DREF Final Report

Indonesia: Drought Response 2023

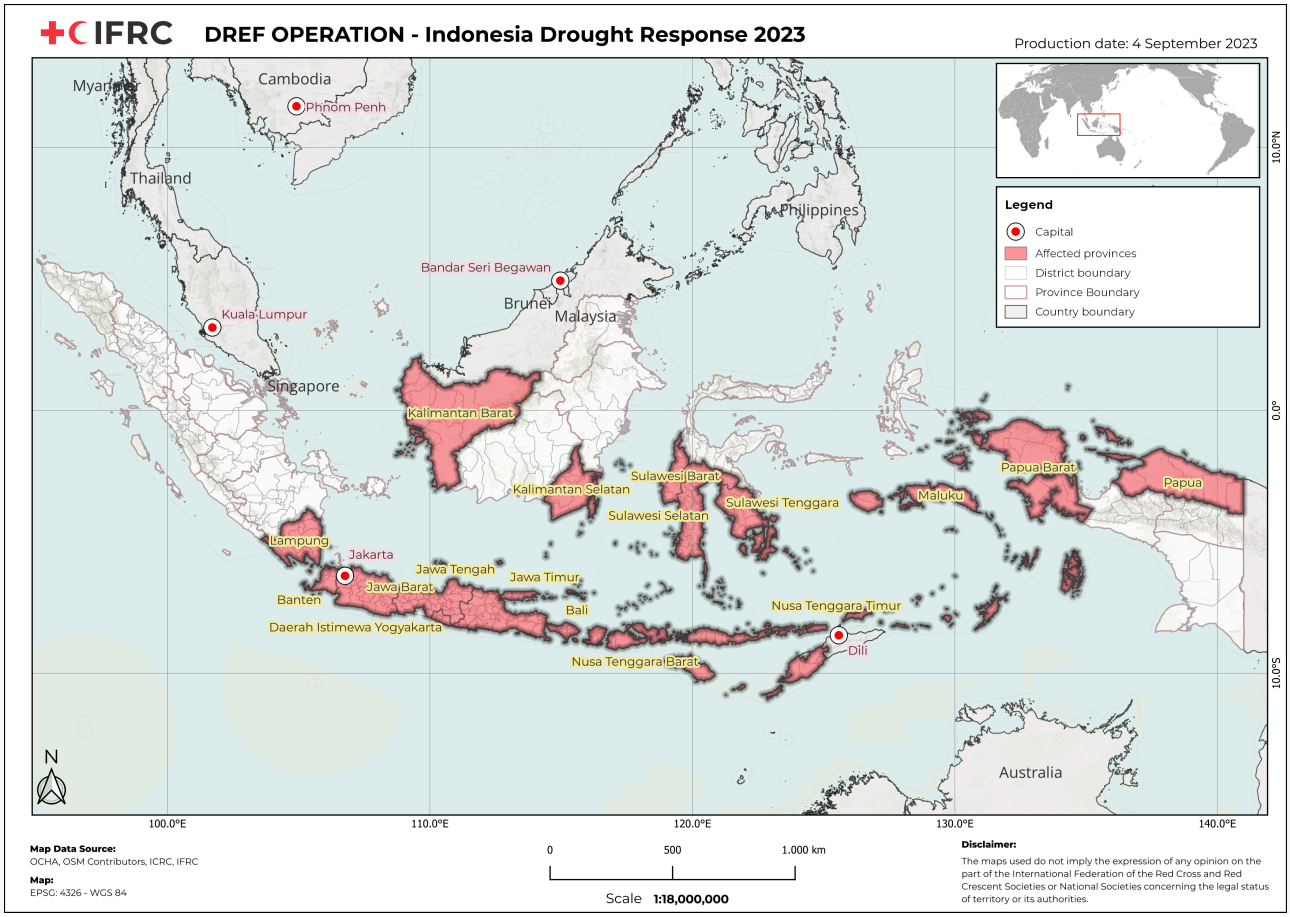
The Indonesian Red Cross Society (Palang Merah Indonesia – PMI) West Lombok supporting the community in Labuan Tereng Village, West Nusa Tenggara Province by providing access to clean water (Photo: PMI)

Appeal: **MDRID026**	Total DREF Allocation: **CHF 580,079**	Crisis Category: **Orange**	Hazard: **Drought**
Glide Number: **DR-2023-000154-IDN**	People Affected: **18,750,000 people**	People Targeted: **45,000 people**	People Assisted: **25,604 people**
Event Onset: **Slow**	Operation Start Date: **06-09-2023**	Operational End Date: **30-06-2024**	Total Operating Timeframe: **9 months**

Targeted Regions:
Nangroe Aceh Darussalam, Sumatera Utara, Sumatera Barat, Riau, Jambi, Sumatera Selatan, Bengkulu, Lampung, Bangka Belitung, Kepulauan-riau, Dki Jakarta, Jawa Barat, Jawa Tengah, Daerah Istimewa Yogyakarta, Jawa Timur, Banten, Bali, Nusatenggara Barat, Nusatenggara Timur, Kalimantan Barat, Kalimantan Tengah, Kalimantan Selatan, Kalimantan Timur, Sulawesi Utara, Sulawesi Tengah, Sulawesi Selatan, Sulawesi Tenggara, Gorontalo, Sulawesi Barat, Maluku, Maluku Utara, Papua, Papua Barat

The major donors and partners of the IFRC-DREF include the Red Cross Societies and governments of Australia, Austria, Belgium, Britain, China, Czech, Canada, Denmark, German, Ireland, Italy, Japan, Luxembourg, Liechtenstein, Malta, Norway, Spain, Sweden, Switzerland, Thailand and the Netherlands, as well as DG ECHO, Mondelez Foundation, and other corporate and private donors. The IFRC, on behalf of the National Society, would like to extend thanks to all for their generous contributions.

Description of the Event



Map of PMI targeted area. (Map: IFRC, IM)

Date when the trigger was met

24-08-2023

What happened, where and when?

The Indonesian Meteorological Service, through its official statement released in August 2023, indicated that the El Niño and the Indian Ocean Dipole (IOD) phenomena—associated with temperature changes in the Pacific and Indian Oceans, respectively—were forecasted to occur simultaneously during the 2023 dry season [1]. This concurrence led to decreased rainfall across the Indonesian region, largely due to the effects of El Niño. According to the Indonesian Meteorological, Climatological and Geophysics Agency (Badan Meteorologi, Klimatologi, dan Geofisika or BMKG), the dry season—measured by consecutive days without rainfall—peaked in October 2023 in areas such as the southern parts of Sumatra and Kalimantan, as well as Java Island. For Bali, East Nusa Tenggara, and West Nusa Tenggara, the peak extended into November 2023. This delay was attributed to warming Pacific Ocean anomalies, with the El Niño index reaching 0.8—approaching the threshold of 1, which would mark a transition from "Weak" to "Moderate" El Niño status.

Following the August forecast, BMKG issued an update in October 2023 confirming that the "Moderate" El Niño conditions persisted from November 2023 through February 2024. BMKG further noted that the phenomenon continued beyond February [2]. As El Niño typically results in reduced rainfall, several areas across Indonesia experienced prolonged drought conditions beyond November 2023. These persistent dry conditions negatively affected communities and increased risks to their well-being. In response, BMKG urged relevant stakeholders—including provincial and district authorities and technical ministries, particularly those responsible for disaster management—to sustain preparedness efforts within their respective jurisdictions. Toward the end of the season, the El Niño index gradually weakened toward neutral levels.

By March 2024, BMKG observed that the El Niño index had continued its decline toward a neutral phase. Rainfall began to return, particularly in the northern parts of Indonesia, with some areas experiencing heavy rainfall. However, BMKG cautioned that rainfall alone should not be used as a sole indicator for the official conclusion of El Niño, and emphasized the importance of ongoing monthly climate monitoring across the country.

On 29 May 2024, BMKG forecasted that drought conditions would persist in several regions, particularly in southern Indonesia—including Bali, Java, and East Nusa Tenggara [3]. These conditions were further aggravated by a positive IOD, which contributed to below-average rainfall. Meteorological data projected that these dry conditions would continue over the following three months. In addition to the southern regions, other parts of Indonesia—such as Sumatra, West and North Kalimantan, as well as the Maluku and Papua islands—were also experiencing lower-than-normal rainfall.

According to the data, the 2024 drought season began in June and was expected to last until September for Java, Bali, and the Nusa Tenggara Islands. In the southern part of Kalimantan, and across the Maluku and Papua regions, the drought was projected to span from June to August 2024. While the 2024 drought season has had relatively less severe impacts compared to 2023, the areas targeted by the DREF operations remained affected. The prolonged dry conditions continued to raise concerns over agricultural productivity, water resource availability, and the livelihoods of local communities. BMKG reiterated the need for adaptive and preparedness measures to manage water resources and mitigate the adverse effects of the ongoing drought.

In response to the continued dry conditions, the authorities of West Nusa Tenggara and East Nusa Tenggara declared a drought preparedness alert on 20 June 2024, effective for three months or until September 2024. As part of the mitigation measures, provincial authorities advised stakeholders—including the Indonesian Red Cross—to maintain and strengthen water facilities, including mass water sources and supporting infrastructure such as pipelines. They also focused on community education, emphasizing the importance of water conservation and the responsible management of water resources during this critical period.

Link(s):
[1] Dwikorita BMKG, accessible at: https://www.bmkg.go.id/press-release/?p=kemarau-kering-bmkg-ingatkan-ancaman-gagal-panen-dan-karhutla&tag=press-release&lang=ID
[2] Dwikorita BMKG, accessible at: https://bpbd.ngawikab.go.id/2023/10/29/bmkg-prediksi-kapan-el-nino-ri-berakhir-januari-2024/
[3] Diwkorita BMKG, accessible at: https://www.bmkg.go.id/press-release/?p=waspada-kemarau-bmkg-sebut-indonesia-berpotensi-alami-kekeringan-meteorologis&lang=ID

PMI volunteers conduct PDM for CVA intervention in Pamekasan district, East Java Province (Photo: PMI)

PMI volunteers in Alor district, East Nusa Tenggara Province disseminating materials and messages on water management (Photo: PMI)

Scope and Scale

Based on the BMKG forecast published in August 2023, several districts and cities were classified as Red (Alert) under the Climate Early Warning System (CEWS | Climate Early Warning System, bmkg.go.id) for the period of August to September 2023. The areas identified were:

1. Bali Province: Karangasem District (estimated population: 416,600)
2. Central Java Province: Boyolali, Karanganyar, Klaten, Semarang, Sragen, and Sukoharjo Districts (estimated population: 7,608,024)
3. East Java Province: Bangkalan, Banyuwangi, Bojonegoro, Bondowoso, Jombang, Kediri, Kota Pasuruan, Kota Surabaya, Madiun, Mojokerto, Nganjuk, Kabupaten Pasuruan, Probolinggo, Sidoarjo, and Situbondo Districts (estimated population: 6,965,060)
4. West Nusa Tenggara: Bima, Lombok Tengah, Lombok Timur, Manggarai Timur, Rote Ndao, Sumba Tengah, and Sumba Timur Districts (estimated population: 3,341,477)

5. East Nusa Tenggara: Sabu Raijua and Kupang Districts (estimated population: 267,425)
6. Additionally, 11 other provinces—West Java, Banten, DKI Jakarta, Jogjakarta, North Kalimantan, South Sumatra, South Kalimantan, West Kalimantan, Riau, Bangka Belitung, and Lampung—were considered at a moderate alert level.

In response, district- and provincial-level authorities declared drought preparedness and response phases in their respective areas. Aligned with these forecasts, PMI NHQ began receiving an increasing number of drought reports and support requests from the field starting in May 2023. Over time, additional drought response statuses were declared by local authorities, prompting PMI NHQ to launch a National Drought Response Operation in August 2023. By November 2023, a total of 24 provinces had declared drought preparedness or response phases.

According to a BMKG forecast issued in December 2023, approximately 12.5% of areas with below-normal rainfall were still affected by El Niño. These areas included:

1. East Java: Malang, Madiun, Pamekasan, and Nganjuk (estimated population: 5,454,566)
2. Bali: Buleleng, Karangasem, Klungkung, Jembrana, and Bangli (estimated population: 2,035,148)
3. West Nusa Tenggara: North Lombok and West Lombok (estimated population: 1,011,507)
4. East Nusa Tenggara: Kupang and Alor Districts (estimated population: 440,475)

Following the updated forecast, PMI held a national coordination meeting to assess the continuation of operations. From the meeting, it was concluded that only four provinces would continue drought operations beyond December. Most provinces in northern Indonesia had already started receiving rainfall, rendering further drought response activities unnecessary in those areas.

As rainfall resumed, PMI phased out its drought operations in Papua, West Papua, and Maluku provinces. During the coordination meeting, PMI provincial branches confirmed that local authorities in those areas would continue supporting communities as needed. As needs were considered met, these provinces were no longer part of the DREF-targeted areas. Resources were then redirected to support North Kalimantan, South Sumatra, and Jakarta provinces, where drought impacts persisted.

In response to continued drought conditions, the authorities of West Nusa Tenggara and East Nusa Tenggara declared a drought preparedness alert on 20 June 2024, effective for three months, or until September 2024. As part of preventive measures, provincial authorities advised relevant stakeholders—including the Indonesian Red Cross—to maintain and improve water facilities, including shared water resources and supporting infrastructure such as pipelines. Additionally, they focused on raising community awareness around water conservation and the importance of safeguarding water resources during this critical period.

Following this, additional areas issued alerts. In West Java, Bekasi and Bandung districts declared drought preparedness alerts, along with Kulonprogo, Gunungkidul, and Sleman in Jogjakarta Province, and thirty districts in Central Java. These alerts were declared from 1 August 2024 to 31 August 2024.

According to BMKG's May 2024 forecast, the following districts and cities were classified as Red (Alert):

1. Central Java Province: Boyolali, Kudus, Karanganyar, Semarang, Sragen, Sukoharjo, and Klaten
2. Jogjakarta Province: Bantul, Sleman, and Kulonprogo
3. West Nusa Tenggara: Sumbawa, West Lombok, and North Lombok
4. East Nusa Tenggara: Kupang, Alor, and Sikka
5. West Java: Bandung, Bekasi, Garut, and Cianjur

Beyond water scarcity, there was a marked rise in the number of hotspots indicating potential wildfires, particularly in West Kalimantan, Central Kalimantan, Riau, and Jambi provinces. The growing risk of wildfires posed additional challenges, including threats to environmental health and public safety, exacerbating the drought's impact on affected communities. The Ministry of Forestry and Environment closely monitored the hotspot situation, while local fire brigades actively worked to prevent the spread of wildfires on the ground.

Link(s):
[4] BMKG, can be accessed: https://www.bmkg.go.id/berita/?p=buletin-hujan-bulanan-updated-desember-2023&lang=ID&s=detil

National Society Actions

Have the National Society conducted any intervention additionally to those part of this DREF Operation?	Yes

Please provide a brief description of those additional activities	The DREF Drought response was part of the PMI National drought response. Based on national coordination took place in August 2023, PMI NHQ launched Nation-wide drought response targeting 21 provinces affected by the drought. In total of, 17 provinces covered by the DREF operation and implemented the operation starting from August 2023 until February 2023. To fill the gap, PMI requested additional funding through Contingency Fund support provided by Australian Department of Foreign Affair and Trade (DFAT) and Australian Red Cross. In total of CHF 189,019 allocated to support PMI Bangka Belitung and Bengkulu responding to the drought needs in their respective areas from August 2023 until January 2024. As the DREF operations ended by June 2024, yet the needs are justified on the field, PMI requested another Contingency Fund support to continue four affected provinces namely West Nusa Tenggara, East Nusa Tenggara, Aceh and West Kalimantan to continue the response efforts beyond June 2024.

IFRC Network Actions Related To The Current Event

Secretariat	The IFRC Country Cluster Delegation (CCD) for Indonesia, Singapore, Brunei Darussalam, and Timor-Leste, based in Jakarta, consists of a Head of Office and technical capacities in disaster management, shelter, health, water, sanitation and hygiene (WASH), national society development (NSD), communication, protection, gender and inclusion (PGI), community engagement and accountability (CEA), planning, monitoring, evaluation and reporting (PMER), as well as support services in finance, human resources, and administration. The IFRC CCD office in Jakarta worked closely with PMI national headquarters, as well as provincial chapters and branches, to support PMI's drought response plan. The CCD team provided project management and technical assistance to PMI for the implementation of activities under this DREF operation. At the regional level, the IFRC Regional Office in Kuala Lumpur extended operational technical support through the Operations Coordinator and DREF Coordinator, along with other sectoral experts in Health, WASH, PGI, CEA, and Cash and Voucher/Livelihoods. In addition to technical support, and through the Surge mechanism, the IFRC Regional Office identified and mobilized a suitable Assessment Coordinator to assist the Indonesian Red Cross Society in conducting a drought recovery assessment. To strengthen the assessment process, an Operations Coordinator was also deployed to provide operational inputs, along with an Information Management Officer to support data and information management. All deployed technical surge personnel worked in close coordination with the IFRC CCD and PMI staff and volunteers across the four targeted provinces, contributing to a comprehensive assessment process that produced in-depth results tailored to community need
Participating National Societies	There is an in-country presence of the American Red Cross and the Japanese Red Cross. All information provided by PMI regarding the drought situation was shared with these in-country partners. Additionally, the information was also disseminated to partners without a physical presence in Indonesia, such as the Australian Red Cross, which maintained a strong interest in supporting PMI and its activities. All partners, together with IFRC, closely monitored developments and expressed appreciation for the actions undertaken in response to PMI's request for support.

ICRC Actions Related To The Current Event

International Committee of Red Cross is also present in the country and provided technical expertise. However, as all technical or funding gap were filled, the Indonesian Red Cross Society did not request additional or particular support from ICRC in the regards to drought situation.

Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	The Indonesian Meteorological, Climatological, and Geophysics Authority, or BMKG, is responsible for providing weekly, monthly, and yearly forecasts in Indonesia. In addition to weather forecasts, BMKG also monitors and reports hotspots across Indonesia, which can be accessed through an online dashboard. Based on BMKG forecasts, BNPB leads preparedness activities for drought and also leads responses for forest fires with support from other technical stakeholders such as the Ministry of Forestry and Environment, fire brigades, and the National Water Company. BNPB recommends several drought preparedness activities, including: a. Preparedness activities at the community level: - Harvesting rainwater as an alternative water resource - Reducing unnecessary water consumption and saving more water - Instructing the community to stay vigilant in their environment and actively prevent/reduce forest/wildfires. b. Preparedness activities for relevant stakeholders: - Preparedness activities for forest/wildfires - Adjusting growing seasons according to weather forecasts - Optimizing existing water resources and management such as water reservoirs/tanks, dams, and water ponds. Provincial governments adapt the national preparedness and response plans into provincial plans. Aligned with the provincial plans, district-level governments then adapt the provincial plans by establishing district-level Drought Preparedness and Response Working Groups, which consist of District Disaster Management Authorities, Fire Brigades, Meteorological Services, Military, Police, and also non-governmental stakeholders. As each province and district had its own specific drought response needs, various plans were developed and implemented across the affected regions. However, common activities identified across these areas included the provision of water through water trucking, wildfire response, readiness of personnel and equipment, funding preparedness, and drought awareness and prevention campaigns at the community level. The government also invited all humanitarian organizations and other stakeholders—including the private sector, academia, and individual donors—to actively contribute to the drought response efforts in order to mitigate the negative impacts. As of the reporting date, the information above remained relevant. However, from the initial 24 provinces affected by drought, only four provinces continued to experience drought conditions. Due to unique geographical and climatic factors, the level of drought impact varied even between districts within the same province. Consequently, each district adopted its own specific policy measures to address the situation. Nevertheless, all response efforts were coordinated and supported through the same overarching coordination structures and mechanisms.

UN or other actors	The IFRC remained informed of coordination meetings held on the evolving drought situation in the country. As of the reporting date, no specific support or concrete actions had been undertaken by partners, except for the DFAT – Contingency Funds support. However, the DFAT support was channeled to assist Bangka Belitung and Bengkulu Provinces, which were not included in the Plan of Action. Therefore, there was no overlapping support within the overall drought response operation.

Needs (Gaps) Identified

Livelihoods And Basic Needs

Livelihood assessments conducted from December 2023 to January 2024 in the four targeted provinces—Bali, East Nusa Tenggara, West Nusa Tenggara, and East Java—identified several critical needs and gaps:

1. Most community members were engaged in agriculture, relying heavily on crop production to sustain their livelihoods. However, widespread crop failures severely disrupted income sources, with early signs of psychological distress observed among affected farmers.

2. The prolonged drought significantly reduced agricultural yields, further undermining household income and resilience.

3. While food prices in the region remained relatively stable, the majority of the population lived in poverty, facing increasing hardship due to rising fuel and food costs, coupled with limited access to adequate housing, education, and health services.

4. Although local authorities provided social assistance in the form of cash transfers for households below the poverty line, no specific livelihood support was made available to compensate for lost crops or income.

5. The assessment highlighted micro-farmers, or petani gurem, as the most vulnerable group. These farmers typically owned less than 0.5 hectares of land and had limited resources or access to credit. Many lived below the poverty line, earning less than IDR 1 million (CHF 59) per month.

Due to the drought, many petani gurem lost their remaining agricultural stock and were left with little to no income. Some were forced to incur additional debt to prepare for the next planting season, hoping to harvest in April and repay their loans. In response, PMI planned to address this gap by delivering livelihood support and capacity-building interventions to targeted micro-farmers in Malang and Pamekasan districts.

Health

Health assessments conducted between December 2023 and January 2024 in the four targeted provinces—Bali, East Nusa Tenggara, West Nusa Tenggara, and East Java—revealed several critical needs and gaps:

1. Communities in the affected areas primarily resided in rural and remote environments, which limited their access to health facilities and essential information. Accessing health services or information often required traveling outside their villages, incurring additional transportation costs.

2. The lack of access to information and basic health services led to a lack of health and disaster awareness within these communities.

3. While local authorities had health campaigns and agendas included in village development plans, a lack of resources hindered the dissemination of information and the implementation of these plans in some areas.

4. Health awareness was critical for communities to mitigate the impact of the ongoing drought situation.

5. The majority of the population relied on agriculture for their livelihoods, and crop failures had severely affected their income. Initial signs of trauma were identified, particularly among farmers.

6. Psychosocial support (PSS) sessions were seen as a vital tool to support the mental health of the affected population and alleviate the negative effects of the drought. This support would be complemented by livelihood training materials, aimed at providing alternative income sources and enhancing preparedness for future challenges.

Water, Sanitation And Hygiene

In addition to the immediate need for clean water, the poor condition of water facilities and infrastructure systems posed further challenges for communities during the drought season. As a result, many were forced to rely on purchased bottled water or to travel to access nearby water sources, which were often located in remote areas.

Community-owned wells dried up more quickly than usual during the prolonged drought. Despite efforts to dig new wells, communities faced significant difficulties—many were unable to locate water even after digging more than 100 meters into rocky terrain. At the time, communities depended on water trucking services provided by PMI, which operated only a few days a week. In the absence of consistent supply, they had to purchase water for daily use, further straining household economies already affected by the loss of agricultural income.

This situation highlighted the need to strengthen community knowledge and capacity in water conservation and management. Furthermore, there remained critical gaps in long-term or sustainable solutions for affected areas. In many cases, communities had to rely on donor assistance or initiate their own fundraising efforts to address these unmet needs.

Protection, Gender And Inclusion

There was a potential increase in gender-based or domestic violence, as frustrations were amplified due to perceptions of insufficient or slow assistance reaching the affected communities. Additionally, vulnerable groups—such as the elderly, disabled individuals, or those with chronic diseases—who were unable to travel to obtain water, were often left unnoticed during distribution activities. To prevent such occurrences, continuous and close monitoring was needed to identify these vulnerable groups and address their needs.

PGI (Protection, Gender, and Inclusion) orientation and refresher training sessions were provided to PMI staff and volunteers through online meetings, facilitated by the PMI NHQ PGI staff. During these sessions, staff and volunteers received basic knowledge and understood the importance of PGI across all services and support provided to the community. However, the implementation of PGI and the quality of reporting varied among the implementing teams. This inconsistency could have impacted the implementation and quality of reporting produced from the field.

Community Engagement And Accountability

Community Engagement and Accountability (CEA) mechanisms were vital during the drought response. The fact that PMI began receiving community requests for clean water through its hotline service demonstrated that communities were actively reaching out for support—not only from the government but also from non-governmental organizations.

Based on coordination meetings, in addition to the established hotline, the use of WhatsApp groups was identified as a preferred method for collecting community inputs and suggestions, given its speed and ease of use. However, volunteers faced challenges in documenting these inputs, as communications often occurred informally and rapidly, making it difficult to consistently capture the information.

Operational Strategy

Overall objective of the operation

This drought operation aimed to address the immediate water needs of 45,000 people across 17 provinces through water trucking activities and the provision of communal and household water storage. All 17 provinces conducted water trucking activities from August to December 2023 and provided clean water daily within the nine-month implementation period. Additionally, the operation aimed to develop community awareness, especially in the health, WASH sector, drought awareness, and preparedness, with integrated PGI and CEA components targeting the 45,000 people reached by the services. To support the implementation, 170 PMI personnel, including staff and volunteers, were deployed to the field to carry out the operation. PMI ensured all mobilized personnel received briefings, sufficient knowledge through orientation or refresher training, insurance, required personal protective equipment (PPE), and debriefing.

As the situation continued to change, further national coordination and assessment took place in December 2023 to revisit the overall objectives of the operation. Based on the assessment report and coordination between PMI across levels, the operation shifted to fulfill immediate and early recovery solutions beyond the six-month implementation period. Early recovery solutions proposed included the rehabilitation of communal water resources and water supporting facilities, livelihood support through cash distribution and training,

and further DRR campaigns that fit the local context. All activities were implemented across eight affected districts, namely Malang, Pamekasan, Jembrana, Buleleng, North Lombok, West Lombok, Kupang, and Alor districts across four provinces in Indonesia, based on the assessment results and findings.

Operation strategy rationale

BMKG highlighted that the prolonged drought season elevated the risk of water scarcity, posing a predominant concern. The absence of adequate water supply placed households in a vulnerable position, subjecting them to potential threats to health, hygiene, and overall livelihoods. The repercussions of this scarcity were severe.

Responding to the forecast information, PMI developed national strategies to mitigate the impact of water scarcity. PMI's national strategies were aligned with and contributed to the National Drought Operation plan and also the local drought operation plan, as PMI was not only providing immediate assistance but also supported drought prevention and awareness campaigns nationwide.

One response option involved the operation of water trucking activities, which entailed the distribution of clean water to communal water tanks. This action ensured that communities gained access to a source of clean water. With 124 units of water trucks, 57 pickup trucks, and 6 operational vehicles supporting at the provincial level, the water trucking activities continued until the end of June 2024 in the four provinces. As of the reporting date, PMI has managed to distribute more than 90 million liters of water to more than thirty thousand people on a daily basis.

This IFRC-DREF operation covered 40 per cent of PMI's nationwide plan. All water trucks and pickup trucks' operational costs for the 6-month distribution timeframe, with the additional 3-month extension, were covered by the IFRC-DREF, along with required supporting costs such as water fees, maintenance, distribution costs, and insurance for 170 volunteers.

Continuing the activity beyond December 2023, PMI extended the operation of 8 water trucks across the targeted area as part of the immediate response to the needs, identifying and rehabilitating existing communal water resources or water supporting facilities in the area. As the operation moved from response phase into the early-recovery phase, the rehabilitation of existing water facilities was needed to maintain sustainability within the area. This was further justified based on the assessment report conducted from December 2023 to January 2024. To maintain sustainability, the second phase of the operation focused on the reconstruction and rehabilitation process (including procurement). Through IFRC-DREF support, materials were procured locally and delivered directly to the construction site. To develop ownership within the community, construction was done and supported by the community in the area, with close monitoring by PMI WASH volunteers and village authorities. By the end of the construction process, PMI provided training and materials to the community on how to maintain the newly rehabilitated water resources or facilities. Therefore, PMI ensured the community had the essential infrastructure for the future while lessening the long-term negative impact of drought. PMI continued to advocate for local authorities to ensure water facilities and irrigation systems were available, well-maintained, and operational even beyond the operation period. Based on the assessment report, several areas had poor water/irrigation systems and poorly maintained water resources. As drought hazard is a recurring hazard, local development plans have to consider this gap to lessen the negative impact of drought.

In the health sector, access to health facilities was unaffected even during droughts, as local Primary Health Centers and hospitals continued to operate throughout the drought season. The local government had implemented mitigation measures to ensure these crucial health facilities received enough water, ensuring uninterrupted health services. Consequently, PMI's immediate focus was not on supplying medical services, first aid, ambulance services, or other health services, given that local health infrastructures adequately addressed these needs. It was identified that extended droughts could potentially disrupt health system deliveries due to water shortages, and PMI focused on ensuring access and availability of clean water was sufficient for the needs of the affected population. This not only provided sufficient water supply for communities but also for essential services like health facilities. As local health authorities amplified their health awareness efforts for communities affected by drought, PMI aimed to support the government in rolling out risk communication initiatives. Emphasizing the importance of safeguarding against health implications caused by droughts, PMI delivered crucial messages on disease prevention and mitigating the effects of acute and chronic illnesses. Such health awareness sessions were integrated during the water distribution, hygiene promotions, and other community engagement activities. PMI planned to mobilize staff and volunteers to convey these pivotal health messages through various means—door-to-door campaigns, social media initiatives, and community gatherings. Moreover, the psychological strains droughts imposed on communities, PMI conducted mental health and psychosocial support (MHPSS) operations, such as providing basic psychological first aid to those in need.

Health promotion activities remained relevant in eight targeted districts. Therefore, PMI in Bali, East Nusa Tenggara, West Nusa Tenggara, and East Java continued to provide health promotion and psychosocial first aid sessions to the community.

Not only in the health sector, but PMI also provided awareness sessions to develop community knowledge and drought prevention actions. In alignment with BMKG and BNPB's instructions to reduce drought impact campaign, PMI conveyed the message through sessions focused on promoting hygiene, sanitation, and water awareness within the community. By imparting knowledge about water management and advocating preventive measures, PMI encouraged the community to take proactive actions in response to the water scarcity issue.

The livelihood sector was not included in the initial plan of action as it was recommended based on the assessment result in January 2024. As part of the new activities, PMI in Malang and Pamekasan districts, East Java identified the needs of livelihood support due to the community in the area being affected by crop failure. Potentially, more than 1,000 small farmers in the area were impacted. However, considering their available capacity, PMI targeted 230 farmer households (or 1,150 people) who fell under the categorization of "petani gurem" or micro farmers. According to the Department of Agriculture, micro farmers commonly own land not larger than 0.5 ha and commonly have a monthly income below IDR 1 million. As micro farmers often had limited access to credits or other support funding due to their limited capacity and resources, PMI supported them by providing livelihood support in the form of conditional cash of IDR 2 million or approximately CHF 118 in one tranche of transfer, which covered 70 per cent of planting costs (on average, based on assessment).

The planting season in Pamekasan and Malang starts every October to November. However, due to the drought situation, the planting season started in December. By March to April, all farmers in the area harvested the crop and stocks. Again, as the micro farmers were heavily impacted by the drought and had limited resources, PMI strengthened their capacity by providing additional support such as farming equipment and tools, seeds, fertilizers, and other operational costs which were used to maintain their crop growth and could be additional resources for the next planting season.

To support the activity, PMI identified 16 markets in Pamekasan and 34 markets in Malang district with more than a hundred vendors available in the area. Fertilizers, farming equipment and tools, and other supporting materials were available, and stocks remained uninterrupted in the area.

Livelihood support was delivered through the Indonesian Post money order modality. As PMI NHQ had an MoU established already, no procurement process was required to select an FSP in the operation.

Livelihood orientation and training were provided to the selected farmers or beneficiaries as conditional terms to receive the cash support. Livelihood materials were designed to fit with the local development plan or campaign such as alternative crop cultivation and proper irrigation systems. This was based on initial coordination with the local authority. Money order distribution took place by mid-June, while post-distribution monitoring took place by the end of June 2024.

Targeting Strategy

Who was targeted by this operation?

The target areas for intervention in the operation involved an analysis of weather forecasts provided by BMKG, specifically focusing on days with projected absence of rainfall. This process aimed to pinpoint regions where drought conditions were anticipated. As of the reporting date, the regions most susceptible to water scarcity, as determined by BMKG forecasts, are Java, Nusa Tenggara, Bali, and the southern segment of Sumatra. Aligned with BMKG categorization, PMI adapted the information as a critical foundation for planning and executing proactive measures to address water scarcity challenges.

In response to the forecasted information, from August until December 2024, PMI strategically concentrated its efforts on areas that exhibited heightened risk. This targeted approach prioritized 17 provinces across Java, Nusa Tenggara, Bali, Kalimantan, and Sumatra, aligning with the forecasted regions of concern.

Continuing the implementation, PMI, with the support from IFRC, deployed one assessment team to review and re-analyze the existing targeting strategy. As the situation kept improving and rainfall was reported in various areas, realigning the operation was vital to ensure the targeting strategy remained relevant to the current context.

After two months of the assessment period, PMI identified eight districts across four provinces (Malang and Pamekasan in East Java province, North Lombok and West Lombok in West Nusa Tenggara province, Kupang and Alor in East Nusa Tenggara province, as well as Jembrana and Buleleng in Bali province) as priority areas still impacted by the drought situation. The assessment team carefully identified the new priority area by triangulating primary and secondary data from the assessment process. Considering the forecast published by BMKG, needs, and impact data analysis, and capacity to respond, the drought operation continued in the eight districts across four provinces mentioned earlier until June 2024.

However, there were no changes applied to operation standards as the operation continued with PMI's and IFRC's minimum emergency operation, including protection, gender, and inclusion standards. The following set of vulnerability criteria was taken into consideration. Every household set to receive benefits from this operation is affected by the drought with limited or no supply of water, while livelihood intervention will target directly impacted farmers and farmers who fall under the "petani gurem" or micro farmer category and meet at least one of the ensuing vulnerability criteria:

• Women who are pregnant or currently breastfeeding
• Households led by females
• Solitary elderly individuals
• Households providing care for a disabled person

Explain the selection criteria for the targeted population

In general, PMI targeted households who were experiencing water shortage and lived in the priority area. In addition to the general criteria, PMI also prioritized vulnerable groups such as households with pregnant or lactating women, female-headed households, households with elderly and children, disabled individuals, and/or persons with chronic diseases.

Total Targeted Population

Women	16,835	Rural	-
Girls (under 18)	5,404	Urban	-
Men	17,230	People with disabilities (estimated)	8.5%
Boys (under 18)	5,531		
Total targeted population	45,000		

Risk and Security Considerations (including "management")

Please analyse and indicate potential risks for this operation, its root causes and mitigation actions.

Risk	Mitigation action
PMI has undertaken to strengthen financial management at all levels (NHQ and branches). SIKAP is a financial system that was developed and integrated at NHQ level to strengthen financial monitoring. There were two DREF operations prior to this current proposed DREF. Documentation gaps in financial reconciliation has been acknowledged by PMI, which needs further strengthening.	For several years, no audit of operations had taken place. Hence, it was proposed that IFRC undertake an internal audit in agreement with PMI, which could help both IFRC and PMI strengthen their financial systems and procedures, and be advised on the mitigation measures, especially since the DREF approval amount had significantly increased. This would also help PMI integrate additional measures as their plan was to implement SIKAP across the branches.
The geographical area affected by drought is increasing day by day with several areas moving from Yellow category to Orange and from Orange to Red. This may influence proposed activities.	Continuous weather and forecast system and identify contingency plan at the national and local level. Expand the targeted area to meet the additional needs with the possibility of escalating the Plan of Action by undertaking detailed assessment.
Within the 2024 implementation period, there are two major event taking place namely Presidential and parliamentary election in February to March 2024 and Eid Mubarak holiday season. The event will have major impact to the implementation rate of the operations as it is a national scale event	The risk was identified and discussed within the implementing team. All activities were heavily planned in April and mid-May 2024 to ensure that by June 2024, PMI could focus on finishing the remaining activities, post-distribution monitoring (PDM), and the lessons learned workshop.
Along with the water scarcity, more and more wildfires reported which will result in poor air quality in the area. This will trigger	Continuous hotspot monitoring system and coordination with Ministry of environment and forestry on the event.

respiratory issue as collateral risk to the community.	
Most community in Indonesia work in agriculture sector. As crop rely heavily on sanitation and water management, water scarcity will impose agriculture productivity that will lead to food security and income generating sector.	A livelihood assessment was conducted to assess the mitigating or early-action factors that could help reduce the impact, Based on the assessment result, early-action protocol could be developed and trigger identified for further imminent or early-action DREF.

Please indicate any security and safety concerns for this operation

There was a risk of volunteers and vehicles carrying clean water being intercepted by the community in drought-affected locations, due to the uneven distribution of humanitarian aid. This could have resulted in conflict or friction between RCRC personnel and the community. To minimize such incidents, all planned interventions were discussed and coordinated with the community to ensure community engagement and two-way communication.

As of reporting period, PMI volunteers had not experienced such incidents or caused any friction with the community or local authority.

In addition to conflict, volunteers and vehicles were exposed to the risk of road accidents. To ensure the wellbeing of volunteers and staff, all RCRC personnel were insured through a national insurance company.

The National Society's security framework applied throughout the duration of the operation to their staff and volunteers. In case there was a need for deployment of personnel under IFRC security's responsibility, including surge support and integrated PNS, the existing IFRC country security framework applied, and rapid security assessments and analysis were carried out. All IFRC staff, and RC/RC staff and volunteers, were encouraged to complete the IFRC Stay Safe 2.0 e-learning courses.

Some of the operational areas (e.g., Papua and Papua Barat (West Papua)) were categorized under an Orange security phase due to past religious, ethnic, and separatist conflicts. It was advisable to closely monitor the situation, and staff and volunteers were briefed on emergency reactions.

Implementation

Livelihoods And Basic Needs

Budget: CHF 32,845
Targeted Persons: 1,150
Assisted Persons: 2,123

Indicators

Title	Target	Actual
# people reached by Livelihood training and support	1,150	1,700
% household who resumed their livelihood	80	100

Narrative description of achievements

Mobilization of Technical Support and Field Teams

To kickstart the Cash Voucher Assistance (CVA) implementation, PMI mobilized experienced, cash-trained staff from Grobogan District, East Java. These personnel provided technical support and daily monitoring for a duration of two months in the targeted districts of Malang and Pamekasan. This ensured strong operational oversight and consistency in implementation.

Capacity Building for CVA Implementation Teams

A five-day CVA orientation was conducted from 12–17 May 2024 for newly formed CVA teams in both districts. Each team consisted of 15 volunteers trained to manage the entire CVA cycle, including beneficiary data collection and validation, distribution, monitoring, and post-distribution monitoring (PDM).

Beneficiary Identification and Verification

Following the orientation, CVA teams began collecting beneficiary data starting with secondary information provided by village heads. The first batch of the beneficiary list was submitted on 24 May 2024. These data sets were reviewed and analyzed with support from PMI NHQ's Disaster Management division and the IFRC Disaster Risk Management Team, and then incorporated into the PMI CVA system, known as the Cash-Based Intervention Ranger or CBI Ranger.

To ensure transparency and community participation, PMI Malang and PMI Pamekasan published the preliminary beneficiary lists for public review over a three-day period. Feedback from communities and local authorities was gathered to address data discrepancies and update beneficiaries' status. Revisions were made accordingly, and the final beneficiary lists were approved and endorsed by the communities by 18 June 2024.

Beneficiary Card Distribution and Community Socialization

After finalizing the list, PMI distributed beneficiary cards to all selected households on 22 June 2024. During this event, CVA socialization sessions were also held to explain cash literacy, intervention objectives, encashment dates and locations, and the overall encashment process. These sessions ensured that beneficiaries were fully informed and prepared for the next steps in the intervention.

Livelihood Support and Local Authority Engagement

As part of the CVA socialization, livelihood materials were also distributed to targeted micro-farmers. In coordination with local agricultural authorities, guidance was provided on mitigating the impact of drought. Recommendations included the rehabilitation of water sources (e.g., boreholes and water reservoirs), ensuring availability and affordability of fertilizers, and adopting alternative drought-resilient crops such as chilies and groundnuts. A total of 425 micro-farmers participated in these sessions, enabling them to make informed decisions on how to best use the cash support.

Cash Transfer through Postal Service

In partnership with the Indonesian Postal Service, money orders were issued based on the approved beneficiary list. Each money order contained IDR 1,200,000 (approximately CHF 71), an amount calculated to support basic agricultural inputs such as seedlings, fertilizers, and insecticides for micro-farming plots of around 250 m^2. The distribution and encashment of money orders took place from 26–28 June 2024 at designated post office branches in both districts.

Post-Distribution Monitoring (PDM)

Post-distribution monitoring was conducted from 29–30 June 2024 with 225 randomly selected beneficiaries. Findings revealed that 51 per cent of the funds were spent on WASH-related items like pipelines, water containers, and buckets—demonstrating a strong link between water access and agricultural activity. The remaining 49 per cent of funds were used for livelihood inputs such as fertilizers, seeds, farming tools, food items, or to settle debts. Notably, 100 per cent of the surveyed beneficiaries reported using the cash support for income-generating activities, validating the effectiveness and relevance of the intervention.

Lessons Learnt

• Pre-disaster MoU between PMI and Pos Indonesia: The pre-established Memorandum of Understanding (MoU) between PMI and Pos Indonesia significantly expedited the implementation process, particularly by reducing lead times for distribution and improving coordination. This demonstrates the importance of pre-arranged partnerships to enhance operational efficiency during emergencies.

• Community Appreciation for Cash Assistance: The community expressed gratitude for receiving cash assistance, as it provided them with greater purchasing power and the flexibility to prioritize their specific needs. This underscores the value of cash-based interventions in allowing affected populations to make decisions based on their individual circumstances.

• Continuous Capacity Building for CVA: Ongoing capacity building for Cash and Voucher Assistance (CVA) at the branch and provincial levels is essential for maintaining and enhancing knowledge and skills. This ensures that local teams are well-prepared to manage CVA interventions and supports the goal of localization, where operations are driven by local capacity.

• Peer-to-Peer Learning: Mobilizing experienced staff and volunteers to mentor less-experienced branches proved effective in ensuring smooth and successful implementation. The peer-to-peer learning approach not only facilitated a more efficient intervention but also

helped build capacity at the local level. As a result, volunteers from Pamekasan and Malang are now better equipped to support future CVA operations in other areas.

Challenges

• Beneficiary Data Verification: The beneficiaries' review process took longer than expected due to discrepancies in data and beneficiary status. Although available secondary data was somewhat reliable, a door-to-door validation process was necessary to ensure accuracy and appropriateness of support.

• CVA Partnership and Coordination: The MoU between PMI and the Indonesian Post Office expired in May 2024. Although both parties agreed to renew the partnership during a coordination meeting in April 2024, where both of the organization agreed to continue and extend the collaboration and cooperation for another 2-year. Extension contract was signed on 18 May 2024. The Eid holiday season caused delays in communication and decision-making. Additionally, personnel turnover at PT Pos required further time for orientation and rebuilding communication. To ensure alignment with the existing agreement and IFRC procurement standards, IFRC conducted a review of the contract and its processes.

Health

Budget: CHF 17,804
Targeted Persons: 20,000
Assisted Persons: 329,677

Indicators

Title	Target	Actual
# of people reached with health promotion as a response to an emergency by community-based volunteers	20,000	329,677
# of people who receive mental health and psychosocial services in the response period from RCRC	500	135

Narrative description of achievements

Health Promotion Activities

Health promotion activities were actively carried out in Bali, East Nusa Tenggara, and East Java provinces. These were conducted through two primary methods: face-to-face sessions held at community halls and schools across the targeted areas. The sessions provided essential information on disease prevention, particularly focusing on dengue fever, malaria, and respiratory infections (ISPA). A total of 14 sessions were conducted, reaching 1,340 individuals (630 males and 710 females), with the support of 23 dedicated volunteers.

Digital Health Promotion and Mass Media Outreach

In addition to in-person engagements, PMI Bali expanded its outreach by utilizing social media platforms such as Instagram and YouTube to deliver health promotion messages. These efforts targeted children and teenagers, focusing on topics such as maintaining a healthy lifestyle, staying hydrated during drought and extreme heat conditions. Further, PMI Bali conducted two televised sessions on Bali TV, discussing the Red Cross' role during drought seasons and in broader emergency and disaster contexts. Through these combined efforts —digital and mass media outreach—PMI Bali succeeded in reaching approximately 327,480 people in Jembrana District and Denpasar City, ensuring widespread dissemination of life-saving information.

Psychosocial Support (PSS) Capacity Building and Field Activities

To build capacity in PSS, an online PSS orientation was conducted from 12 to 15 February 2024. The training targeted staff and volunteers across the four targeted provinces, with 55 participants completing the online sessions. Following the training, a dedicated team of 15 trained volunteers per district facilitated PSS sessions in the field. These sessions were integrated into water distribution and health or hygiene promotion activities to avoid prolonged standalone sessions, ensuring community participation remained high and the delivery was efficient and coordinated.

Lessons Learnt

• Combining Health Promotion with PSS Sessions: To prevent long sessions for the community, PMI effectively combined face-to-face health promotion activities with PSS sessions. This approach ensured that the community remained engaged without overwhelming them, while addressing both health and emotional well-being.

• Regular Health Promotion for Sustained Awareness: To maintain ongoing community health awareness, it is crucial that health promotion activities be conducted regularly. This ensures that the community continues to receive essential health information, particularly during prolonged crises.

• Customizing Health Promotion Materials: Health promotion materials should be further developed to align with and support local health campaigns and programs led by health authorities. Tailoring content to specific regional needs enhances the relevance and impact of the information shared with the community.

• Replicating Effective Health Promotion Practices: PMI's health promotion activities proved to be both effective and cost-efficient. Based on this experience, the approach can be replicated in other branches to maximize impact while minimizing costs, further promoting community health awareness across a wider area.

Challenges

• Language Barriers: During the operation, materials for face-to-face meetings had to be translated into local languages to ensure clear communication with the community.

• Community Participation: However, it remained a challenge to gather all targeted community members for health promotion activities due to their daily commitments as farmers, fishermen, and traders. As a result, the number of individuals directly involved in face-to-face sessions was lower than expected. Learning from the experience, PMI changed the methods by using mass-media methods.

Water, Sanitation And Hygiene

Budget: CHF 352,310
Targeted Persons: 25,000
Assisted Persons: 27,105

Indicators

Title	Target	Actual
# of people reached by hygiene promotion in the response period	25,000	1,780
# of litres of safe water distributed through RCRC emergency water supply	28,500,000	1,145,000
Number of water sources constructed or rehabilitated (wells with pumps, spring protection, community ponds with filtration)	6	7

Narrative description of achievements

Water Trucking Operations

Throughout the operation, PMI mobilized a total of 126 water trucks, 57 pickup trucks, and 6 gunner trucks to deliver clean water to drought-affected communities. Each truck served three to five distribution sites daily, enabling broad and consistent coverage. Over the nine-month implementation period, PMI successfully distributed a total of 92 million liters of clean water, averaging 2 million liters weekly and reaching approximately 18,284 people per day. In addition to clean water distribution, 1.2 million liters of safe water were distributed, benefiting an average of 3,342 people per day.

Each vehicle was operated by three trained and experienced volunteers (a driver, co-driver, and distribution support), ensuring safety and efficiency. Importantly, no newly recruited volunteers were assigned to vehicle operations due to associated safety risks.

Water Infrastructure Rehabilitation

Beyond water trucking, PMI undertook key infrastructure rehabilitation activities. In Jembrana district (Bali), West Nusa Tenggara, and East Nusa Tenggara, PMI rehabilitated damaged pipelines spanning 3.6 km, 5.6 km, and 0.5 km respectively, benefiting a total of 1,941 people (892 male, 1,049 female). Additionally, PMI restored communal water sources—one in East Java and three in East Nusa Tenggara—providing access to safe water for 1,518 people (723 male, 795 female).

Provision of Communal Water Tanks

To support clean water accessibility, PMI distributed 491 communal water tanks across 17 provinces. These tanks were strategically placed in public and accessible locations such as mosques, schools, government offices, and community halls, benefiting approximately 3,860 people (1,819 male, 2,041 female). Although the initial plan was to distribute 1,000 jerrycans, PMI opted for communal water tanks following field-level assessments and community feedback. This adaptation allowed for easier water quality monitoring and more efficient water distribution.

Water for distribution was sourced exclusively from registered and regulated local water companies, ensuring safety. Daily monitoring of water quality was conducted both at the source and at the community level.

Hygiene Promotion Activities

In parallel with water distribution, PMI carried out 89 face-to-face hygiene promotion sessions across the four targeted provinces. These sessions provided practical, locally relevant materials, including guidance on setting up emergency communal water containers using tarpaulins, a method requested by the community in East Java and later adopted across other regions as a best practice. Additional topics covered included maintaining water container hygiene, covering containers to prevent water-borne diseases, and household rainwater management, particularly in East Nusa Tenggara, where communities had existing knowledge supported by local NGOs.

These sessions reached 1,780 people (705 male and 795 female), equipping communities with essential skills to maintain safe water practices and protect public health during the drought emergency.

Lessons Learnt

• Registration of Fleet for Subsidized Fuel: PMI will register all water truck units and other fleet vehicles to ensure access to subsidized fuel and streamline administrative processes.

• Stocking Critical WASH Items: As mentioned earlier, PMI is planning to stock pipes, water pumps, and water tanks in all regional warehouses to enhance WASH interventions for future responses.

• Exit Strategy and Coordination with Local Authorities: As the operation concludes, PMI is coordinating with local authorities to address ongoing clean water needs in the affected communities.

• Development of sEAP: To mitigate the negative impacts of drought seasons, the development of sEAP is crucial for a faster and more effective response in the future.

Challenges

• Fuel Registration Process: As a non-profit organization, PMI is eligible for subsidized fuel, which can be procured for water trucking and other operations. However, not all water trucks were registered with the National Fuel Company, and the registration process involved a rigid and complicated administrative procedure. This delayed access to the subsidized fuel and affected the efficiency of water distribution.

• Remote Area Logistics: Many of the water resources and pipeline rehabilitation activities were located in remote areas, where the required materials were not available locally. As a result, goods had to be transported from outside the area, leading to delays and increased transportation costs.

• Community Engagement via Mass Media: Due to the nature of the community's daily activities, including farming, fishing, and trading, it was difficult to gather people for face-to-face health promotion sessions. To address this, PMI shifted from traditional face-to-face methods to mass media communication. This approach enabled PMI to reach more than 300,000 people indirectly with health promotion materials.

Protection, Gender And Inclusion

Budget: CHF 6,139
Targeted Persons: 45,000
Assisted Persons: 2,025

Indicators

Title	Target	Actual
# of sectoral or PGI assessments conducted using the PGI Minimum Standards	2	2
# of families caring for vulnerable groups reached by protection, gender and inclusion services	3,000	409
# of people trained on implementing the PGI Minimum Standards	36	205

Narrative description of achievements

PGI Orientation and Capacity Building

As part of its commitment to inclusive and equitable service delivery, PMI conducted a 5-day online PGI (Protection, Gender and Inclusion) orientation for all implementing chapters. The sessions, facilitated by PMI NHQ PGI staff, reached 73 staff and 132 volunteers across 21 provinces, including 31 volunteers from 17 provinces under the DREF operation. The orientation covered key topics such as an introduction to PGI, minimum standards in emergencies, establishing safe environments, child safeguarding (including assessments, tools, and analysis), and reporting mechanisms for concerns.

As a result of the orientation, participants gained a deeper understanding of the importance of identifying the most vulnerable groups and addressing their unique needs. Volunteers also recognized the importance of ensuring that all humanitarian services were accessible to all community members without discrimination.

Assessment of Vulnerable Households

In March 2024, PMI carried out a PGI-focused assessment to identify vulnerable households in the targeted areas. The assessment highlighted specific groups such as elderly individuals, households with children under five, female-headed households, pregnant or lactating women, and families with disabled members. The assessment also uncovered access-related challenges, including limited mobility to reach communal water tanks, specific needs for safe water for treatment or daily consumption, and the lack of basic hygiene items.

Targeted Support to Vulnerable Groups

Based on the assessment findings, PMI tailored its response to ensure inclusivity and accessibility. For households with elderly members, pregnant women, or individuals with mobility constraints, household-level water tanks were distributed to reduce the burden of collecting water from communal sources. Additionally, instead of standard water dippers, PMI installed taps on water tanks to facilitate easier water collection for vulnerable individuals. Hygiene kits—including blankets, liquid soap, toothbrushes, and toothpaste—were also distributed to meet the specific needs of these households.

Data Disaggregation and Monitoring

To strengthen accountability and inclusivity, PMI ensured that all beneficiary data were sex- and age-disaggregated. However, the operation still faced challenges in maintaining consistency in data collection and reporting, highlighting the need for further capacity building and system improvements in this area.

Lessons Learnt

• Ongoing PGI Orientation for Staff and Volunteers: Continuous PGI orientation is essential for all PMI staff and volunteers to maintain knowledge and ensure more effective implementation of PGI principles in their work.

• Dedicated PGI Staff for Integration: Having dedicated PGI staff is crucial to ensure that PGI components are embedded into daily routines and not just focused on emergency or response interventions

Challenges

• Data Inconsistencies: Data inconsistencies remained an issue throughout the operation, affecting the depth and quality of data collected. This challenge hindered the effectiveness of monitoring and reporting processes, making it difficult to track progress and assess the true impact of intervention.

• PGI Awareness: Several staff and volunteers misunderstood the role of PGI as being limited to response activities, leading to the belief that PGI activities could stop once the operation concluded.

Risk Reduction, Climate Adaptation And Recovery

Budget: CHF 0
Targeted Persons: 25,000
Assisted Persons: 25,604

Indicators

Title	Target	Actual
# of people reached by RCRC through disaster risk reduction public awareness messaging and public education campaigns (PAPE).	25,000	25,604

Narrative description of achievements

Disaster Risk Reduction (DRR) messaging was systematically embedded across sectoral activities as part of broader community awareness efforts, rather than delivered through standalone sessions. This integrated approach ensured that communities received critical preparedness information in a practical and accessible manner, particularly through health and hygiene promotion materials.

These materials served as key tools for conveying DRR-related messages, effectively supporting community understanding and resilience-building. Among the key topics disseminated were forecast information—along with guidance on how communities could access and interpret such information—and locally relevant drought preparedness practices. These included strategies based on indigenous knowledge and experience, such as monitoring water resource availability, maintaining livestock through pre-stocking of food and water, and cultivating drought-resistant or alternative crops.

By embedding DRR messaging within ongoing sectoral activities, the operation maximized community reach and reinforced behavior change, thereby enhancing community readiness and reducing the long-term impact of drought-related hazards.

Lessons Learnt

• Early Action and Preparedness: Drought early-action or simplified early-action are needed to lessen negative impact on drought especially in livelihood sector.

• Coordination and Sustainability: Collaborative actions between community, local authority or government and other relevant stakeholders including NGO or private sectors are vital to develop drought contingency plan or sustainable solutions•

Challenges

• Forecast Information Availability: Forecast information or data are not available in certain area. In additions, not all area has forecast information which provided regularly

Community Engagement And Accountability

Budget: CHF 11,051
Targeted Persons: 20,000
Assisted Persons: 206

Indicators

Title	Target	Actual
Methods established to communicate with communities about what is happening in the operation, including selection criteria if these are being used.	3	2
# of staff, volunteers and leadership trained on community engagement and accountability (disaggregated by staff/volunteers/sex).	36	206

Narrative description of achievements

Throughout the operation, PMI actively integrated the CEA component to ensure two-way communication and community participation in the response. All PMI provincial chapters maintained their own hotline services, managed by dedicated staff to receive and address community feedback and inquiries. These hotlines provided a formal and accessible channel for affected populations to raise concerns, ask questions, or provide input on the response activities.

In addition to the hotline services, PMI volunteers—many of whom were members of the communities they served—established WhatsApp groups to maintain continuous communication with affected households. This approach proved to be an effective and culturally appropriate method for real-time engagement, as communities were already familiar with using WhatsApp to interact with local volunteers. These groups enabled PMI to share updates, clarify processes, and respond promptly to community feedback, reinforcing trust and transparency throughout the implementation period.

As a result of these CEA initiatives, PMI registered a total of 110 feedback submissions from the community. Of these, 39 per cent were positive expressions of gratitude and appreciation for the assistance received, reflecting the value and impact of PMI's interventions on the ground. In addition, 20 feedback entries specifically addressed the CVA, offering important insights into the community's experience and helping to inform adjustments to the intervention where necessary.

Overall, the CEA mechanisms enhanced PMI's ability to respond to community needs in a timely and accountable manner.

Lessons Learnt

• Active Community Engagement: Throughout the implementation period, PMI received strong and active engagement from the community. This positive involvement will be continued by the respective PMI chapters, ensuring the sustainability of activities in future interventions.

Challenges

• Limited Experience in Mass Communication: At the beginning of the implementation, PMI Bali had limited experience in conducting mass communication activities involving social media and journalists. This lack of experience required volunteers to rely on technical support from PMI NHQ. This challenge was addressed by mobilizing a CEA personnel from PMI NHQ to provide on-field support, which ultimately helped enhance the local team's capacity to manage these activities effectively.

Secretariat Services

Budget: CHF 40,519
Targeted Persons: 5
Assisted Persons: 0

Indicators

Title	Target	Actual
% of financial reporting respecting IFRC procedures	100	100
# of rapid response personnel support the operation (assessment)	3	2

Narrative description of achievements

Field Assessment and Monitoring

To support the mid-term assessment of the operation, a Surge Assessment Coordinator was mobilized between December 2023 and January 2024. In parallel, the IFRC Asia Pacific Regional Office (APRO) deployed its Operations Coordinator and Information Management Officer to conduct monitoring visits, assess the field situation, and support analysis.

The assessment began in December 2023 with the collection and review of secondary data, including drought forecasts, statistical data, vulnerability mapping, and impact analysis. This was followed by a field assessment conducted in January 2024, with direct support from PMI branches in Bali, West Nusa Tenggara, East Nusa Tenggara, and East Java. Primary data was collected through interviews, observations, and coordination with local stakeholders.

By the end of January 2024, the final assessment report was completed and served as a critical reference for determining the continuation of the operation beyond February 2024. The report confirmed that the drought conditions had significantly impacted multiple regions, justifying the need for continued intervention. These findings underscored the necessity for enhanced preparedness, alert systems, and responsive actions.

Lessons Learnt

• Effective Support from the Assessment Coordinator: The assessment coordinator played a crucial role in supporting the recovery assessment and providing technical assistance to both the field team and NHQ level. By mobilizing surge personnel with relevant experience and familiarity with the local context in Indonesia, the assessment process was conducted smoothly and efficiently.

Challenges

• Limited Surge Personnel Availability: The operation faced challenges due to the limited number of surge personnel available for immediate deployment. This shortage of qualified surge staff affected the speed and efficiency of some operational activities.

National Society Strengthening

Budget: CHF 29,530
Targeted Persons: 170
Assisted Persons: 140

Indicators

Title	Target	Actual
# of volunteers provided with equipment for protection, safety, and support (e.g insurance)	170	140
# of volunteers involved in the response operation	170	360
# Lesson Learn Workshop conducted	1	1

Narrative description of achievements

Volunteer Engagement and Deployment

Throughout the operation, a total of 360 volunteers were registered and actively mobilized to support communities affected by the drought. These volunteers were instrumental in delivering key components of the operation, including water distribution, community engagement, health promotion, and post-distribution monitoring activities. Their contribution significantly enhanced the reach and effectiveness of PMI's humanitarian response.

Volunteer Insurance and Safety Measures

Out of the 360 deployed volunteers, 140 were insured under the National Insurance scheme (Badan Penyelenggara Jaminan Sosial or BPJS), ensuring that a portion of the volunteer workforce received additional protection during the operation. Each volunteer participated in comprehensive briefing and debriefing sessions to clearly understand their duties and responsibilities. Specific security briefings were conducted for volunteers involved in water trucking activities, as some distribution sites were in remote areas with poor road conditions and operational risks.

Support to Mid-Term Assessment

As previously mentioned, PMI personnel from Bali, West Nusa Tenggara, East Nusa Tenggara, and East Java provinces were mobilized to support the Surge Assessment Coordinator during the mid-term evaluation. Their roles extended beyond logistics and data collection—they facilitated field interviews, conducted situational analyses, and contributed to drafting the final report. In addition, PMI staff played a crucial liaison role by coordinating between the assessment team and relevant stakeholders at the local level. This collaboration ensured the assessment was comprehensive and informed further operational decisions.

Lessons Learnt

• Stocking Critical WASH Items: In response to field needs, PMI is considering adding pipes, water pumps, and water tanks to all regional PMI warehouses. These items are deemed essential for WASH interventions in areas affected by drought, wildfires, floods, and even earthquakes.

• Development of Simplified Early-Action Protocols (sEAP): To mitigate the impact of drought, PMI plans to develop sEAP for East Java, Bali, West Nusa Tenggara, and East Nusa Tenggara, which are the primary target areas. Additionally, a sEAP for wildfire response is being considered for West Kalimantan, East Kalimantan, and South Kalimantan provinces.

Challenges

• Volunteer Insurance Eligibility: Some PMI branches responded to the drought season prior to the start of this DREF operation, resulting in certain volunteers not being eligible for insurance coverage under the operation. This created gaps in the insurance coverage for personnel already engaged in early response activities.

• Long-Term Water Scarcity Solutions: While the primary objective of this operation was to provide immediate support to the affected communities, addressing the medium to long-term water scarcity remains a significant gap. The establishment of new pipelines or water resources was needed to tackle the ongoing water scarcity issue. However, as the DREF has limitations, such infrastructure developments were classified as recovery activities and could not be covered under the operation.

Financial Report

Selected Parameters			
Reporting Timeframe	2023/9-2025/3	Operation	MDRID026
Budget Timeframe	2023/9-2024/6	Budget	APPROVED

DREF Operation

FINAL FINANCIAL REPORT

Prepared on 25/Apr/2025

All figures are in Swiss Francs (CHF)

MDRID026 - Indonesia - Drought

Operating Timeframe: 06 Sep 2023 to 30 Jun 2024

I. Summary

Opening Balance	**0**
Funds & Other Income	**580,079**
DREF Response Pillar	580,079
Expenditure	**-440,202**
Closing Balance	**139,877**

II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items			**0**
PO02 - Livelihoods			**0**
PO03 - Multi-purpose Cash		34,787	**-34,787**
PO04 - Health	17,804	4,727	**13,077**
PO05 - Water, Sanitation & Hygiene	385,155	256,942	**128,212**
PO06 - Protection, Gender and Inclusion	6,139	4,737	**1,402**
PO07 - Education			**0**
PO08 - Migration			**0**
PO09 - Risk Reduction, Climate Adaptation and Recovery		34	**-34**
PO10 - Community Engagement and Accountability	11,051	10,890	**161**
PO11 - Environmental Sustainability		7	**-7**
Planned Operations Total	**420,148**	**312,124**	**108,024**
EA01 - Coordination and Partnerships	89,883	82,442	**7,440**
EA02 - Secretariat Services	40,519	20,681	**19,837**
EA03 - National Society Strengthening	29,530	24,955	**4,575**
Enabling Approaches Total	**159,931**	**128,078**	**31,853**
Grand Total	**580,079**	**440,202**	**139,876**

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Please explain variances (if any)

CHF 580,079 was allocated from the IFRC-DREF for PMI to respond to the identified needs. By the end of the operation, the total expenditure recorded was CHF 440,202, which represents 76 per cent of the budget spent. The left balance of CHF 139,877 will be returned to the DREF pot.

As explained in the previous section, this operation underwent several situational and operational changes throughout the implementation period. Consequently, discrepancies between the initial operational plan and the final report occurred—not only from an operational standpoint but also from a financial perspective, particularly regarding budgetary variances. The main discrepancies are

highlighted below:

1. Overspending

• WASH: The budget was initially intended to cover all WASH-related relief items, including water fees, pipes, nails, wood, and water tanks. However, by the end of the operation, some operational costs—such as fuel and maintenance for water trucks—were charged to this budget line instead of the "Transport & Vehicle Costs" budget. As a result, overspending occurred.

• Distribution and Monitoring: An expense of CHF 35 was recorded under the distribution and monitoring cost, even though it was not originally budgeted. This expense was related to document delivery from the branch to the provincial PMI office. Due to coding discrepancies, it was incorrectly charged to distribution and monitoring, whereas it could have been charged to office costs.

• Travel: There was an overspend of CHF 3,383 due to the mobilization of additional personnel as surge support. These personnel provided technical assistance in assessment, planning, monitoring, reporting, and overall project management at the branch level.

• Financial Charges and Other General Expenses: Overspending was also recorded under these budget lines. The expenses were related to bank charges and the procurement of facial masks for the water distribution team. Due to coding discrepancies, these costs were charged to their respective budget lines, although they could have been more appropriately allocated to office costs or the WASH budget.

2. Underspending

In general, underspending was due to situational and programmatic changes in the field. As the drought situation de-escalated within four months of the implementation period, the targeted area was reduced from the original plan to only four provinces. Consequently, the following underspending was recorded:

• Teaching Materials: Due to coding discrepancies, no expenses were charged to this budget line, even though teaching materials were produced and distributed to beneficiaries. Instead, the costs were charged to Information and Public Relations.

• Transport and Vehicle Costs: Underspending occurred because operational costs related to water truck fuel and maintenance were charged to the WASH budget instead. Additionally, the number of operating vehicles (e.g., water trucks, pickup trucks) was significantly reduced as the situation improved by December 2023. Therefore, the allocated budget was not fully utilized.

• Personnel: Similar to transportation costs, the personnel budget was underutilized due to the reduced scale of operations.

• Workshops and Training: Initially, workshops were planned to include all 11 targeted provinces to gather lessons learned. However, as only four provinces continued with the full drought response, only five provinces participated in the lessons learned workshop in person, while the remaining provinces joined online. This resulted in budget underspending.

• Office Costs: This budget line was not fully utilized because several office-related expenses were instead charged to distribution and monitoring, financial charges, and other general expenses. Additionally, the budget was originally designed to cover operational costs for 24 branch and provincial offices. With the reduced operational scale, only four provincial and eight branch-level PMI offices were covered by DREF funding.

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