

# Appeal

*The International Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 185 countries.*

Appeal number MAA00018

30 October 2006

## Avian influenza (AI) preparedness, mitigation, and response

Funding of CHF 753,398 (EUR 476,834 or USD 602,718) was allocated to the Indonesian Red Cross (Palang Merah Indonesia, or PMI) to implement the activities described below for a period of ten months.

### In brief

#### Appeal history:

- Appeal launched on 20 April 2006 for CHF 17.4m (USD 13.4m or EUR 11m) for up to the end of 2007
- Appeal coverage for 2006-2007: 12 %;

Outstanding needs: CHF 15.3 million (USD 12.2m or EUR 9.7m).

[<click here to go directly to the Contributions List on the website>](#)

[<click here for the full Avian Influenza Preparedness, Mitigation, and Response Global Appeal>](#)

**Summary for this funding proposal:** This funding will enable the Indonesian Red Cross Society (Palang Merah Indonesia, or PMI) to continue to contribute to overall national efforts to prevent and contain ongoing avian influenza outbreaks in the country. The PMI has been actively engaged in avian influenza awareness activities since the late 2005 and has established a separate national programme. In the first phase of this programme (till October 2006), the national society has carried out public awareness and community mobilization activities in eleven provinces nationwide with funding from the Federation. Learning from these early experiences, the PMI plans to continue and expand these activities in phase 2 (November 2006 - August 2007) in a total of ten provinces (previously part of phase 1). In parallel to public education activities, the programme will continue to focus on strengthening the preparedness/response capacity of the PMI at the national and provincial chapter levels. The national society plan of action supported by the Federation Global Avian Influenza Appeal focuses on five of these ten provinces, which is estimated to raise public awareness of some four million people and directly benefit 5,000 volunteers. Through bilateral support from the American Red Cross, the PMI works in the remaining five provinces to target 2.5 million people and 2,500 volunteers.

*For further information concerning Federation programmes or operations in Indonesia, or for national society profiles, please visit the Indonesia 2006-2007 Tsunami appeal and update on the Federation's website at <http://www.ifrc.org>*

[<click here for contact details>](#)



International Federation  
of Red Cross and Red Crescent Societies

## Background

The International Federation of Red Cross and Red Crescent Societies (Federation) has already started responding to avian influenza (AI) or bird flu, based on an approach that AI and pandemic human influenza are two distinct, but closely related issues. Given the potential magnitude and unprecedented nature of the threat posed by avian influenza and its possible conversion into pandemic influenza (PI) with disastrous consequences, the Federation is committed to using its comparative global advantages to support increased efforts by its member national societies to develop and implement successful measures. It is anticipated that these initiative would then lead to viable risk reduction and relevant national and global response capacity to AI and pandemic influenza. Current ongoing and planned efforts need to be reinforced or scaled up, and given its unique position, the Federation launched this global appeal seeking CHF 17.4 million (USD 13.4 million or EUR 11 million) to provide vital support to national societies for an initial period of 12 months ([click here](#) to view the appeal directly). The AI Appeal is broadly designed to focus on capacity building, scaling-up of capacity and management, contingency planning for concomitant disasters, communications and service continuity planning. This appeal was also developed on the basis of two separate strategies: **negotiated partnerships** and **programme proposals**. Negotiated partnerships seek funds to support work in connection with avian influenza, while the programme proposal strategy is based on demand-driven activities, with support allocated to selected national societies to support requests or proposals for avian influenza programmes for prevention and scaling-up of activities.

## The Situation in Indonesia

### Situational analysis

To date, Indonesia is one of the countries most affected by avian flu outbreaks. Avian flu was first diagnosed in poultry in Indonesia in 2003. The H5N1 virus is endemic in poultry in 30 provinces (out of a total of 33 provinces) and 207 districts covering all the major islands of Indonesia. It has also been identified in pigs on farms in some areas.

The ministry of health in Indonesia has confirmed the country's 69th case of human H5N1 virus infection on 3 October 2006. Of the 69 cases confirmed in Indonesia to date, 52 have been fatal. Cases are not only increasing in the Jabodetabek (greater Jakarta) area, but are now reaching out and expanding into the areas of central Java, East Kalimantan and Lampung. Indonesia's fatality rate from avian influenza (approximately 75 per cent) is much higher than the rest of the world's 51.7 per cent.

Around 30 million Indonesian backyard village households raise about 200 million chickens, providing fertile ground for avian influenza to be spread from birds to humans. Awareness of people about avian influenza is low, especially among those from lower socioeconomic backgrounds that live in rural areas (this group is most likely to keep, farm or sell poultry). Many of these people live in over-crowded houses, in close quarters with their backyard farm poultry and have poor hygiene habits. Another risk factor is different cultural practices that put people at high risk of contracting the virus from infected birds.

Indonesia has a large poultry industry. Production is mainly aimed at the national market, although some exports of processed products and one-day-old chicks exist and may be of regional importance. The poultry population in Indonesia comprises 919.7 million broilers, 87.3 million indigenous poultry, 85.1 million layers and 48.1 million ducks. Seventy per cent of total poultry production is carried out in Java. ([www.fao.org](http://www.fao.org); EMPRES transboundary animal Diseases Bulletin No. 25; 2004).

Avian flu has drawn the world's attention due to the potential breakout of a global influenza pandemic. Similar pandemic of Spanish flu (H1N1 virus) in 1918 caused approximately 20 – 40 million deaths globally within a short time period. It took only three weeks for 60 per cent of the United States to be infected by the virus. There is a fear that the pandemic could initially start somewhere in Indonesia.

### **Government and other agency action**

The threat of a global influenza pandemic has been widely circulated via media channels. Governments are being urged by world health and political leaders to formulate interventions that will be effective at community level.

Stamping out the virus is a huge task in Indonesia, an archipelago of about 17,000 islands and 220 million people. The country's total poultry population in 2004 was 1.3 billion birds. Thirty million village households in Indonesia keep around 200 million chickens, excluding wild birds. Agriculture officials estimate that Jakarta alone has some 500,000 fowl. The government has been resisting the urge for massive culling, and instead practices selective culling and vaccination in a three kilometre radius from the epidemic point.

At the end of 2005, the Indonesian president instructed the coordinating minister for people's welfare to bring together the work of the ministries of health and agriculture. As a result, the "Avian flu response desk" was set up, followed by the issuance of a presidential regulation on establishing a national committee on avian influenza control and influenza pandemic preparedness. This ministerial-level, inter-agency group has been effective in preparing an integrated national plan for avian flu prevention and response. To date, the government has not yet formulated a clear national policy for reporting sick birds, mass culling of birds and safe disposal (burning) of carcasses.

In Indonesia, the average poultry vaccination rate is 50 per cent with significant regional differences, from 80 per cent in Bali to 30 per cent in Yogyakarta. In an effort to contain outbreaks, 16 million birds have been destroyed. There have been some attempts by the Ministry of Agriculture to spray farms, but the action has been reactionary to the discovery of dead birds rather than a nationally coordinated preventative effort. It is possible that the outer islands of Indonesia may not have seen any action at all.

Indonesia plans to spend about 500 billion rupiah (USD 54 million) fighting the disease in 2006, including public awareness campaigns and acquiring drugs. It has received USD 140 million in overseas pledges. A sweeping door-to-door campaign to try and control the disease in Jakarta was underway at the end of February 2006. The government also aims to raise the number of designated avian influenza hospitals to 100 from 44 by the end of this year and plans to secure stocks of the Tamiflu drug. The ministry of agriculture has targeted some smaller keepers of birds with the offer of vaccination, but is unable to act across all islands and in most smaller communities due to inadequate resources.

A number of international non-governmental organizations such as Care International are actively involved in national efforts to raise public awareness about avian influenza. However, these efforts are far from reaching the required mass scale to make a significant difference nationwide.

### **Indonesia Red Cross Society action**

The Indonesian Red Cross Society (Palang Merah Indonesia or PMI) is a well-known humanitarian organization in Indonesia, much respected for its neutrality and independence. It has promptly acted on the above situation. As an auxiliary to Indonesian government health structures, the PMI has adopted a proactive strategy to prepare for a pandemic within its own organization and the community. The chairman of the PMI is also one of the members of the national committee on avian influenza. In addition, the PMI head of health and social service division has been representing PMI in the national working group on avian influenza as a strategy to monitor assistance required as well as gather and disseminate information on latest developments in national efforts.

The PMI has been actively engaged in avian influenza awareness activities since the late 2005 and has established a separate national programme. In the first phase of this programme (till October 2006), with funding from the International Federation, the national society has carried out avian influenza public awareness and community mobilization activities in eleven provinces nation-wide (Jakarta, Banten, West Java, Central Java, East Java, Yogyakarta, Bali, Lampung, North Sumatera, Jambi, East Kalimantan and

South Sulawesi). As a part of these efforts, the Red Cross volunteers have distributed 0.4 million public information & education materials reaching millions of people with simple prevention messages.

The PMI headquarters has also conducted a pilot project on biosecurity in 3 backyard farms in Sukabakti village, Curug Subdistrict, Tangerang sub-district, Banten province. This project was an example of PMI innovative approaches in building new partnerships such as with the private sector. The project received technical and funding support from the PT Dupont, major disinfectant supplier globally. Hundred PMI volunteers from Jakarta Branches, 45 volunteers from West Java and 10 volunteers from Tangerang District Branch have been trained on biosecurity. PMI has got recommendation from Ministry of Agriculture to work in 12 provinces, with 150 targeted pilot villages & population within 3 years, with 18 Branches in the first year.

Accordingly, PMI continues to maintain the solid integrity it has already achieved, with its pledge of assistance to the Indonesian Government to help to try to prevent the spread of Avian flu. PMI has been at the forefront of regional actions on avian influenza. In December 2005, it hosted a regional Red Cross Red Crescent meeting on avian influenza, attended by ten national societies in Southeast and East Asia. Following the "AI Task Force" guidelines issued by PMI NHQ, PMI Chapters and Branches will establish AI Task Forces at each level. Recently, the National Society has developed a three-year plan on avian influenza.

Learning from these early experiences, the PMI plans to continue and expand these activities in a total of ten provinces (previously targeted in the phase 1) in a phase 2 of the project (November 2006 - August 2007). In parallel to public education activities, the programme will continue to focus on strengthening the preparedness/response capacity of the PMI at the national and provincial chapter levels. Through the Federation Global Avian Influenza Appeal, the national society will work in five of those ten provinces (West Java, Central Java, DI Yogyakarta, East Java and Bali). The remaining five provinces (Nanggroe Aceh Darussalam, North Sumatera, Lampung, Banten and DKI Jakarta) will be covered through bilateral funding from the American Red Cross.

## The Needs and Rationale for PMI Involvement

The PMI is seen as an important player in the national response against avian influenza outbreaks and pandemic preparedness. In the prevention and control phase, the PMI will focus its activities in the areas where the Red Cross has a comparative advantage as opposed to the government authorities (ministry of health and ministry of agriculture). The national society has identified the following areas for its involvement through a needs assessment:

1. **Low public awareness** and misconceptions about avian influenza and safe backyard farming practices, **lack of basic hygiene practices** among people to minimize their risks of avian influenza infection in endemic areas: There is a need for health education targeting primary school children, housewives, backyard poultry owners, chicken sellers, community leaders and the wider community. This will be conducted through door-to-door visits as well as interactive health education session via existing communal activities within the community (local woman organizations, village health cadres, poultry seller/distributor associations and farmer associations). The PMI, as an organization with highly dedicated and community based volunteers as the backbone of the organization, is in the best position to extend assistance to these groups.
2. **Preparedness** for response in influenza pandemic: The PMI, as auxiliary to the government and as one of the leading disaster/emergency response organization in the country, has a special mandate to compliment government containment efforts and respond to the pandemic situation. There is therefore a need for PMI to conduct pandemic preparedness. In consultation with the national government, the PMI

has become a member of Indonesia's national committee for avian influenza control and pandemic influenza preparedness and has been appointed the following role in a pandemic situation:

- Evacuate infected people with the ambulance service
- manage of dead bodies
- provide food and water for isolated populations
- provide psychological support to sufferers, survivors and their families
- tracing of family members and survivors
- mobilize water and sanitation emergency response unit

These PMI roles are also stated specifically in the national pandemic preparedness plan. It has been agreed that the PMI will deploy its volunteers under the command of the government/district task force.

## The proposed operation

**Project timeframe:** November 2006 to August 2007 (ten months).

**Target locations:** The project intends to cover 50 districts of five provinces in Java and Bali (see map in annex).

The target provinces are in Java and Bali. The sites were selected based on the following criteria:

- High poultry density (60 per cent of the country's poultry is concentrated in these areas).
- Population density (50 per cent of Indonesia's population lives in these provinces).
- Avian influenza is endemic in poultry in these areas.
- Areas where human cases of avian influenza have occurred, especially areas where family cluster cases have occurred.

Additional to the above criteria, the districts were chosen based on the capacity of PMI branches to implement projects and mobilize volunteers.

**Target groups:** The project will directly and indirectly benefit the following groups:

- Small farmers who own poultry.
- Vulnerable households (through door-to-door visits).
- Other at-risk populations as identified by local PMI chapters and branches.
- School children.
- General public members (through public dissemination at traditional markets and bus stations as well as talk shows).
- Red Cross youth leaders and volunteers, Red Cross leadership, technical and managerial staff.

**Overall goal:** PMI is Indonesia's leading humanitarian organization, able to provide support and assistance to vulnerable communities to prevent an influenza pandemic and reduce the impact of avian influenza.

**Project objective:** The exposure risk of communities in five provinces to avian influenza infection is reduced through general public awareness and health education about avian influenza.

**Expected Result 1:** Communities at risk in five selected provinces have increased their awareness on avian influenza risks and have demonstrated improved hygiene practices.

### Key Activities:

Achievements will be made through a range of community awareness activities at different levels, targeting the general public and people at risk (small farmers who own poultry, vulnerable households and other high

risk populations as identified by local PMI chapters and branches). The project will also involve youth in schools by involving Red Cross youth leaders and members.

Red Cross branches will organize community health education on avian influenza, including talk shows or interactive dialogues on avian influenza awareness and distribute IEC materials to the people in crowded areas with poor hygiene & sanitation. Red Cross volunteers will also share with the poultry owners basic information on how to maintain safe poultry farming practices in their backyard farms.

The project will produce and distribute pamphlets containing messages tailored to different target groups:

- for the general community: messages about what is avian influenza, the cause, the transmission, signs and symptoms and what to do (referral system), how to prevent avian influenza; and
- for poultry farmers: signs and symptoms of avian influenza in birds and what to do. Some branches will have an opportunity to adapt and print these pamphlets in their own local dialects and languages.

**Expected Result 2:** The PMI national headquarters, chapters and branches have improved their capacity to provide humanitarian relief services in a potential human influenza pandemic situation.

### Key Activities

In collaboration with ministry of health and ministry of agriculture, the project will conduct a series of training workshops for representative from the selected chapters and branches. The training will include information update on avian influenza, PMI operational guidelines, training on public education, concepts of bio-security and discussion of local pandemic preparedness plans.

As the next step, each chapter will provide similar training workshops for volunteers from its respective branches (30-50 volunteers per chapter).

The chapters will advocate internally to the board members PMI's role and responsibility upon encountering an influenza pandemic, and work towards commitment to develop AI intervention programmes as one of PMI's programme priority. The chapters will also advocate to local authorities for their inclusion in avian influenza coordination teams under the coordination of local health agencies.

The project will purchase personal protective equipments, face masks and goggles for the volunteers. A supply of face masks will be procured as stock piling for the most critical volunteers.

## Coordination and Management

### Implementation Plan

The PMI's health department will have overall responsibility in implementing this project and will provide administrative and technical support to the provincial Red Cross chapters for project activities. The project will establish avian influenza task forces in chapters and implementing branches in Java, Lampung, Aceh and North Sumatera.

### Coordination

The project will coordinate its activities with other key stakeholder in the country through the following mechanisms:

- The PMI is a member of national committee on avian influenza control and influenza pandemic preparedness (national coordination mechanism on avian influenza) and national disaster coordination committee. The Red Cross chapters are also members of these coordination mechanisms at provincial level and the Red Cross branches are also members at district level.
- The PMI and the Federation's country delegation are also regular members of national coordination/information sharing groups of international organizations and UN agencies in Jakarta.

- The PMI and the Federation's country delegation has well-established mechanisms to coordinate its activities with partner Red Cross Red Crescent national societies working in Indonesia.

### **Monitoring and Evaluation**

The PMI will be responsible over ensuring adequate monitoring of the project activities, through for instance, reporting against objectives and field visits. The PMI will conduct regular follow up and field visits at different levels (by national headquarters' project staff to the provincial Red Cross chapters; by provincial Red Cross staff to Red Cross branches and by Red Cross branch members to the communities and Red Cross volunteer teams).

The PMI and Federation's country delegation will jointly review implementation progress on a regular basis and address challenges as they arise.

Following the project implementation period, the PMI, with the support from the Federation's country delegation, will conduct an evaluation of the project activities to determine the lessons learnt and best practices, which may be replicated in other communities, and also assess whether the interventions were effective and had the desired impact. These findings will be consolidated in a short report for public dissemination and shared in national workshops with decision makers, civil society groups, and the international community. These findings will also be used to outline PMI plans for the next phase of its avian influenza program.

The Federation regional delegation Bangkok will provide technical consultancy and support to the PMI project team and Federation's country delegation in monitoring of project activities as required.

### **Sustainability**

This project will contribute to achieving some important objectives of PMI's current three-year plan and enable the national society to achieve a good level of sustainable changes in the following project areas:

- The program activities are in line with the national strategy on avian influenza control and preparedness, and their planning has been closely coordinated with the local authorities and the government's relevant technical agencies. It is expected that at the completion of this project, the local authorities in the selected ten provinces will seek to integrate avian influenza prevention messages and community-based preparedness activities in their routine community outreach programmes.
- One of the key elements of this programme is to motivate and enable the communities themselves to take charge of the current avian influenza situation in their locations. The PMI envisions that at the end of this project, the communities which benefited from the project will be able to sustain the changes in their farming and personal practices beyond the project span. The PMI's volunteers trained under this project in ten provinces are themselves a part of these communities, and will therefore play a critical role in achieving this, as they can keep motivating and supporting the people in this process.
- Avian influenza a complex and cross-cutting issue. The project activities provide an opportunity for the PMI to improve its level of coordination and integration across health, disaster management, organizational development, communication and other programme areas. It is expected that at the end of the project, the other programme areas will be able to integrate most of key avian influenza prevention and preparedness elements in their routine activities.

The PMI leadership is highly committed towards making a significant contribution to the national avian influenza control and preparedness strategy and provides a high level of support to this programme.

### **National Society Profile**

The Indonesian Red Cross (PMI) structure covers all administrative regions of the country, and consists of 30 chapters and 365 branches with more than 850,000 members and volunteers. The society employs a total of 2,815 staff (76 staff at headquarters level). The annual budget of PMI is around USD 13 million, including hospitals and blood services. In the past, PMI has provided assistance to people affected by disasters and the victims of social unrest. It also received substantial international support for its disaster operations, the latest being the Tsunami of 2004. In health, it carries out primary health care and community welfare activities, with an emphasis on HIV/AIDS education, water and sanitation, blood services and youth training.

## How we work

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

### The Federation's Global Agenda

The International Federation's activities are aligned with under a 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.

## Contact information

### For further information specifically related to this operation please contact:

- Indonesian Red Cross: Lita Sarana (head of health and social care department), email: [healthcare@pmi.or.id](mailto:healthcare@pmi.or.id); phone: +62.21.7992.325 (ext 204/224), fax: +62.21.7995.188
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