**Programme purpose:** The purpose of the International Federation country office programme is to support the institutional capacity building of the Indonesian Red Cross (Palang Merah Indonesia/PMI) and facilitate a coordinated approach of the International Red Cross and Red Crescent Movement in supporting PMI's programmes in Indonesia.

**Programme summary:**

To increase PMI's disaster response capacity, the International Federation country office assisted in the set-up of 22 disaster preparedness containers in six locations as well as storage management training. The regional warehouse in Gresik has been completed.

PMI's national role becomes increasingly significant. It is particularly evident in the development of disaster management regulation and guidelines, and its recently obtained role in the 'safer community through disaster risk reduction' national framework.

Due to limited funding, the first period of this year witnessed little significant progress in other areas. However, initial discussions to help PMI identify its priorities have been held, and preliminary coordination has taken place with partner national societies.

**Financial situation:** The total 2008 budget is CHF 3,536,207 (USD 3.25 million or EUR 2.18 million), of which 10 per cent is covered. Expenditure to date is 1.6 per cent for the same year.

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

Also see [M04EA28](#) and [MDRID001](#) for more information on International Federation activities in Indonesia.

**Beneficiaries:** The International Federation country office's primary support is towards the capacity building of the PMI; hence, the main direct beneficiary is the PMI governance and management.

**Our partners:** Within the Red Cross Red Crescent Movement, the Danish Red Cross and Netherlands Red Cross continue to be the main bilateral partners to the Indonesian national society, providing support to PMI's longer-term non-tsunami programmes. However, with the gradual winding down of the 2004 tsunami operation, some partner national societies (PNS) currently operating in the tsunami-affected areas are starting initial discussions with PMI on possible assistance beyond the tsunami operation.

## Context

The increase of global food prices has also impacted Indonesia. In general, staple food prices have been increasing since last year with soybeans and related products as well as cooking oil among the most significant. In fact, a period of scarcity of both commodities was experienced in many cities and districts in Indonesia. This forced the government to undertake market operations to provide poor people food products at subsidized prices, especially for cooking oil. To date, the prices show a declining trend but still remain at high levels, creating a serious ongoing problem.

Additionally, the end of May saw the government of Indonesia reduce fuel subsidies, increasing consumer fuel prices by 28.7 per cent. This decision has sparked protests in many different provinces across the country, conveying the public's general disappointment particularly towards the central government. Presently, the Indonesian Red Cross (Palang Merah Indonesia/PMI) continues to observe the situation.

In the first part of 2008, the Indonesian national society faced several challenges in disaster response. The country was hit by several disasters, including floods in East Java, Central Java, West Java, Jakarta, Riau, and the western part of the tsunami-affected Aceh province; and an earthquake in the tsunami-affected island of Simeulue in Aceh province, as well as Riau and Padang in West Sumatra. Smaller scale disasters such as forest fires in Riau, and fires in East Jakarta also drew on the resources of the society. As in most of the disasters, PMI branches responded with various actions; among others, evacuation to safer ground, field kitchen services, medical services, food and non-food relief item distribution and psychosocial support services. This situation serves to remind us how vulnerable the Indonesian people in many areas are, and that the increased capacity of PMI to assist and empower the vulnerable will lead to more resilient communities better prepared for the onslaught of disaster.

## Progress towards outcomes

### Progress/Achievements

#### Disaster Management

The disaster management (DM) programme of annual appeal 2008-2009 was largely designed to strengthen the response capacity and mainstream disaster risk reduction (DRR) programme at PMI national headquarters, chapters and branches. Although the annual appeal is not yet fully covered, the country office was able to implement 45 per cent of its disaster management plans in the annual appeal. This was possible by way of some funding allocation through the tsunami emergency appeal, approved by several donors for work in other parts of Indonesia. The progress of all activities reported in this update is presently funded by the tsunami appeal.

Particular attention was given to the response capacity building of PMI in the first half of 2008. Later in the year, training in emergency response, logistics, first aid training of trainers and assessment refresher course will be implemented. The International Federation also provided technical support to the PMI emergency centre (*posko*) workshop and Indonesia response system workshops, sponsored by the French Red Cross.

The construction of the central warehouse in Gresik, near Surabaya is now completed. The warehouse is now equipped and stocked with relief items and was inaugurated on 26 May 2008. Additionally, with support of the Federation, PMI held a logistics workshop in which the participants finalized the logistics manual which has since been printed. Participants in this workshop came from eight different locations in which PMI will have a central and regional warehouse.

The PMI and International Federation sent 22 disaster preparedness (DP) containers to six locations, and later organized two monitoring teams to review the installation and placement of the containers. Additionally, the teams provided hands-on training on storage management. The containers were sent to Papua (four to Jayapura), East Nusa Tenggara (six to Alor and Kupang), Central Sulawesi (four to Palu), South Sulawesi (four to Makassar) and North Maluku (four to Ternate).

Building the capacity of PMI, the International Federation supported training for SATGANA (*satuan penanggulangan bencana*/disaster response team) which also included a response simulation, held in East Kalimantan. PMI also held an assessment workshop, supported by the Federation and the International Committee of the Red Cross (ICRC). At least one person from each of the 33 PMI chapters came to the workshop to learn about the new PMI assessment form. This form combines the Federation immediate response assessment form and the ICRC's safer access assessment form, both adapted to the Indonesian context.

In the period under review, the Federation country office participated in the inter-agency contingency planning process, led by the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) Indonesia. The country office also took a lead role in emergency shelter cluster, and organized two consultation meetings for the emergency shelter cluster in March and April. The consultation meeting collected input from stakeholders mapped available resources, and provided a basis for formulating an emergency shelter cluster plan. This process is still underway. In June, the Federation also provided support in the water, sanitation and hygiene cluster (WASH) led by the United Nations Children's Fund (UNICEF), by providing information on PMI capacity as well as PMI resource mapping in Indonesia.

In 2008, substantial efforts have been invested in mainstreaming disaster risk reduction (DRR) into PMI's community-based programmes. Additionally, PMI also strives to mainstream gender issues and climate change topics into its DRR programming.

In terms of PMI's role nationally, the country office assisted PMI in strategically positioning itself in the government of Indonesia's DRR framework, *Safer Community through DRR (SC-DRR)*. A series of meetings and workshops were organized and co-hosted with government counterparts, in particular with the newly established national disaster management authority (Badan Nasional Penanggulangan Bencana/BNPB), to disseminate information on the auxiliary role of PMI in Indonesia. In supporting the SC-DRR framework, PMI and the country office participated in the development of disaster management regulations and guidelines, to which the zone's international disaster response law (IDRL) unit provided additional inputs. In addition, with the UN technical working group, the country office hosted and facilitated a convergence workshop in February, after which different coordination mechanisms of the international community were clarified and aligned under the name of the convergence group in Indonesia.

PMI continued the implementation of activities in two selected branches to build the foundation for anticipated community risk reduction projects such as volunteer training and equipment procurement. This was done under the ICBRR programme in Jakarta (which focuses especially on climate change) and with the support of the International Federation country office and the Netherlands Red Cross. PMI branch staff and volunteers as well as key community leaders received training in basic micro-finance concepts and projects. Four community-level training courses took place, introducing microfinance basics, methods of establishing cooperatives and simple economic survey tools which would help in understanding financial environments of the target communities.

The tsunami allocation for country support appeal activities also allowed the geographic information system (GIS) unit to play a pivotal role in producing maps and data collection. The GIS unit has also supported PMI and other partner national societies (PNS) in providing training courses on the practical use of a global positioning system (GPS).

## Health

Under the health programme, some progress has taken place in the malaria *hang-up* project funded by the American Red Cross. A memorandum of understanding (MOU) was signed between PMI and the International Federation in the first week of April to commence the project. Key PMI staff from headquarters and target chapters participated in a training of trainers refresher course on the malaria programme guideline and manual in the last week of May. The trained staff and volunteers have since visited the selected chapters of Jambi, Bangka Belitung and Bengkulu to carry out an introductory session to the programme and implementation plan. Furthermore, the volunteers visited targeted households to monitor the use of bed nets in target communities which received these bed nets in 2006.

With a small allocation from the tsunami funding, the country office was able to support the PMI health division in developing a document on global alliance for HIV/AIDS. With help from an external consultant, PMI collected relevant data and information for the proposal which was submitted to the Federation secretariat in Geneva before the global launching of HIV/AIDS alliance in May. On 5 and 6 June, the PMI held a national launching event for the global alliance on HIV/AIDS, which the Federation HIV/AIDS Special Representative for the Secretary General attended. During the event, all nine chapters involved in the HIV/AIDS programme gathered and signed a board as a symbolic gesture of their commitment to the global alliance.

In light of PMI's plan to set up a water and sanitation warehouse and training centre in Bandung, West Java, PMI formed a committee with the Federation country office and Spanish Red Cross, and is currently drafting the terms of reference and budget.

The country office continues to provide technical support to the PMI health division including the revision of malaria and ambulance programme manuals, and the writing of proposals for first aid posts as well as the formulation of an avian human influenza plan of action.

## National Society Capacity Building

Entering the second half of the year, the country office received funding from the Australian Agency for International Development (AusAID), particularly to support the implementation of Goal 3 of the Global Agenda Goals: increasing local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability. As this funding has just been received, the country office has not had sufficient time to implement many activities. However, most preparations or initial discussions have already taken place in the first half of this year, such as clarifying priorities with PMI as well as with partner national societies.

The country office is currently in discussion with several partner national societies (PNS) for possible collaboration in the development and refinement of PMI's financial management system. Further coordination is done to ensure that the system put in place not only fulfils the needs of the society but will also meet the minimum common standard for donors.

In terms of resource development, the country office provides technical assistance to the division which is currently undergoing management changes. To provide support to the information technology (IT) unit of the PMI, the country office's IT staff has currently assumed some responsibility nationwide and initiated some discussion with the national society.

The need for a volunteer management system has been recognized by PMI as was particularly evident during the tsunami operation which called upon the highest number of volunteers in PMI's history. Currently, the country office and several PNS are in discussions on assisting PMI in reviewing this system and in disseminating recently revised volunteer management guidelines. Meanwhile, the PMI plans to raise the discussion on simple implementation practices for the volunteer management cycle at the next PMI volunteers' gathering which will be held later this year.

In increasing coordination between PMI headquarters and chapters, the country office supports PMI in identifying priority chapters. Discussions have been held to identify necessary involvement from chapters in the strategic planning process and investigate methods of information collection.

During this reporting period, the country office worked closely with the PMI communication division to plan and implement several key communication programmes at national level. Since end of 2007, the country office and the International Committee of the Red Cross (ICRC) assisted PMI in the development of new communications guidelines. To facilitate this process, a two-day workshop was held, in which representatives from the chapters and branches as well as the Federation country office and ICRC participated. The significant issue raised during the formulation process was how to clearly identify communication activities during normal situations, and in the emergency and post-emergency phase. The PMI is currently in process of finalizing the guideline.

## Humanitarian Values

To improve PMI communications within the organization and externally to the media and general public, the Federation country office supports the PMI communication division in capacity building in public relations (PR) and relevant skills of communication staff at chapter level. In April 2008, the country office helped PMI in improving their public relations training module to which the Federation contributed particularly in writing skills. The country office and PMI national headquarters also assisted the PMI Riau chapter in conducting PR training for 25 communications staff from all Riau branches during the third week of April. Additionally, the International Federation provided financial support for two participants from the Bengkulu and West Sumatra chapters to attend the training as part of regional skill sharing.

The country office also supported PMI in the celebration of World Red Cross Red Crescent Day on 8 May 2008 through funding the promotion and arranging media exposure as well as the distribution of relief items. The event itself successfully took place in the form of community service in Petamburan, Central Jakarta.

With the support of the country office, the PMI communication division initiated discussion with the communication officer of PMI's central blood transfusion unit (Unit Transfusi Darah Pusat/UTDP) to develop a campaign strategy to increase voluntary non-remunerated blood donations in Indonesia. A preliminary workshop is planned for in July to discuss this issue.

## Constraints or Challenges

During the period under review, most of the activities planned are now at the preparatory and initial discussion stages due to limited funding. This has been the primary limitation in implementing planned activities. Additionally, the ongoing tsunami operations in country and the significant number of partner national societies continue to draw on the resources of PMI particularly in coordination and also in streamlining programme delivery and consolidation.

## Working in partnership

This initial coordination structure for the tsunami operations provided the basis for the establishment of a new and permanent coordination mechanism for all Movement members operating in Indonesia under the PMI cooperation agreement strategy (CAS). The new coordination mechanism will further facilitate and strengthen the combined efforts of the Indonesian Red Cross in delivering humanitarian aid programmes throughout the Indonesian archipelago. Since the CAS was finalized at the beginning of 2007, five national societies have signed the CAS document for Indonesia in addition to the ICRC and the Federation. These five national societies, namely American Red Cross, Belgian Red Cross-Fr (Francophone), Danish Red Cross, German Red Cross and Hong Kong branch of the Red Cross Society of China, have therefore formally indicated plans to continue their work in country beyond the tsunami operation.

In January 2008, the Belgian Red Cross-Fr initiated a three-year partnership with PMI in a disaster management capacity building programme in two districts of Aceh. The project is implemented in the districts of Aceh Selatan and Aceh Tengah. The Belgian Red Cross-Fr targets 91 communities using the PMI-approved community-based disaster management strategy. During this reporting period, preliminary work has taken place with the PMI national headquarters, the PMI chapter of Nanggroe Aceh Darussalam (NAD/Aceh) and the two branches. Using a participatory approach, PMI has developed the work plan and plan of action for the coming three years.

The Danish Red Cross continues its support to PMI's long-term development programme which started in 2003. The community-based disaster preparedness programme (CBDP) funded by Danish Red Cross and Danish International Development Agency (DANIDA) is being implemented in West Sumatera, Lampung,

as well as South, West and North Sulawesi, and is nearing completion. The PMI with the support of Danish Red Cross is currently developing a plan for the next five years, focusing on potential chapters in Sulawesi. The third phase of the integrated community-based risk reduction (ICBRR) programme funded by the Disaster Preparedness European Commission - Humanitarian Aid Office (DIPECHO) will start in August and will continue for 15 months in West Java and West Sulawesi.

PMI's capacity building in disaster management is also a concern of the German Red Cross. Their disaster management programme supports PMI in North Sumatera, Jakarta and Central Java. Additionally, the German national society supports the general organizational development of PMI, such as volunteer management and support to staff.

The new coordination structure seeks to ensure the suitability and timely execution of long-term development programmes for PMI, while enabling the national society to prioritize its efforts and those of the Movement to address areas with greatest need and allow for the standardization of activities. In PMI's head-of-chapter meeting conducted in May 2008, the International Federation was represented and took the opportunity to present the new structure and the new way of working of the Federation country office in Indonesia.

The regional approach of the country office structure also seeks to engage with partners across Indonesia to ensure efficient and effective delivery of programmes and resources. As partners are identified, formal and informal mechanisms are being established to coordinate resources, and define roles and responsibilities.

Currently two of the three planned regional programme coordinator positions have been filled, namely one for Sumatra (excluding tsunami-affected areas), Kalimantan and Sulawesi, and one for Java and the east part of Indonesia (including Moluccas, Bali, East and West Nusa Tenggara and Papua). The latter incumbent is currently focusing on the coordination of the Yogyakarta operation; however, after the operation in Yogyakarta is downsized and its programme management handed over to the Danish Red Cross, the regional programme coordinator will gradually take on a wider responsibility.

During the period under review, the regional programme coordinator for Sumatra, Kalimantan and Sulawesi conducted preliminary visits to the chapters within his working jurisdiction. The purpose of the visits was to socialize the Federation's new regional approach in line with PMI's plans; collect basic data on each chapter, and analyze stakeholders within the area. The coordinator is always accompanied with a PMI staff in the visits and the results are shared with the relevant divisions at the PMI national headquarters. Additionally, the coordinator ensures information sharing between stakeholders with presence or plans to provide assistance in the area.

## Contributing to longer-term impact

The PMI has drafted a concept paper to develop a monitoring and evaluation team for programmes, as outlined in the appeal. The country office's role is in supporting the development and implementation of this team. However, again due to limited funding and constraints in human resources, this effort has not yet progressed. Separately, realizing the importance of financial control mechanisms, the PMI has set up an internal audit unit.

To contribute to better organizational learning and development of the new five year strategic plan (2009-2014), the country office is supporting PMI in reviewing lessons learned within the last five-year period.

## Looking ahead

The main priority of working with PMI is to ensure that PMI will be able to return its focus to its nationwide programmes. Stronger emphasis of the International Federation's assistance to PMI will be placed on securing funding for PMI to deliver its annual plan and provide assistance to build its capacity and develop monitoring plans, reviews and evaluations of PMI programmes at all levels, particularly at the national headquarters.

## How we work

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

### Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

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[<Return to title page>](#)