

# EARLY ACTION PROTOCOL OPERATIONS UPDATE

Indonesia | Floods

10 April 2026



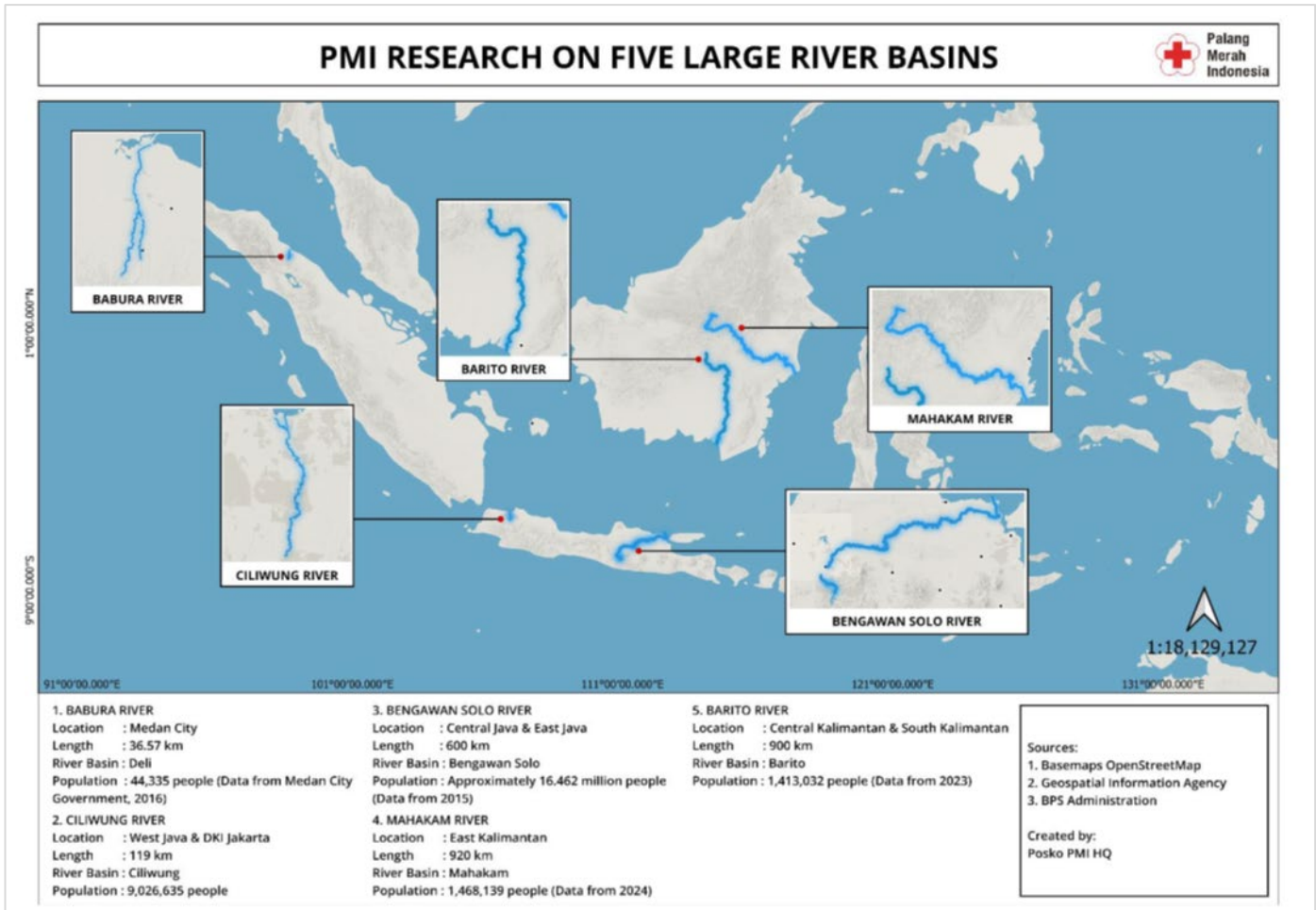
Indonesian Red Cross (PMI/Palang Merah Indonesia) supporting affected communities through various outreach activities, including water trucking and household-level clean-up (Photo: PMI)

EAP No: <b>EAP2024ID01</b>	Operation No: <b>MDRID027</b>	EAP approved: <b>24/12/2024</b>
Trigger date: <b>NA</b>	Early action timeframe: <b>5 Years</b>	Timeframe covered by this update: <b>17/02/2025 to 31/12/2025</b>

**Budget: CHF 517,485**  
**To assist: 10,000 people**

# EARLY ACTION PROTOCOL

## Summary of revisions to the operation



During Readiness Year 1 (2025), the Indonesian Red Cross (PMI/Palang Merah Indonesia) made substantial progress in implementing readiness activities, including capacity building for staff and volunteers, socialization of the Early Action Protocol (EAP) framework to branches, strengthening of operational arrangements for EAP activation, and advancement of procurement and prepositioning of key early action items. However, due to operational and contextual challenges including the prioritization of a major flood emergency response in Sumatra triggered by Cyclone Senyar where several planned activities, particularly workshops and procurement processes, could not be fully completed within the initial timeframe.

This Operation Update reflects revisions to the EAP implementation, primarily related to timeline and budget adjustments, with no changes to the geographical area, targeted population, intervention strategy, or core activities. The main revisions are as follows:

- The timeline for several incomplete Readiness Year 1 activities (17 February 2025 – 31 December 2025) has been extended, with these activities carried over for completion in Readiness Year 2 (1 January 2026 – 31 December 2026).
- The IFRC Project Manager salary contribution has been reallocated from Readiness Year 1 to Readiness Year 2 to align with the revised implementation timeline.

The carry-over activities include several delayed foundational components of Cash and Voucher Assistance (CVA) readiness. Due to the Cyclone Senyar flood response, key CVA activities could not be completed within the initial timeframe. These include the Market Assessment, review of the Minimum Expenditure Basket (MEB), development of MPCG and Anticipatory Action (AA) Standard Operating Procedures (SOPs), Tabletop Exercises

(TTX) with Financial Service Providers (FSPs), and the establishment of Memoranda of Understanding (MoUs) with government ministries and FSPs. More details on the carry-over activities are available in **Annex 1** at the end of this report.

These delays have implications for overall readiness. The postponement of the extension of MoUs with FSPs (now scheduled for June–July of Year 2) and the development of MPCG SOPs specific to AA (scheduled for April) creates a critical bottleneck. Without these foundational activities, subsequent CVA activation mechanism cannot be fully validated.

Similarly, several foundational activities in the National Society Disaster Management (DM) Capacity component were also delayed. PMI has made efforts to coordinate with BMKG regarding access to raw forecast data, including seasonal forecasts, to support the monitoring of potential trigger conditions. However, PMI experienced some challenges in completing these readiness activities due to several factors, including initial limitations in data availability, evolving clarity around regulations governing public information access (e.g., whether the data is freely accessible or subject to procurement), and the need for further identify key stakeholders responsible for managing this access of information.


Limited access to detailed forecast data may affect PMI’s ability to independently monitor trigger conditions. To mitigate this, PMI has renewed its MoU with Indonesia’s Meteorology, Climatology, and Geophysical Agency (BMKG) in 2026 to facilitate access to relevant early warning information. Further technical discussions are planned for April–May 2026 to strengthen data access arrangements and enhance trigger monitoring mechanisms.

In response to the continuation of Readiness Year 1 activities to Readiness Year 2, PMI has developed a workplan with clearly defined timelines and assigned persons-in-charge (PIC) for each activity. Upon reaching the 60 per cent completion threshold, PMI will proceed with accessing Readiness Year 2 activities and budget. These include programmatic activities such as regular coordination meetings, first aid socialization, socialization of the sensitive feedback mechanism, and ongoing monitoring of system information platforms to track relevant triggers and thresholds, as well as PMI Operations such as contributions to supply chain operational costs (e.g., warehouse management), Wi-Fi router maintenance, coordination with relevant stakeholders, organization of PMI National Working Group coordination meetings, and coverage of office running costs at NHQ level (including maintenance of equipment, printing, IEC materials, and other administrative needs).


These adjustments ensure continuity of implementation while building on the progress achieved to date and maintaining the overall scope and objectives of the EAP.


## Early Action Overview

### PLANNED OPERATIONS


 <b>Multi-purpose Cash</b>	Female:	4,970	<b>151,534 CHF</b>
	Male:	5,030	AP Code: <b>081</b>
<b>Indicator:</b>	Number of people reached with multi-purpose cash in advance of a hazard		
<b>Readiness Activities</b>	<ol style="list-style-type: none"> <li>1. MPCG preparation meetings</li> <li>2. Market Assessment, analysis, recommendation &amp; design implementation finalization (Provider, capacity, credibility, government program, etc ) in sampling locations</li> <li>3. Review of Minimum Expenditure Basket</li> </ol>		

	<ol style="list-style-type: none"> <li>4. Signing of Memorandum of Understanding with the Ministry of Social Affairs, Ministry of Home Affairs, and Ministry of National Development Planning on Data Beneficiaries sharing</li> <li>5. Coordination &amp; cooperation with ministries on population data (social economy)</li> <li>6. Signing of Memorandum of Understanding &amp; Cooperation Service Agreement with other Financial Service Providers</li> <li>7. Workshop and simulation Cash Readiness for Anticipatory Action for staff and volunteers (training &amp; refresher training)</li> <li>8. Development of SOP MPCG in AA</li> <li>9. Regular coordination of Cash and AA working group</li> <li>10. TTX with selected FSP</li> <li>11. Development of Cash team at provincial/district levels (during seasonal readiness)</li> </ol>
<b>Prepositioning Activities</b>	<ol style="list-style-type: none"> <li>1. Not applicable</li> </ol>
<b>Priority Early Actions:</b>	<ol style="list-style-type: none"> <li>2. Data Validation of beneficiary with FSP and Ministry of Social Affairs</li> <li>3. Disbursement of unconditional MPCG to most vulnerable community</li> <li>4. Post-distribution monitoring after all distribution (4 weeks after distribution to assess utilization of MPCG, etc)</li> <li>5. Socialization of MPCG</li> <li>6. Appeal process with the community as part of beneficiaries' data validation</li> <li>7. Personnel Mobilization for Cash Validation and Disbursement</li> <li>8. Monitoring of MPCG distribution &amp; Exit survey</li> </ol>


 <b>Health &amp; Care</b>	Female:	4,970	<b>29,873 CHF</b>
	Male:	5,030	AP Code: <b>107,108, 109</b>
<b>Indicator:</b>	Number of people reached with health and care interventions in advance of a hazard		
<b>Readiness Activities</b>	<ol style="list-style-type: none"> <li>1. Workshop development of key messages for Health</li> <li>2. Conduct refresher training on IEC material for health promotion</li> <li>3. Training for first aid services</li> <li>4. Volunteers' orientation on ECV &amp; CBS in preparation for early action implementation</li> <li>5. Monitoring CBS dashboard (no-cost)</li> <li>6. Health Coordination with relevant ministry/department</li> <li>7. First Aid Socialization</li> </ol>		
<b>Prepositioning Activities</b>	<ol style="list-style-type: none"> <li>1. Procurement of first aid equipment</li> <li>2. Production of IEC material on health promotion</li> </ol>		
<b>Priority Early Actions:</b>	<ol style="list-style-type: none"> <li>8. Mobilization of health personnel for Health promotion and IEC material distribution</li> <li>9. First Aid Personnel Mobilization during evacuation (and stand by)</li> </ol>		

 <b>Water, Sanitation and Hygiene</b>	Female:	4,970	<b>38,513 CHF</b>
	Male:	5,030	AP Code: <b>110, 111</b>
<b>Indicator:</b>	Number of people reached with WASH interventions in advance of a hazard		
<b>Readiness Activities</b>	1. Volunteer Orientation on household scale water treatment through purifier tablets and hygiene promotion		
<b>Prepositioning Activities</b>	<ol style="list-style-type: none"> <li>1. Procurement of IEC materials for hygiene promotion and household water treatment</li> <li>2. Procurement of water storage container</li> <li>3. Procurement of water purifier sachets</li> </ol>		
<b>Priority Early Actions:</b>	<ol style="list-style-type: none"> <li>1. Hygiene promotion, including dissemination of IEC materials</li> <li>2. Distribution of water purifier sachets and water storage containers</li> </ol>		


 <b>Protection, Gender and Inclusion</b>	Female:	4,970	<b>59,161 CHF</b>
	Male:	5,030	AP Code: <b>116</b>
<b>Indicator:</b>	Number of people reached with PGI interventions in advance of a hazard		
<b>Readiness Activities</b>	<ol style="list-style-type: none"> <li>1. PGI Technical training for staff and volunteers &amp; refresher training</li> <li>2. Finalization and socialization sensitive Feedback Mechanism</li> <li>3. Socialization of sensitive Feedback Mechanism</li> </ol>		
<b>Prepositioning Activities</b>	1. Procurement of dignity kits		
<b>Priority Early Actions:</b>	<ol style="list-style-type: none"> <li>1, Distribution of dignity kits</li> <li>2. Overseeing and monitoring PGI implementation integration in early action</li> </ol>		

 <b>Risk Reduction, climate adaptation and recovery</b>	Female:	4,970	<b>80,248 CHF</b>
	Male:	5,030	AP Code: <b>103, 104, 105</b>
<b>Indicator:</b>	Number of people reached with risk reduction and/or climate adaptation interventions in advance of a hazard		
<b>Readiness Activities</b>	<ol style="list-style-type: none"> <li>1. Capacity building &amp; Refresher of Command Post/EOC personnel on early warning information dissemination</li> <li>2. Review of Early warning information dissemination mechanism</li> <li>3. Workshop to design action plan for early action implementation</li> </ol>		


	<ol style="list-style-type: none"> <li>4. Monitoring various platform (including seasonal forecast) to obtain information on relevant triggers and threshold</li> <li>5. Workshop to develop key messages and IEC materials – safety issues, securement of valuable documents, MPCG, CEA and PGI</li> <li>6. Workshop to develop SOP to adjust existing procedures to accommodate EAP</li> <li>7. Socialization on Early Action Protocol in 3 regions</li> </ol>
<b>Prepositioning Activities</b>	<ol style="list-style-type: none"> <li>1. Not applicable</li> </ol>
<b>Priority Early Actions:</b>	<ol style="list-style-type: none"> <li>8. Evacuation of vulnerable groups</li> <li>9. Socialization of evacuation routes</li> <li>10. Water level monitoring and hourly forecast and distribution of IEC on safety measures, valuable asset protection, etc</li> <li>11. Monitoring early action implementation</li> <li>12. Flood early warning dissemination cost (volunteers &amp; communication)</li> <li>13. Evacuation center preparation</li> </ol>

 <b>Community Engagement and Accountability</b>	Female:	4,970	<b>12,887 CHF</b>
	Male:	5,030	AP Code: <b>129</b>
<b>Indicator:</b>	Number of people reached with community engagement and accountability interventions in advance of a hazard		
<b>Readiness Activities</b>	<ol style="list-style-type: none"> <li>1. Assessment to identify preferred and trusted channels for collecting and responding to feedback (concerns, suggestions, questions, misinformation, etc.) and communication</li> <li>2. Provide briefing and coaching on CEA related to early action activation to PMI personnel and volunteers</li> <li>3. Workshop to develop feedback mechanism for early action &amp; IEC material</li> <li>4. Review tools for beneficiary registration, satisfaction survey, exit survey, and Post-Distribution Monitoring</li> </ol>		
<b>Prepositioning Activities</b>	<ol style="list-style-type: none"> <li>1. Not applicable</li> </ol>		
<b>Priority Early Actions:</b>	<ol style="list-style-type: none"> <li>1. CEA volunteers' mobilization for operating feedback mechanism for early action implementation, including maintaining logbook for case report</li> </ol>		

## Enabling approaches

 <b>Coordination and Partnerships</b>			<b>15,347 CHF</b>
			AP Code: <b>118, 119, 127, 128</b>

<b>Objective:</b>	
<b>Readiness Activities</b>	<ol style="list-style-type: none"> <li>1. Coordination with stakeholders</li> <li>2. PMI National Working Group Coordination Meeting</li> </ol>
<b>Prepositioning Activities</b>	<ol style="list-style-type: none"> <li>1. Visibility items</li> </ol>
<b>Priority Early Actions:</b>	<ol style="list-style-type: none"> <li>1. Publication of early action, lesson learn, etc</li> <li>2. Coordination, Monitoring &amp; support analysis of trigger</li> <li>3. Dissemination of information to key stakeholders regarding PMI early actions</li> </ol>

 <b>Secretariat Services</b>			<b>46,339 CHF</b>
			AP Code: <b>122</b>
<b>Objective:</b>			
<b>Readiness Activities</b>	<ol style="list-style-type: none"> <li>1. IFRC Officer Salary contribution</li> <li>2. Regular coordination meetings with Stakeholders</li> </ol>		
<b>Prepositioning Activities</b>	<ol style="list-style-type: none"> <li>1. Not applicable</li> </ol>		
<b>Priority Early Actions:</b>	<ol style="list-style-type: none"> <li>3. IFRC Officer Salary contribution</li> </ol>		

 <b>National Society Strengthening</b>			83,585 CHF
			AP Code: <b>124,125,126</b>
<b>Objective:</b>			
<b>Readiness Activities</b>	<ol style="list-style-type: none"> <li>1. Monitoring of system information platform to obtain information on relevant trigger and threshold</li> <li>2. EAP National simulation</li> <li>3. Development of Cooperation Agreement with Stakeholders on Beneficiaries Data and Further access of forecast</li> <li>4. Access to raw data of forecast information with BMKG</li> <li>5. PMI's project officer salary</li> <li>6. PMI's EOC officer salary</li> <li>7. Technical guidance on PMER &amp; finance</li> <li>8. Technical guidance on PMER &amp; finance</li> <li>9. Office Running Cost (maintenance of computers/ printers/ photocopier machine, stationary, printing, cartridge, photocopy, banner, IEC etc.)</li> <li>10. Wifi router maintenance</li> </ol>		
<b>Prepositioning Activities</b>	<ol style="list-style-type: none"> <li>1. Portable Wi-Fi router for sending data from smart phone</li> </ol>		

**Priority Early Actions:**

11. Contribution to supply chain operational cost (warehouse management, etc)
12. Mobilization of PMI NHQ personnel
13. Volunteer insurance
14. Personnel Protective Equipment
15. Lesson learns workshop (post activation review)
16. Office Running Cost (maintenance of computers/ printers/ photocopier machine, stationery, printing, cartridge, photocopy, banner, IEC etc.)
17. PMI Project officer salary (additional)
18. PMI EOC officer salary (additional)

## Budget

Proposed changes to the budget solely to reallocate the IFRC Project Manager salary contribution, with the allocation from Year 1 to be carried over to Readiness Year 2.



## Early Action Protocol Summary

### EAPcode - Palang Merah Indonesia Flooding

**Operating Budget**

	Readiness	Pre-Pos Stock	Early Action	TOTAL
<b>Planned Operations</b>	<b>144,212</b>	<b>76,001</b>	<b>152,002</b>	<b>372,215</b>
Shelter and Basic Household Items	0	0	0	0
Livelihoods	0	0	0	0
Multi-purpose Cash	31,162	0	120,372	151,534
Health	21,673	4,686	3,515	29,873
Water, Sanitation & Hygiene	7,322	26,505	4,686	38,513
Protection, Gender and Inclusion	11,715	43,931	3,515	59,161
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	61,211	879	18,158	80,248
Community Engagement and Accountabi	11,129	0	1,757	12,887
Environmental Sustainability	0	0	0	0
<b>Enabling Approaches</b>	<b>93,732</b>	<b>2,929</b>	<b>48,610</b>	<b>145,270</b>
Coordination and Partnerships	7,732	2,929	4,686	15,347
Secretariat Services	41,190	0	5,149	46,339
National Society Strengthening	44,810	0	38,775	83,585
<b>TOTAL BUDGET</b>	<b>237,943</b>	<b>78,930</b>	<b>200,612</b>	<b>517,485</b>

*all amounts in Swiss Francs (CHF)*

## Contact information

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

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- **Secretary General:** AM Fachir; email: [am\\_fachir@pmi.or.id](mailto:am_fachir@pmi.or.id)
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### 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)
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### In the IFRC Asia Pacific Regional Office, Kuala Lumpur

- **DREF Coordinator:** Sarah Mohammad Iqbal; email: [sarah.iqbal@ifrc.org](mailto:sarah.iqbal@ifrc.org)
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- **PMER in Emergencies Coordinator:** Mursidi Unir; email: [pmeremergencies.apkl@ifrc.org](mailto:pmeremergencies.apkl@ifrc.org)

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- **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](#)
- [EAP Annual Report 2025](#)

## Annex 1: Summary of carry-over activities

No	AP Code/Sector	Activities	Completion Progress
1	AP081 MPCG	Signing of Memorandum of Understanding with the Ministry of Social Affairs, Ministry of Home Affairs, and Ministry of National Development Planning on Data Beneficiaries sharing	0%
2		Coordination & cooperation with ministries on population data (social economy)	0%
3		Signing of MoU & FSP with other financial service providers	0%
4		Market Assessment	0%
5		Review of Minimum Expenditure Basket	0%
6		Development of Cash team at provincial/district level (during seasonal readiness)	0%
7		Workshop and simulation of AA Cash readiness (training)	0%
8		Development of MPCG and AA SOP	50%
9		TTX with selected FSP	0%
10		Regular Coordinations	50%
1	AP108 NS Health Capacity	Workshop development of key messages for Health	0%
2		Health Coordination with relevant ministry/department	0%
3		Volunteers' orientation on ECV (plus CBS) in preparation for early action implementation	100% (Completed in February 2026)
1	AP109 Health Ser in Emergencies	Production of Health IEC material	0%
2		Training First Aid	10% (in planning, will be conducted in April 3 <sup>rd</sup> week 2026)
1	AP110 WASH	Volunteer Orientation on household scale water treatment and hygiene promotion	0%
2		Production of IEC material for household water treatment	0%
1	AP116	PGI training	0%
2		Finalization and socialization sensitive Feedback Mechanism	80% (Conducted in March 2026)
1	AP103 Comm RR & Resilience	Post Command Capacity Building	0%
2		Review early warning information dissemination mechanism	0%
3		Workshop to design action plan for early action implementation	0%
1	AP105 NS DM Capacity	Monitoring of system information platform to obtain information on relevant trigger and threshold	50%
2		Workshop & IEC material (early action, safety & security key messages, etc)	0%
3		Workshop relevant operational SOP for EAP Activation	0%
4		EAP Socialization to PMI branches	50% (conducted nationally in August 2025, will socialize in

			targeted branches)
5		Development of Cooperation Agreement with stakeholders on raw data forecast	0%
6		Access to raw data of forecast information with BMKG	0%
7		Contribution to supply chain operational cost (warehouse management, etc)	50%
8		Wifi router maintenance	50%
9		EAP Simulation national	0%
1	AP129 CEA	Assessment of preferred and trusted channels for collecting and responding to feedback	0%
2		CEA Orientation/training related to readiness & AA activation	80%
3		Workshop on development of Feedback channel for early action	80%
4		Review tools for beneficiary registration, satisfaction survey, exit survey, and Post-Distribution Monitoring	0%
1	AP049 IFRC Coord in humanitarian system	Coordination with other relevant stakeholders	50%
1	AP119 Influencing and Hum Diplomacy	Visibility items (shirt, water bottle, vest, etc)	40%, administrative Process ongoing
2		Coordination with other stakeholders	50%
3		PMI National Working Group Coordination Meeting	50%
1	AP124 NS Dev	PMI Project Manager Salary Contribution	50%
2		Salary contribution for 1 PMI EOC Officer	50%
3		Technical guidance on PMER & finance	0%
4		Office Running Cost (maintenance of computers/ printers/ photocopier machine, stationery, printing, cartridge, photocopy, banner, IEC etc.) at NHQ level	50%