



# EARLY ACTION PROTOCOL ANNUAL REPORT

INDONESIA | Floods

31 March 2026

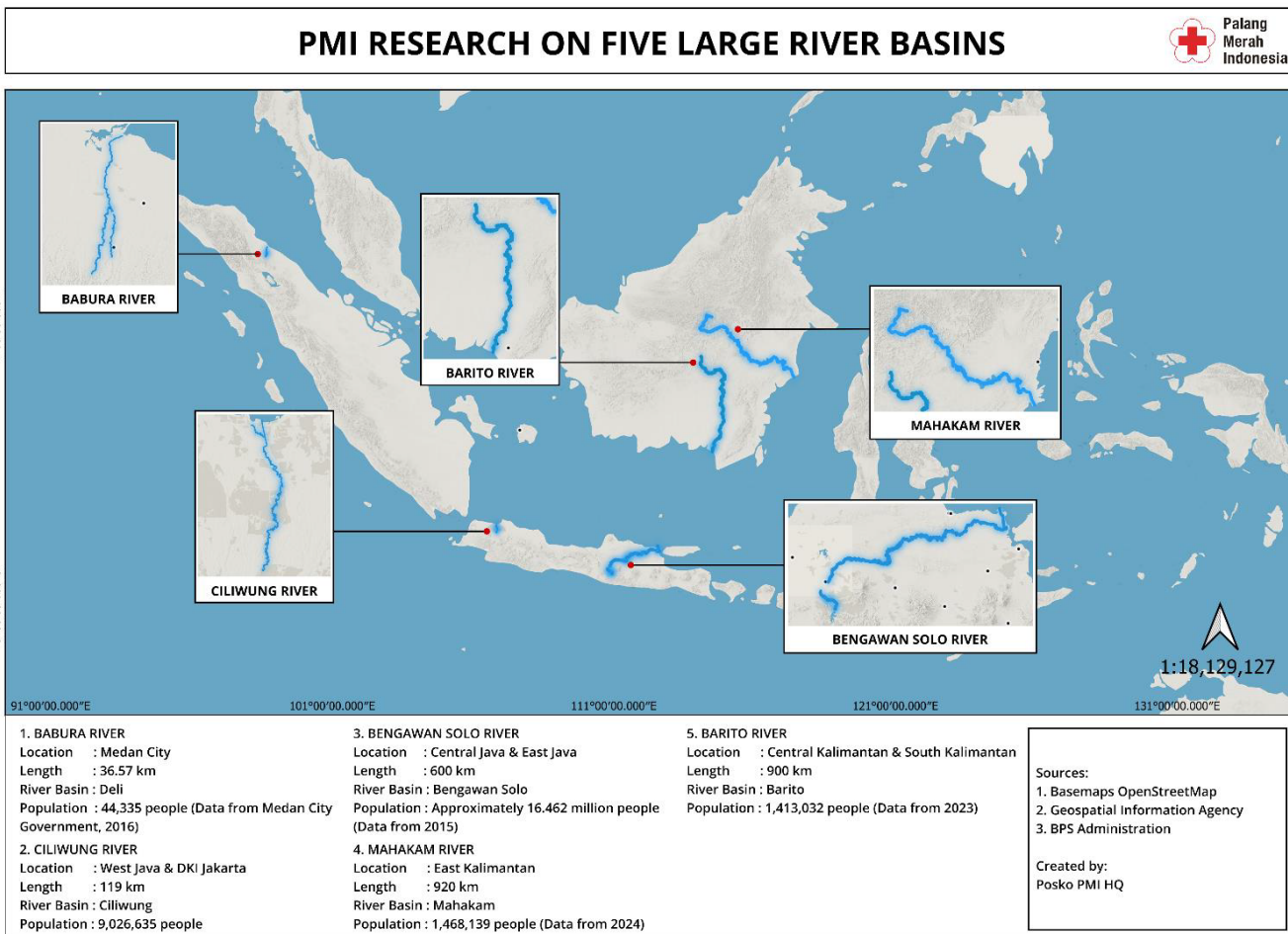


PMI teams responding to Senyar Cyclone which affected three provinces in Sumatra during 2025. (Photo: PMI)

<p>EAP No: <b>EAP2024ID01</b></p>	<p>Operation No: <b>MDRID027</b></p>	<p>Period covered by this annual report: <b>17/02/2025 to 31/12/2025</b></p>
<p>EAP approved: <b>24/12/2024</b></p>	<p>EAP timeframe: <b>5 Years (17/02/2025 – 28/02/2030)</b>  <i>Y1: Feb 2025-Feb 2026</i>  <i>Y2: Feb 2026-Feb 2027</i>  <i>Y3: Feb 2027-Feb 2028</i>  <i>Y4: Feb 2028-Feb 2029</i>  <i>Y5: Feb 2029-Feb 2030</i></p>	

**Annual Budget: CHF 208,849**  
**EAP Budget: CHF 517,485**

# SUMMARY OF THE EARLY ACTION PROTOCOL



The IFRC Disaster Response Emergency Fund (DREF) has allocated CHF 517,485 for the Indonesian Red Cross (PMI/Palang Merah Indonesia) to support the implementation of anticipatory actions to reduce and mitigate the impact of floods in Indonesia. This Early Action Protocol (EAP) includes an allocation of CHF 237,943 dedicated to readiness, CHF 78,930 for stock prepositioning, and CHF 200,612 to implement early actions that can be activated in a timely manner once the defined trigger thresholds are reached. The early actions and operational arrangements were pre-agreed between the PMI and IFRC and are outlined in the approved EAP [Summary](#).

During the 2025 reporting period (Year 1), PMI focused on strengthening its operational readiness to ensure timely and effective activation of early actions. This included enhancing staff and volunteer capacities, establishing operational systems, strengthening community engagement approaches, and prepositioning critical supplies. These efforts contribute to ensuring that, once triggers are met, PMI can deliver rapid, targeted, and cost-efficient assistance before peak flood impacts, reducing risks to lives, livelihoods, and essential household assets.

## Operational Readiness Achievements (Year 1)

During the first year of implementation, PMI made significant progress in establishing the foundation for effective anticipatory action:


- Over 700 staff and volunteers are equipped through Anticipatory Action, Cash and Voucher Assistance (CVA), and Community Engagement and Accountability (CEA) capacity-building initiatives.
- Prepositioning of critical relief items, including 1,500 dignity kits and 10,000 water storage containers.
- Strengthened Cash readiness systems, including initial Multi-Purpose Cash Grant (MPCG) operational planning and training of Cash roster members.

- Development of Information, Education, and Communication (IEC) materials to support early warning dissemination and community preparedness.
- Strengthened coordination with forecast providers and government stakeholders, including ongoing engagement with Indonesia’s Meteorology, Climatology, and Geophysical Agency (BMKG)

These achievements collectively enhance PMI’s capacity to activate early actions within short lead times, ensuring timely support to at-risk communities. Nevertheless, several operational and contextual challenges were faced, including a major flood response in Sumatra triggered by Senyar Cyclone in November 2025, which temporarily diverted staff and volunteers. The event, although outside formal EAP activation, provided valuable insights into flood dynamics, logistical bottlenecks, and community needs, informing ongoing refinement of triggers and early actions.

Key lessons from Year 1 emphasize the importance of operational readiness, sustained capacity development, strong forecast coordination, and context-adapted logistics. Building on this, Year 2 priorities focus on finalizing cash-based early action systems, enhancing technical collaboration, expanding prepositioning, and further institutionalizing Anticipatory Action across PMI.

## SUMMARY OF ANNUAL PROGRESS BY PLANNED OPERATION

 <b>Multi-purpose Cash</b>	<b>CHF preposition budget:</b>	<b>CHF preposition actual:</b>
	-	-
	<b>CHF readiness budget:</b>	<b>CHF readiness actual:</b>
	CHF 20,625	0

### Narrative description of plan vs achievements

#### MPCG preparation meetings

PMI initiated Multi-Purpose Cash Grant (MPCG) readiness efforts to strengthen preparedness for Cash-based Anticipatory Action. In September 2025, PMI convened a preparation meeting to define operational arrangements for MPCG under the EAP framework, while ensuring alignment with existing CVA programmes. The meeting involved members of the PMI Cash Team roster and aimed to identify key operational arrangements required for potential MPCG activation during anticipatory action.

In early November 2025, PMI further engaged with the National CVA Working Group to discuss the broader implementation of CVA in Indonesia and to present PMI’s plan to integrate CVA into anticipatory action. This engagement also aimed to explore potential collaboration with relevant ministries and financial service providers (FSPs) to strengthen future MPCG implementation.

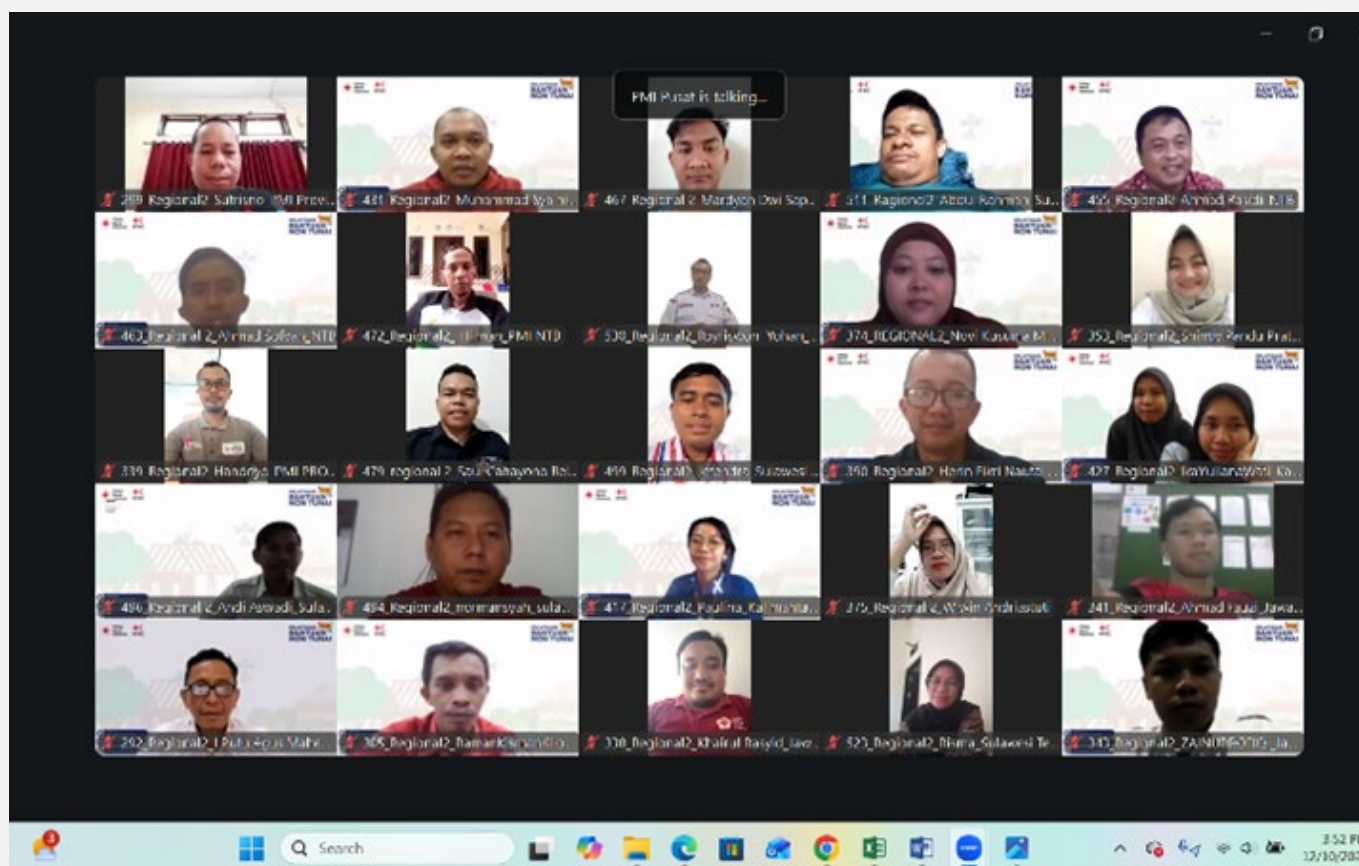
A follow-up meeting was initially planned for December 2025 to further elaborate operational arrangements and coordination mechanisms. However, follow-up meetings were temporarily stalled due to competing operational priorities, including PMI’s emergency response to large-scale flooding in Sumatra triggered by the Senyar Cyclone at the end of November 2025. As a result, several planned discussions could not be conducted as scheduled.

PMI plans to resume and continue these engagements in 2026, including further coordination with the National CVA Working Group, engagement with relevant ministries, and exploration of partnerships with additional Financial Service Providers (FSPs) to support the implementation of MPCG under the EAP framework.

## Capacity Building Sessions on Cash Readiness for Anticipatory Action

Between October and December 2025, PMI conducted a series of online capacity-building sessions on MPCG and Anticipatory Action. These activities were designed as preparatory steps prior to conducting in-person capacity-building workshops that will involve prioritized PMI branches across Indonesia. In total, 11 online sessions were conducted, including preparatory discussions and six regional training sessions (three sessions for each regional group). These sessions reached 260 participants (187 males and 73 females) from PMI Headquarters and branch offices across Indonesia, strengthening their understanding of CVA and MPCG implementation within the anticipatory action.

The training covered key topics including basic concepts and policies of CVA, integration of CVA within Anticipatory Action, programme design and delivery mechanisms, feasibility and risk analysis, post-distribution monitoring (PDM), mobile data collection, and cross-cutting components such as Community Engagement and Accountability (CEA) and Protection, Gender and Inclusion (PGI). Participants also engaged in practical exercises, including the development of CVA operational plans.



Online capacity-building sessions on MPCG and Anticipatory Action. (Photo: PMI)



**Health & Care**

**CHF preposition budget:**

CHF 4,400

**CHF preposition actual:**

0

**CHF readiness budget:**

CHF 14,300

**CHF readiness actual:**

0


**Narrative description of plan vs achievements**

### Procurement of first aid equipment

PMI initiated the procurement process for 670 First Aid Kit items as part of the readiness measures under the EAP framework. The procurement process is currently ongoing and is expected to be completed in the coming months.

The procurement process has been carried out in coordination with the IFRC procurement team to ensure compliance with procurement procedures and quality standards. The timeline of the procurement has been slightly adjusted due to administrative and operational considerations, and the completion of the procurement will continue in the next reporting period.

Upon completion, the items will be strategically prepositioned at PMI's main warehouse in Serang, Banten, to support rapid deployment during EAP activation.

 <b>Water, Sanitation and Hygiene</b>	<b>CHF preposition budget:</b>	<b>CHF preposition actual:</b>
	CHF 24,887	0
	<b>CHF readiness budget:</b>	<b>CHF readiness actual:</b>
	CHF 6,875	0


### Narrative description of plan vs achievements

#### Procurement of water storage containers

PMI procured 5,000 water storage containers (15 litres) and 5,000 water storage containers (10 litres) as part of the readiness phase. The procured items have been delivered and are currently stored at PMI's main warehouse in Serang, Banten, to ensure rapid mobilization if the EAP trigger is reached.

#### Procurement of water purifier sachets

The procurement of water purifier tablets is still ongoing, as the team is currently in the process of identifying and confirming suitable vendors that meet the required specifications and procurement standards. As a result, the procurement timeline for this item has been slightly adjusted and is expected to be completed in the next reporting period.


 <b>Protection, Gender and Inclusion</b>	<b>CHF preposition budget:</b>	<b>CHF preposition actual:</b>
	CHF 41,250	0
	<b>CHF readiness budget:</b>	<b>CHF readiness actual:</b>
	CHF 7,150	0

#### Procurement of dignity kits

PMI, with the support of IFRC, successfully procured 1,500 dignity kits as part of the readiness measures to support potential activation of early actions under the EAP framework. The procured items have been delivered and are currently stored at PMI's main regional warehouse in Serang, Banten, where they are strategically positioned to facilitate rapid mobilization should the early action trigger be reached.

Prior to the procurement process, PMI organized a series of internal coordination meetings involving members of the PMI Anticipatory Action Working Group to review and finalize the specification of the dignity kits. As part of this process, PMI developed a standardized dignity kit specification, as previously no standardized reference was in place. The specification was formulated by reviewing references from various sources and adapting them to the local context and operational needs. As an outcome of these coordination efforts, the composition of the dignity kits was designed to better address the needs of vulnerable groups, particularly women and girls, while also ensuring practicality for use in flood-affected contexts. The kits include essential hygiene and personal care items, menstrual hygiene materials, clothing items, and supporting items for personal comfort and dignity. Improvements were also made in terms of packaging and usability, including the use of waterproof bags and the inclusion of information materials to support proper usage during early action implementation.

The procurement process was carried out in close coordination with the IFRC procurement team, which provided technical support to ensure compliance with procurement procedures and quality standards. Through this process, PMI was able to secure the required items in a timely manner to strengthen its operational readiness for the implementation of early actions in the event that the forecast thresholds are met.

 <p><b>Risk Reduction, Climate Adaptation and Recovery</b></p>	<b>CHF preposition budget:</b>	<b>CHF preposition actual:</b>
	CHF 825	0
	<b>CHF readiness budget:</b>	<b>CHF readiness actual:</b>
	CHF 46,805	0

**Narrative description of plan vs achievements**

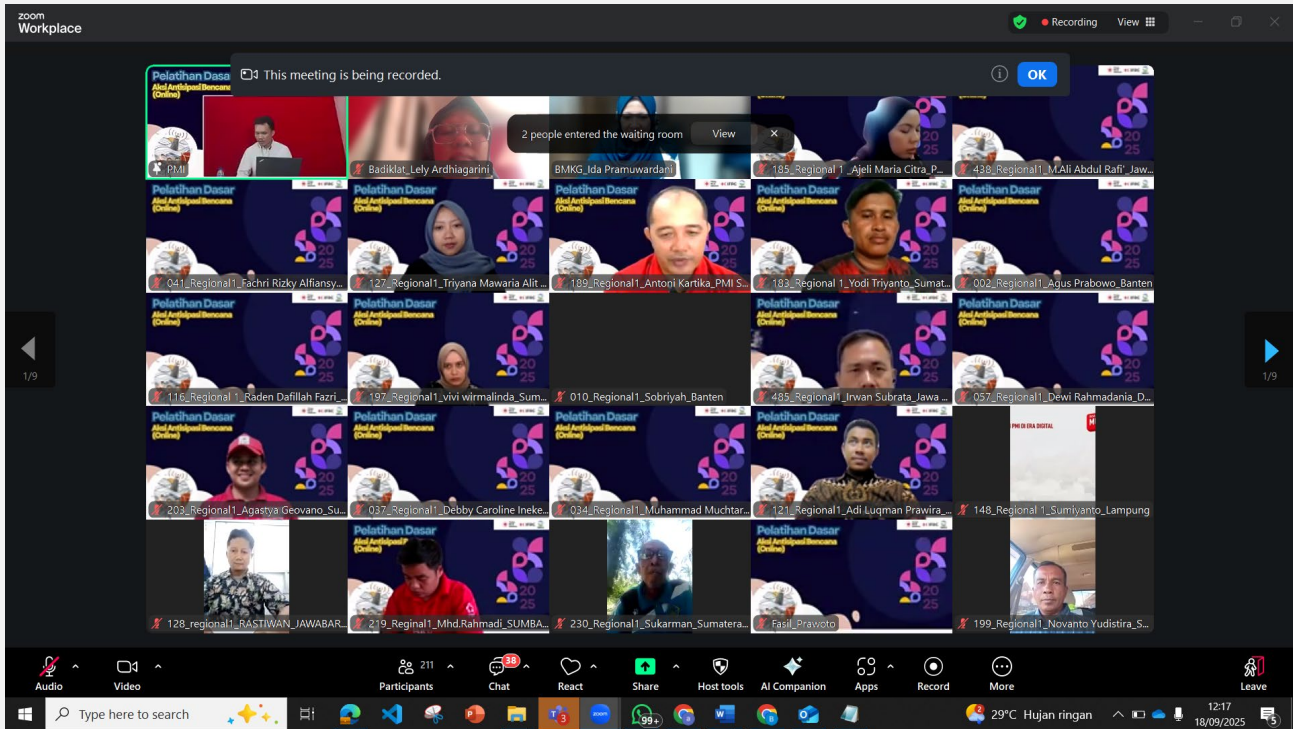
**Monitoring various platforms (including seasonal forecast)**

PMI continuously monitored forecasting platforms from BMKG, including seasonal forecasts, to track potential trigger conditions. However, access to detailed trigger data remains limited due to restricted availability of forecast information. Limited access to detailed forecast data may affect independent trigger monitoring. To mitigate this, PMI has renewed its MoU with BMKG in 2026 to ensure access to relevant early warning information, and further technical discussions are planned in April–May 2026 to strengthen trigger monitoring mechanisms.

**Socialization on Early Action Protocol**

As part of efforts to strengthen the capacity of the National Society in implementing the EAP, PMI conducted a national kick-off activity that not only served as a socialization of the EAP framework but also included a series of basic online training sessions on Anticipatory Action. A total of seven online sessions were organized, reaching 509 participants (318 males dan 191 females) from PMI National Headquarters and branches across Indonesia.

This approach was intentionally designed to ensure that key components of the National Society, particularly staff and volunteers involved in disaster preparedness and response, gain a basic understanding of the Anticipatory Action framework, the EAP trigger mechanism, and the operational roles expected during potential activation. Through this initiative, PMI aims to strengthen institutional readiness and promote a shared understanding of anticipatory action across its network, enabling more coordinated and effective implementation when early action is triggered.



National kick-off as a socialization of the EAP framework and online training on Anticipatory Action. (Photo: PMI)



### Community Engagement and Accountability

**CHF preposition budget:**

**CHF preposition actual:**

-

-

**CHF readiness budget:**

**CHF readiness actual:**

CHF 7,975

0

### Narrative description of plan vs achievements

#### Briefing and coaching on CEA related to early action activation to PMI staff and volunteers

PMI also strengthened CEA as a cross-cutting component of the Anticipatory Action readiness framework. From September to October 2025, PMI conducted an orientation and technical training on CEA for Anticipatory Action to strengthen the capacity of staff and volunteers in integrating community engagement approaches into early action implementation. The training was conducted online from 30 September to 2 October 2025 and involved 28 participants (21 males dan 7 females) from eight provinces. The activity aimed to enhance participants' understanding of CEA principles, feedback mechanisms, and community participation approaches to ensure that early actions are implemented in a transparent, accountable, and community-centered manner. Participants who completed the training are expected to support the implementation of CEA activities during early action activation and preparedness phases.

#### IEC material Development

To complement the capacity-building efforts, PMI also conducted a Workshop on the Development of Information, Education, and Communication (IEC) Materials for Early Warning Response (AMPD/Aksi Merespon Aksi Dini) in November 2025. The workshop involved 22 participants (17 males dan 5 females) and focused on strengthening participants' knowledge of early warning concepts and improving their capacity to design effective communication materials to support community awareness and preparedness.



*Development of Information, Education, and Communication (IEC) Materials for Early Warning Response. (Photo: PMI)*

Through this activity, participants developed prototype IEC products such as posters, leaflets, and other visual materials containing key messages related to early warning response and community preparedness. These materials are intended to support public awareness and risk communication efforts in areas prioritized under the EAP framework.

Together, these activities contribute to strengthening PMI's institutional capacity to ensure that anticipatory actions are implemented in a participatory and accountable manner, while also improving communication with at-risk communities and supporting the dissemination of early warning information and preparedness messages. These efforts enhance PMI's ability to ensure that early actions are community-centred, transparent, and responsive to local needs.

## Enabling approaches



### Coordination and Partnerships

**CHF preposition budget:**

CHF 2,750

**CHF preposition actual:**

0

**CHF readiness budget:**

CHF 2,365

**CHF readiness actual:**


0

### Narrative description of plan vs achievements

#### PMI National Working Group Coordination Meeting

PMI conducted at least three National Working Group coordination meetings during Year 1, strengthening internal coordination for EAP implementation. These meetings also served as a platform to socialize the PMI EAP with relevant stakeholders, including government counterparts, and to contribute to the development of a draft National Anticipatory Action strategy. This engagement is essential to ensure that anticipatory action

is supported at the national level and implemented in coordination with government systems, rather than solely by PMI.

 <p><b>Secretariat Services</b></p>	<b>CHF preposition budget:</b>	<b>CHF preposition actual:</b>
	-	-
	<b>CHF readiness budget:</b>	<b>CHF readiness actual:</b>
	CHF 9,669	0

#### Narrative description of plan vs achievements

##### Regular coordination meetings with Stakeholders

IFRC provided continuous technical and coordination support, including engagement with external stakeholders such as BMKG.

 <p><b>National Society Strengthening</b></p>	<b>CHF preposition budget:</b>	<b>CHF preposition actual:</b>
	-	-
	<b>CHF readiness budget:</b>	<b>CHF readiness actual:</b>
	CHF 15,895	0

#### Narrative description of plan vs achievements

##### Monitoring of system information platform

Throughout Readiness Year 1, PMI has continuously monitored BMKG forecasting platforms, including seasonal forecasts, to obtain information on relevant triggers and thresholds. However, the specific triggers referenced in the EAP source information have not been made publicly available by BMKG.

Efforts to access raw forecast data from BMKG have been made on several occasions, including exploring potential contributions toward the purchase of government data and the extension of the existing Memorandum of Understanding (MoU) and Cooperation Agreement if deemed necessary. However, coordination with BMKG has become more complex due to recent government regulations and institutional structures.

## CHALLENGES, LESSONS LEARNED, PROPOSED ADJUSTMENTS

During Year 1 of implementation, several operational and contextual challenges influenced the timeline and sequencing of planned EAP readiness activities. While substantial progress was achieved, the dynamic disaster context in Indonesia required continuous prioritization and adjustment of resources.

## **Challenges**

A major flood response operation in Sumatra, triggered by Senyar Cyclone in November 2025, required large-scale mobilization of PMI's human resources, logistics, and operational capacity across three provinces. In line with organizational priorities, a significant portion of staff and volunteers were redirected to emergency response efforts. As a result, several EAP readiness activities were temporarily paused and subsequently resumed once the response phase stabilized in early 2026.

Although the EAP was not formally activated during this event, the response operation provided valuable operational insights into flood dynamics, response timelines, logistics bottlenecks, and priority community needs. These insights are instrumental in informing the ongoing refinement of EAP operational planning, including the relevance of triggers, feasibility of early actions, and logistical arrangements for timely activation.

In addition to operational prioritization, several systemic challenges were identified. Limited access to detailed forecast data from national providers constrained PMI's ability to independently monitor trigger thresholds and fully operationalize forecast-based decision-making. Furthermore, as Anticipatory Action is a relatively new approach within the National Society, varying levels of understanding and familiarity were observed across branches and volunteer networks, requiring sustained capacity-building efforts. Indonesia's vast and archipelagic geography also presents logistical challenges, particularly in ensuring rapid mobilization of assistance to remote and high-risk flood-prone areas.

To address these challenges, PMI has undertaken several strategic actions. The MoU with BMKG will be renewed in February 2026 to strengthen institutional collaboration and improve access to forecast information. After that, follow-up technical discussions are planned to further enhance data-sharing mechanisms and validate trigger thresholds. At the same time, PMI is scaling up capacity-building initiatives across branches to ensure a more consistent and institutionalized understanding of Anticipatory Action. Logistics strategies are also being strengthened, including the exploration of additional prepositioning capacity in Kalimantan to improve coverage of high-risk river basins.

## **Key Lesson Learned**

Implementation during Year 1 highlights several important lessons. First, operational readiness, including trained personnel, prepositioned supplies, and clear procedures is as critical as the technical design of triggers in ensuring timely and effective anticipatory action. Second, Anticipatory Action requires sustained and continuous capacity building to be fully institutionalized across all levels of the National Society. Third, strong and formalized coordination with forecast providers is essential to ensure reliable and timely trigger activation. Finally, logistics planning must be adapted to Indonesia's archipelagic context to ensure operational feasibility and rapid response in geographically dispersed areas.

## **Forward – Looking Priorities (Year 2)**

Building on the progress and lessons from Year 1, PMI will prioritize several key actions moving forward. These include finalizing MPCG operational systems to enable cash-based early action, strengthening technical collaboration with BMKG to improve trigger validation, and expanding logistics prepositioning to high-risk areas, particularly in Kalimantan. In parallel, PMI will continue to scale up capacity-building efforts across branches and volunteers to further embed Anticipatory Action within its operational systems.

## **Adjustment**

At this stage, no major changes to the EAP framework are proposed. However, continued refinement of operational arrangements and strengthened coordination with key stakeholders will be essential to ensure effective and timely activation of early actions in the future.

# FINANCIAL REPORT

Item	Amount (CHF)	%
Total Approved Budget (5 Years)	517,485	100%
Budget Allocated – Year 2025	208,849	40%
Expenditure – Year 2025	0	0%
Cumulative Expenditure to Date	0	0%
Remaining Balance (Overall EAP)	308,636 <sup>1</sup>	100%

IFRC transferred CHF 154,303 to PMI to support repositioning and readiness activities in 2025. As of the reporting period, the funds are undergoing a financial spot-check process by IFRC. Accordingly, the attached financial report reflects only the transferred amount. Figures will be further reconciled and accurately reflected in the next reporting cycle.

Investment in readiness and repositioning under the EAP represents a cost-efficient approach to disaster response. By enabling early action before flood impacts escalate, PMI aims to reduce humanitarian needs, minimize losses, and avoid higher response costs associated with late emergency interventions.

## Contact information

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

### In the Indonesian Red Cross Society

- **Secretary General:** AM Fachir; email: [am\\_fachir@pmi.or.id](mailto:am_fachir@pmi.or.id)
- **Operational coordination:** Arifin M. Hadi, Head of PMI National Headquarter Office; email: [arifin\\_mhadi@pmi.or.id](mailto:arifin_mhadi@pmi.or.id)

### In the Country Cluster Delegation for Indonesia, Brunei, Malaysia, Singapore and Timor-Leste

- **Head of Delegation:** Kathryn Clarkson; email: [kathryn.clarkson@ifrc.org](mailto:kathryn.clarkson@ifrc.org)
- **Project Manager:** Tetty Rajagukguk, Disaster Risk Management Specialist, email: [tetty.rajagukguk@ifrc.org](mailto:tetty.rajagukguk@ifrc.org)

### In the IFRC Asia Pacific Regional Office, Kuala Lumpur

- **DREF Coordinator:** Sarah Mohammad Iqbal; email: [sarah.iqbal@ifrc.org](mailto:sarah.iqbal@ifrc.org)
- **Regional Coordinator, Anticipatory Actions:** Raymond Etienne Zingg; email: [Raymond.zingg@ifrc.org](mailto:Raymond.zingg@ifrc.org)
- **Operations Coordinator:** Edwin Siahaan; email: [OpsCoord.SouthEastAsia@ifrc.org](mailto:OpsCoord.SouthEastAsia@ifrc.org)
- **PMER in Emergencies Coordinator:** Mursidi Unir; email: [pmeremergencies.apkl@ifrc.org](mailto:pmeremergencies.apkl@ifrc.org)

### In IFRC Geneva

- **DREF (Anticipatory Pillar) Senior Officer:** Malika Noisette; email: [malika.noisette@ifrc.org](mailto:malika.noisette@ifrc.org)

#### Reference



Click here for:

- [EAP Summary and budget](#)

<sup>1</sup> Against Budget Allocated – Year 2025

# FBAF Early Actions

## INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/2-12	Operation	PID604
Budget Timeframe	2025/2-2030/2	Budget	APPROVED

Prepared on 25/Feb/2026

All figures are in Swiss Francs (CHF)

### MDRID027 - Indonesia - Flood EAP / \*

Early Actions Timeframe: 17 Feb 2025 to 28 Feb 2030

## I. Summary

<b>Opening Balance</b>	<b>0</b>
<b>Funds &amp; Other Income</b>	<b>517,485</b>
DREF Anticipatory Pillar	517,485
<b>Expenditure</b>	<b>-193,139</b>
<b>Closing Balance</b>	<b>324,346</b>

## II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	517,485	193,139	<b>324,346</b>
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs			0
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
<b>Area of focus Total</b>	<b>517,485</b>	<b>193,139</b>	<b>324,346</b>
SFI1 - Strengthen National Societies			0
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC			0
<b>Strategy for implementation Total</b>			<b>0</b>
<b>Grand Total</b>	<b>517,485</b>	<b>193,139</b>	<b>324,346</b>

# FBAF Early Actions

## INTERIM FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2025/2-12	Operation	PID604
Budget Timeframe	2025/2-2030/2	Budget	APPROVED

Prepared on 25/Feb/2026

All figures are in Swiss Francs (CHF)

### MDRID027 - Indonesia - Flood EAP / \*

Early Actions Timeframe: 17 Feb 2025 to 28 Feb 2030

### III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
<b>Relief items, Construction, Supplies</b>	<b>41,350</b>	<b>26,728</b>	<b>14,622</b>
Medical & First Aid	41,250	26,450	14,800
Other Supplies & Services	100	278	-178
<b>Personnel</b>	<b>43,511</b>		<b>43,511</b>
National Staff	43,511		43,511
<b>General Expenditure</b>	<b>2,750</b>	<b>321</b>	<b>2,429</b>
Travel	2,750	275	2,475
Financial Charges		46	-46
<b>Contributions &amp; Transfers</b>	<b>398,291</b>	<b>154,303</b>	<b>243,988</b>
Cash Transfers National Societies	398,291	154,303	243,988
<b>Indirect Costs</b>	<b>31,584</b>	<b>11,788</b>	<b>19,796</b>
Programme & Services Support Recover	31,584	11,788	19,796
<b>Grand Total</b>	<b>517,485</b>	<b>193,139</b>	<b>324,346</b>