Lesson Learned Document

Integration of Protection, Gender, and Inclusivity (PGI) in Anticipatory Action – Indonesia

Project Context

Anticipatory action (AA) is a set of actions to prevent or mitigate potential disaster impacts before a predicted shock or acute effects are felt. It is increasingly recognized as a critical solution to reducing the impacts of climate change and extreme weather events[1]. Another definition of AA is a smart way to move from response to anticipation of potential crises when it is possible to forecast a disaster. Evidence shows that AA can be fast, economical, inclusive, dignified, and resilient – complementing traditional humanitarian responses[2] .

Plan Indonesia and PSBA UGM[3], supported by Plan International UK, developed an AA framework for flood control with the integration of PGI in Wowong village, Lembata district, Nusa Tenggara Timur province, Indonesia. The project emphasized the recommendation of the ASEAN framework on AA for mainstreaming gender and social inclusion into the building blocks of anticipatory action[4] , which are: 1) accelerate the collection and use of gender, age, and disability disaggregated data (GADDD) in combined information systems for disaster responsive social protection (DRSP) and AA; 2) mainstream gender equality and social inclusion into plans, flexible program design, operations, and delivery mechanisms; 3) ensure that pre-arranged and flexible finance for anticipatory action and DRSP are gender-responsive and inclusive; 4) enhance monitoring and evaluation, learning, evidence, and sustainability; and 5) institutionalize multisectoral concerted efforts.

[1] https://www.ifrc.org/document/operational-framework-anticipatory-action-2021-2025#:~:text=Anticipatory%20action%20is%20a%20set,before%20acute%20impacts%20are%20felt.

[2] https://www.preventionweb.net/understanding-disaster-risk/key-concepts/anticipatory-action

[3] PSBA UGM = Center of Disaster Studies, Gadjah Mada University Yogyakarta

[4] Policy brief: Strengthening gender equality and social inclusion in disaster responsive social protection and anticipatory action in ASEAN

Project Location

According to the National Disaster Index, Lembata is part of the red zone hazard[5], an isolated island with several potential hazards such as earthquakes, tsunamis, volcano eruptions, floods, landslides, and drought. The volcano eruptions occurred on 29 November 2020[6] , while the Seroja Cyclone occurred on 3 April 2023, and flash floods and landslides on 4 April 2021 resulted in 10 affected villages needing to be relocated to another area[7].

Based on the geographical setting of the study area, Wowong Village is classified as a flood-prone area. The Flood Susceptibility Index of Indonesia showed that Wowong Village is included in the medium to high flood-prone area. Wowong Village is a fluvial-marine plain surrounded by hilly to mountainous topography. The specific geography of Wowong Village may trigger flood hazard occurrence due to the high energy of water that flows downwards during the rainy season. DIBI data shows severe flooding in 2021, causing over 5.861 people to be impacted in Lembata district[8]. Local media reports that at least 4.022 people evacuated, the remaining 2.882 people self-evacuated, and 224,23 ha were affected by flooding. The Regent of Lembata District said there were 10 flood-affected areas, including Wowong village and others[9].

[5] https://inarisk.bnpb.go.id/BUKU-RBI-2022/files/basic-html/page198.html

[6] https://bnpb.go.id/berita/Erupsi%20Gunung%20Ili%20Lewotolok,%20Sebanyak%202.782%20Jiwa%20Mengungsi

[7] https://www.kompas.id/baca/nusantara/2021/04/15/15-desa-di-nusa-tenggara-timur-segera-direlokasi

[8] https://inarisk.bnpb.go.id/pdf/BUKU%20IRBI%202022.pdf

[9] https://kumparan.com/florespedia/terdampak-bencana-695-rumah-warga-di-lembata-siap-direlokasi-1vXVNldfhHd/full

Study Objectives and Limitations

The study aims to capture and compile the lessons from the PGI integration process in the AA framework development in Wowong, Lembata district, which will be used for future improvements. The lessons are also expected to provide insights for other organizations with similar contexts and cultures to consider PGI essential in designing and implementing AA.

Several conditions limit this study: 1) The project scope is limited to identifying the trigger mechanism of floods in Wowong village. It has not covered the whole area of river streams of floods. 2) The project does not include pre-arranged and flexible financing, which affects the limitation in pointing out the learning of the PGI in this specific stage. 3) Major information was primarily obtained from primary data from several interviews.

Methodology

Data collection approaches were conducted through desk review for secondary data and key informant interviews for primary data in October – November 2023. The documents for desk review include the AA framework document, risk and impact assessment, and stakeholder meeting notes. The key informants consisted of staff members of PSBA UGM and Plan Indonesia, the Wowong village head and village officials, and the 93 peoples of community representatives. Interviews were conducted using a structured question to gather information on how PGI aspects were identified and considered in the AA framework.

The information is analyzed using a narrative analysis, highlighting the respondents' individual stories and essential aspects of their stories to

Fig. 1. Primary data collection through interviews in Wowong village.

resonate with the topic. The qualitative analysis method focuses on interpreting human experiences in implementing AA and their motivations by looking closely at the stories told. The study uses generic theory as an affirmative for the hypothesis on mainstreaming gender and social inclusion into AA of ASEAN frameworks with additional protection perspectives.

Findings

1. The gender, age, and disability disaggregated data (GADDD) in one crucial AA building block: risk information, forecasting, and early warning system. In past disaster experiences, the communities had difficulties understanding the purpose of the risk information and required translation services provided by the Meteorological and Climatology Agency (BMKG). Access to the application that provided risk information was also limited to smartphone users, whereas mobile phone users could only receive information via short message services (SMS). This limitation may result in increased confusion among the public, reducing awareness of disaster information notifications, thus leading to minimum protection measures that can be taken to anticipate the events. The project established differentiated information on flood risks for different groups of communities in Wowong village. Using segregated data from community groups, specific meetings were arranged with young people, the elderly, disability groups, and village leaders to explain flood risks in the village. Different types of easy-digest explanations were required for each group since the particular groups had rarely been involved in risk dissemination. It furthermore led to increased necessary resources and time allocation. The Wowong village has 3 hamlets (smaller neighborhood settlements) where different groups of vulnerable life. Each hamlet has its structural governance, led by the hamlet lead, who reports to the village head.

   Seasonal weather forecast information is available through BMKG News and can be accessed via a mobile application. At the

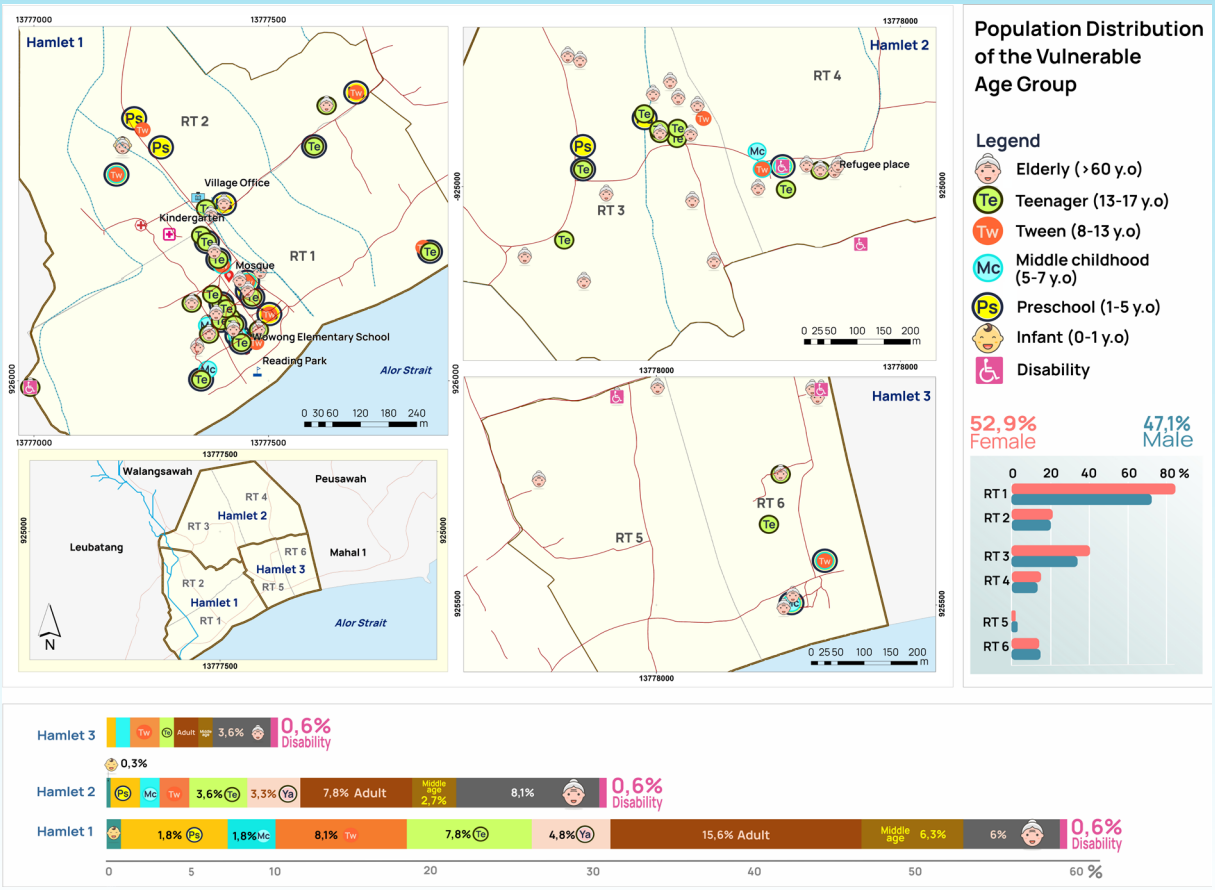

Fig 2. Map of Vulnerable Age Group Distribution

same time, 10 (ten) days of weather forecast information that can be used for preparedness action is available through the website. BMKG needs to issue and distribute information and High Seas Warnings, analyze and forecast tropical cyclones, and issue and distribute early warnings about their impact on mainland and coastal communities in Indonesia. Based on the experience of the Seroja tropical cyclones that affected Lembata in 2020, the BMKG has issued a warning of tropical cyclone forecasts. However, the flow of risk information to disaster management agency (BPBD), media, and different groups in the community still has a gap, where anticipatory practices can not be activated. Based on the cyclone forecast, the community has no further information on how to protect themselves and their livelihoods.

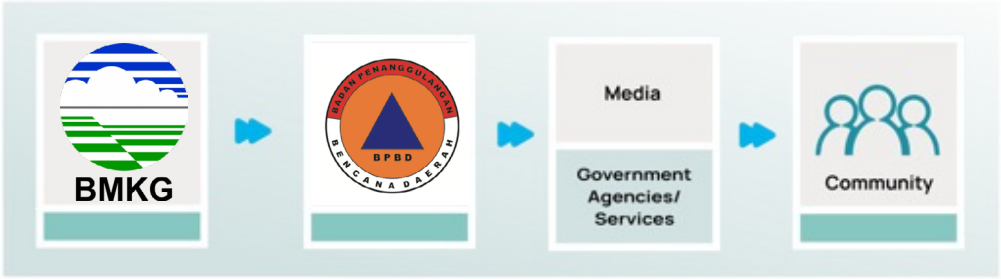

Fig. 3. Traditional early warning dissemination

The project introduced a simple, low-tech early warning tool for community use in tracking rain intensity, called Sipendil, which allows the community to activate the agreed trigger threshold for anticipation practices. The young people have a significant role in this early warning, such as monitoring rain intensity, formulating and disseminating brief warning information to different groups of people in the community, and co-leading in action to anticipate the potential impact of flood events. While warning information flows quite long and is difficult to digest, signals from the tool can be shared with different community groups and seek verification information from official governments or media.

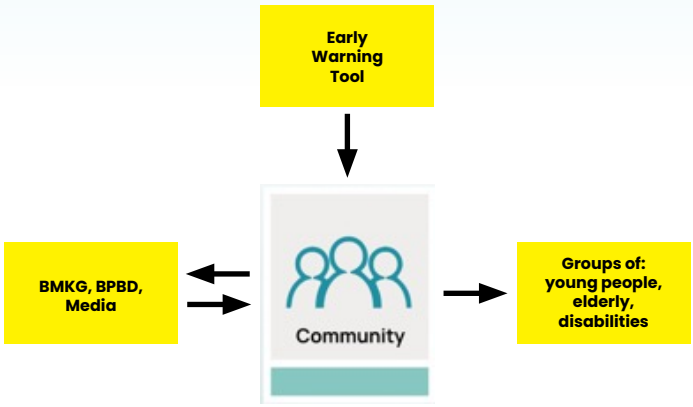

Fig. 4. Proposed early warning dissemination

2. Mainstreaming gender equality and social inclusion into AA plans, design, operations, and deliveries. The groups of youth, women, disability, and elderly are the most common excluded groups in any planning in the village. Furthermore, design and its delivery are the responsibility of village leaders, who are mostly man-dominated. The Wowong village has preparedness capacity through a disaster risk reduction program facilitated by Plan Indonesia in 2018, which promoted the broad engagement of different groups of communities. It was demonstrated in the previous Seroja cyclone that hit the village in 2021; all villagers were safe and protected with minimal loss. The community carried out the flood adaptation strategies, including:

- raising doors,
- securing household furniture on shelves or cupboards,
- preparing essential documents and securities in a particular folder and
- social adaptation strategies with residents being prepared when heavy rain is > 2 hours.

Fig. 5. Early warning tool and briefing to the community

The project reinforces the engagement of different community groups to current new village leaders since the early stages, from capacity building to risk identification and information, early warning system development, and identification anticipation measures. Among other full-spectrum AA interventions, the mainstreaming of PGI in AA plans is highlighted below:

Sector	Preparedness (> 7 days)	Readiness (3-7 days)	Early Action (1x24 hour)
Protection	• Early warning monitoring and setup information management shared with different groups. • Evacuation plan, prioritize and safe route setting up, easy to access also by elderly, disabled, pregnant women, and lactating women infants and children. • Setting up a feedback mechanism accessible to all community members.	• Ensuring important personal (particularly children, elderly, women, and disabled) kits and family documents are safe in place and are ready to go during evacuation. • Collect data on potentially affected people and ensure the disaggregated sex, age, and disability (SADD).	• The AA Team agreed on the village's emergency status based on warnings from rainfall monitoring and river water board monitoring, verified by BMKG. • TSBD and "Linmas" (community/ neighborhood protection guards) inform the village of emergency status and ask residents to evacuate immediately. • Evacuation is carried out using Pick-ups for the elderly, children, pregnant women, sick people, and people with disabilities.

Health	• Developed emergency health services, which protect the health needs of groups, particularly children, pregnant women, lactating women, the elderly, and people with disabilities. • Data collection of survivor's severe illness by sex, age, and gender. • Developed isolation protocol, facility, and equipment available in evacuation centers or sister village mechanisms to respond to the needs during Pandemic such as COVID-19	• Data collection of survivor's severe illness by sex, age, and gender . • Ensure isolation protocol, facility, and equipment available to respond to the need during a Pandemic such as COVID-19	• Medical personnel conduct health check-ups for children, pregnant and lactating women, and the elderly but also monitor people with certain situations to support either health services or MHPSS. • Survivor's severe illness monitoring and updating by sex, age, and gender. • Monitoring the availability of health equipment and medicines at the evacuation center or sister village mechanism • Ensure isolation protocol, facility, and equipment available to respond to the need during a Pandemic such as COVID-19

Education	• Identify and document the SADD number of students and teachers needing education services in the evacuation. • Ensuring the provision of emergency education protocol during evacuation or sister village mechanism.	• Coordinate between village authority and school teachers and check education data to determine the SADD number of students and teachers who will need education services in the evacuation and emergency response period, including if there is damage to the school and equipment so that it requires temporary educational service facilities and support for age-appropriate school kits.	• Do an emergency curriculum in the evacuation period in the evacuation center or sister village mechanism • Age-appropriate school kits distribution and MHM support for girls. • Activated action plan links to school settings and education activities days before the predicted impact

Identifying and understanding protection risks, especially for vulnerable groups such as children, pregnant and lactating women, elderly, and disabled, are key steps in AA planning. Risks such as gender bias in roles and responsibilities and limited acknowledgment of young people and women's capabilities are commonly practiced within the community. Therefore, it is essential to have strategic intervention on gender and inclusion as part of AA project activities.

Considering disabled people as a disgrace to families is another huge gap in social inclusion, including those who are poor and low-educated. Extraordinary efforts should be made throughout the project to ensure these groups are included in the AA protocol. Capacity building for disability groups on essential activities in AA can boost their meaningful participation.

Future Goals

AA plans rely on up-to-date information such as lists of beneficiaries for cash distribution, contact details, contracts, and weather predictions. AA plan should be updated to remain current and relevant at activation . While the humanitarian response is activated after a crisis, the AA approach can anticipate the impact and avoid suffering and cost delays. The PGI integration into AA will strengthen the principles of risk management on 1) inclusivity – where different groups at risk are protected and anticipated prior crises; 2) meaningful participation – different groups have voices to speak and be heard in the full spectrum of AA; 3) do no harm – where AA plans, delivery, monitoring, and evaluation adhere to human rights to feel safe and protected without further risks: 4) strengthen collaboration and partnership – AA needs to be implemented by different government line ministries, across sectors, and by subnational governments in partnership with community and private sector actors. AA plans are unlikely to be successful if they sit only within disaster management departments .

Plan International and its partners promote the continuous monitoring of the AA plan implementation for three phases: preparedness, readiness, and early action, led by youth and community groups. Seeking the effectiveness and efficiency of pre-arranged financing to implement the AA plan under local funding opportunities, with multisectoral partnership at a very local level to the national.

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[10] https://anticipatory-action-toolkit.unocha.org/framework/