



EMERGENCY RESPONSE TO EARTHQUAKE IN WEST SUMATRA

Final Report

**Grant No. DFD-G-00-10-00004-00
Awarded by USAID's Office of Foreign Disaster Assistance**

October 9, 2009 – March 9, 2010

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I. PROGRAM OVERVIEW AND PERFORMANCE

Country/Region:	Indonesia
Proposal Submission Date:	October 8, 2009
Program Title:	Emergency Response to Earthquake in West Sumatra
Program Duration:	5 months ¹
Start Date:	October 9, 2009
End Date:	March 9, 2010

Program Targets

Total Number of Individuals Affected in the Targeted Area: Approximately 2.5 million²

Total Number of Beneficiaries Targeted: 4,000 households³ (approximately 20,000 people)

Total Number of Internally Displaced Person (IDP) Beneficiaries Targeted: 0

Table 1: Sector Objectives

Sector:		Logistics/Relief Commodities
Objective:		Targeted earthquake-affected families receive adequate and appropriate non-food items and potable water
Dollar Amount of Grant:		\$499,988
Number of Beneficiaries Targeted		20,000 individuals (4,000 households)
Number of IDP Beneficiaries Targeted		0
Geographic Area(s)		Earthquake-affected areas of Indonesia – Padang City and West Sumatra Province
Sub-Sector:		Non-Food Items (NFIs)
	Indicator (A)	• Total Number of Non-Food Items (NFIs) distributed, by type
	Indicator (B)	• Total USD cost of Non-Food Items (NFIs), by type
	Indicator (C)	• Total Number of beneficiaries receiving Non-Food Items (NFIs) by type, in compliance with Sphere standards
Sub-Sector:		Transport (air/land/sea) - Water
	Indicator (A)	• Total USD cost of transport, by type (commodities or personnel)
	Indicator (B)	• Number of kg of commodities (by commodity type) transported, by transport type (land/sea/air)
	Indicator (C)	• Total number of flights/trips provided for commodities

¹ Grant period according to grant agreement was October 9, 2009 to December 9, 2009. On December 4, 2009, OFDA acknowledged ARC's request for a no-cost extension for an additional 3 months.

² Initial assessments following the September 30th and October 1st earthquakes in West Sumatra estimated that 1.25 million people were affected. This number was referenced in the ARC proposal. Later assessments estimated a higher number of affected persons – approximately 2.5 million. Reference Operations Update #12 on the West Sumatra Earthquakes from the International Federation of the Red Cross and Red Crescent, dated April 29, 2010. <http://www.ifrc.org/docs/appeals/09/MDRID004OU12.pdf>

³ Original estimate per ARC proposal.

Program Results

Total Number of Beneficiaries Assisted: 31,037 families (approximately 155,185 individuals)

Total Number of Beneficiaries Receiving NFIs: 6,837 families (34,185 individuals)

Total Cost of NFIs distributed: \$192,896.66 (not including transportation or other associated costs)

Total Number of NFIs by type:

16,000 Units as:

Baby Kits:	1,000
Family Kits:	5,000
Sarongs:	10,000

Total Number of Beneficiaries Receiving Water: 24,200 families (121,000 individuals)

Total Cost of Transport of Water: \$126,486

Amount of Water Transported by Land: 2,420,000 liters

Total Number of Trips for Water Delivery: 605

II. PROGRAM BACKGROUND

On September 30 and October 1, 2009, two earthquakes measuring 7.6 and 6.8 on the Richter scale occurred off the coast of West Sumatra. Nearly 1,200 people died as a result and 1,798 people were injured. More than 250,000 houses were damaged, and about 80% of local government buildings collapsed. Infrastructure in the region was badly affected, including schools, hospitals and health centers, as well as roads and water networks. Resulting fires and landslides added to the damage.⁴

RED CROSS RESPONSE

The Indonesian Red Cross (*Palang Merah Indonesia*, PMI) responded to the disaster using its own resources, supplemented with support from the International Federation of Red Cross and Red Crescent Societies (IFRC) and other national Red Cross and Red Crescent societies around the world. The IFRC launched a 12.9 million USD appeal to support PMI for 12 months of assistance to 20,000 families. That assistance provided food and basic non-food items, temporary shelter, health services, water/sanitation/hygiene promotion, organizational development and communication support to PMI. Using private funds, the American Red Cross (ARC) contributed in-kind relief items valued at more than \$400,000 to the IFRC appeal. Additionally, ARC received a grant from USAID's Office of Foreign Disaster Assistance (OFDA) to support PMI's emergency relief efforts.

The goal of the OFDA program was to support the PMI's relief efforts to assist the earthquake-affected population in West Sumatra, Indonesia with distributions of emergency non-food relief items and water. The ARC-OFDA program was initially expected to support the provision of emergency relief to 4,000 households (20,000 people). Needs were determined through community and field-based assessments. Four types of assistance were ultimately provided under this program:

1. Baby kits to 1,000 families (1,000 individual infants);
2. Family kits to 5,000 families (25,000 individuals);
3. Sarongs to 5,000 families (10,000 individuals);
4. Water to 24,200 families (121,000 individuals).

See Tables 2 and 4 for details on the distribution of this assistance to beneficiaries.

⁴ Reference Operations Update #12 on the West Sumatra Earthquakes from the International Federation of the Red Cross and Red Crescent, dated April 29, 2010. <http://www.ifrc.org/docs/appeals/09/MDRID004OU12.pdf>

III. PROGRAM ACTIVITIES

RELIEF

- Sector:** Logistics/Relief Commodities
- Objectives:** Targeted earthquake-affected families receive adequate and appropriate non-food items and potable water:
1. 1,000 baby kits
 2. 5,000 family kits
 3. 10,000 sarongs
 4. 2,420,000 liters of water
- Beneficiaries:** The project will reach a minimum of 4,000 households (20,000 people)
- Geographic Areas:** Earthquake-affected areas of Indonesia – Padang City and West Sumatra Province

ARC assistance under this program was treated as a coordinated part of the multi-donor IFRC Emergency Appeal that was issued in response to the earthquakes. ARC-supported objectives reflect overall program objectives for the IFRC in specific sectors.

Under this grant, ARC supported procurement of IFRC-standard relief items and the distributions of these items to beneficiaries, as well as the provision of potable water through tankering and assistance to the Padang Municipal Water Authority, *Perusahaan Daerah Air Minum* (PDAM). To cover costs associated with procurement, management and distribution of commodities, ARC provided a sub-grant to PMI, and ARC's teams in Jakarta and Banda Aceh supported PMI's operation over the life of the grant. Additionally, ARC set up a small office in Padang for this program.

ARC's Padang team consisted of a team leader, finance officer, relief officer, fleet supervisor, maintenance officer and driver. One of ARC's local engineers specializing in Water and Sanitation also joined the Padang office to conduct a field assessment to identify and coordinate water and sanitation interventions. In late October 2009, ARC deployed one Disaster Management Delegate from Washington to Padang for one month to provide technical assistance, along with monitoring and evaluation support.

The Padang team was responsible for day-to-day management and operations. The ARC Banda Aceh team provided logistics, HR and finance support, while the ARC Jakarta team facilitated coordination between ARC, PMI's headquarters, and other partners. In addition to supporting the grant, ARC staff supported other complementary aspects of the response, including coordinating with TRAKINDO, the Indonesian Caterpillar subsidiary which provided a forklift used in the warehouse where OFDA-supported and other NFIs were stored, and the Cinnamon Company, with which ARC arranged an in-kind contribution of warehouse space.

Indonesian Red Cross Sub-award

Under this grant, ARC provided a \$315,210 sub-award to PMI to support the relief program. The sub-award covered NFI procurement and distribution costs, as well as program management, dedicated personnel, program staff travel, warehousing, handling and transport of goods, volunteer mobilization, equipment, supplies and materials.

Needs Assessment and Beneficiary Selection

At the outset of the disaster, PMI mobilized volunteers to conduct a rapid assessment of needs, which was followed by an in-depth assessment at the sub-village, village, sub-district and district levels. The most affected areas were identified as Padang City, Pariaman City, Padang Pariaman District, Agam District and Pesisir Selatan District. This program concentrated on providing support to beneficiaries in these areas.

Beyond initial assessments, PMI continuously assessed the impact of the earthquake in order to identify the most vulnerable beneficiaries according to need. The PMI General Selection Criteria, based on criteria recommended by the IFRC, for Non-Food Items (NFIs) are:

1. NFIs are exclusively for the families affected by a certain disaster
2. NFIs are distributed per family not per individual⁵
3. NFIs shall be prioritized for economically disadvantaged families or those families in which livelihoods were disrupted
4. NFIs shall be given to families who lost homes and/or lost of essential household items (PMI also allocates support based on whether housing damage is heavy, severe and light.)
5. NFIs shall be considered only if identified as one of the critical gaps
6. Intensive needs assessment, analysis and re-validation shall be done before deciding on a NFI distribution

The various assistance packages were defined by PMI's standard relief items, and allocation decisions were made by the PMI with support from IFRC. The PMI worked with their Chapters and branches in affected areas to confirm beneficiary lists and distribution schedules for those to be assisted under this project. Changes were made in response to both changing needs (assistance received from other organizations) and the arrival schedule of goods from multiple sources.

Procurement

Upon consultation with vendors, PMI determined that ordering the relief items under this grant as originally envisioned could lead to delays. As noted in Informal Update #1 (October 25, 2009), in order to expedite bringing relief items to the disaster area, rather than procure new stock, ARC decided to allow PMI to use the grant to reimburse the cost of stock already purchased and warehoused in Surabaya and Jakarta – stock identical to what was slated for purchase – and to arrange transport from those warehouses to Padang. In doing so, ARC estimates that it saved 3-4 weeks over the time direct procurement might have taken.

Relief Distribution

Family Kits

Target: 5,000 earthquake-affected families in the provinces of West Sumatra have basic emergency assistance through provision of a “Family Kit.”

PMI determined that family kits were needed to replace lost household items. PMI had a standard contents list for their family kits. See Table 3 for all of the contents of the family kit. The OFDA grant covered the cost of 5,000 family kits. The ARC-PMI team distributed these in 3 municipalities.

Baby Kits

Target: 1,000 earthquake-affected families with infants in the provinces of West Sumatra have the basic emergency assistance to care for those infants as provided through provision of a “Baby Kit.”

⁵ Given this criterion, PMI only recorded beneficiary data on heads of households and estimated that each family had five members.

PMI has an internally defined standard Baby Kit for relief responses. This consists of disposable diapers, cleansing wipes, a towel, baby clothes, baby soap, baby shampoo, baby powder, cajuput oil, baby lotion, and a baby carrier. Subsequently all baby kits were distributed to 1,000 families, including the families targeted above, in 5 municipalities.

Sarongs

Target: 5,000 earthquake-affected families in the provinces of West Sumatra can attend to their basic need for clothing through the provision of “Sarongs.”

Given that many families had a need for basic culturally acceptable and versatile clothing, PMI distributed 10,000 sarongs in 5 municipalities. Each family received 2 sarongs.

Table 2: Beneficiary Statistics – Non-food Items⁶

District	Sub-districts	Villages	Baby Kit		Family Kit		Sarong		Total		
			Families	\$0.96/unit	Families	\$35.55/unit	Families	\$1.42/unit (x2/family)	Families	Persons	Cost
Kota Padang	9	13	483	\$461.40	1,469	\$52,217.27	1,200	\$3,410.57	1,469	7,345	\$56,089.24
Kabupaten Padang Pariaman	6	7	450	\$429.88	1,606	\$57,087.09	1,751	\$4,976.58	1,751	8,755	\$62,4793.55
Kota Pariaman	3	7	35	\$33.44	180	\$6,398.31	391	\$1,111.28	391	1,955	\$7,543.03
Kabupaten Agam	4	4					567	\$1,611.49	567	2,835	\$1,611.49
Kabupaten Pesisir Selatan	3	6	18	\$17.20			914	\$2,597.71	914	4,570	\$2,614.91
Delivery location not recorded			14	\$13.37	1,745	\$62,028.01	177	\$503.06	1,745	8,725	\$62,544.44
5	25	37	1,000	955.29	5,000	177,730.68	5,000	14,200	6,837	34,185	\$192,896.66

Under this grant, PMI provided each targeted beneficiary family in Kota Padang with a family kit, and the first 1,200 families received 2 sarongs funded by this grant. The remaining target population received sarongs funded by other donors. Beneficiary families in Kota Padang with babies also received baby kits. This grant provided NFIs for a total of 1,469 families in Kota Padang, with the composition of the overall relief package varying slightly.

Also under this grant, PMI provided beneficiary families in Kabupaten Padang Pariaman and Kota Pariaman with family kits and 2 sarongs, and baby kits to those with babies. The additional sarongs accompanied family kits supplied by other donors. In Kabupaten Agam and Kabupaten Pesisir Selatan, the sarongs (and baby kits) accompanied NFIs supplied by other donors.

During the first few days of distribution following the earthquake, initial relief distributions supported under this grant were mixed with assistance supported by other donors, and PMI did not initially track distributions by individual donor. So, although the NFIs were distributed in hard-hit areas, the exact distribution points of some of the supplies funded under this grant are not known. The problem was corrected so that locations and family numbers could be recorded.

⁶ Baby kit, family kit, and sarong unit prices are rounded.

Table 3: ARC-OFDA Indonesia Non-Food Item Assistance Packages

Baby Kit	Family Kit	
		
<p>Disposal Pampers Cleansing Wipes Towel Baby Clothes Baby Soap Baby Shampoo Baby powder Cajuput Oil Baby Lotion Baby Carrier</p>	<p>Plastic Tarpaulin Rope Jerry can Pail Mattress Mosquito Nets Candles Matches Sandals Soap</p>	<p>Cooking Pan Frying Pan Bowls Forks Spoons Knife Wooden Spatula Can opener Drinking Glasses</p>

Potable Water

Target: 24,200 earthquake-affected families in the provinces of West Sumatra gain access to potable water.

ARC supported the emergency restoration of city water services by providing a 30 KVA generator and five water pumps. These were consigned to PMI, which in turn provided them to the Padang Municipal Water Authority (PDAM). After the emergency phase, the pumps were returned to PMI for contingency stockpiling. Working through PMI, ARC also provided PDAM with 100 portable water containers (2,000 liters). On joint assessments, PDAM, PMI, and ARC identified installation points within Kota Padang based on the assessed need.

To service the water containers, ARC and PMI also established a temporary water trucking program in Kota Padang. Over two months (November and December), ARC rented five trucks to transport water to beneficiaries lacking access to safe water following the earthquakes. PMI's Emergency Response Water and Sanitation teams provided the water in November, while water was supplied by PDAM's source in Pisang in December. PMI and PDAM provided technical support, water source, coordination and planning. Between 60 and 90 liters were distributed per day for a total of 2,420,000 liters over the two month period, benefiting an estimated 121,000 people.

ARC also supplied PMI with 230 water containers (2,000 liters) to be installed in public spaces like health clinics, schools and community facilities identified by PMI and the IFRC to support PMI's temporary shelter program.

Table 4: Beneficiary Statistics – Potable Water Delivered

Province	Municipality	Village	No. of Families received water	No. of Persons received water
West Sumatra	Kota Padang	13	24,200	121,000



OFDA-funded water tank receiving a water distribution

Monitoring and Evaluation

The ARC-PMI team developed a Monitoring and Evaluation plan to cover program activities. Regular meetings with PMI staff, coordination meetings with IFRC and partner national societies; and participation in cluster coordination meetings were part of the general monitoring effort. The project team worked with the ARC logistics, finance, and administrative teams and the PMI procurement department to ensure valid document available for pre-existing goods to be able to reimburse them accordingly. For the NFI distribution operations, written records were completed of all transport, warehousing, handling and volunteer support provided. ARC's Padang office worked closely with PMI distribution teams, and PMI headquarters staff and ARC delegation staff were present to observe distributions at all 37 villages in 5 targeted districts of NFIs covered under this program.

IV. PROGRAM CHALLENGES

Due to the broad area affected by the earthquake, some of the initial response overlapped with other organizations in some areas targeted by PMI. Once the cluster coordination meetings were under way, the relief distributions were much better coordinated and there were fewer instances of the same beneficiaries being targeted for the same services by more than one organization.

Likewise, during the initial days of the grant, PMI did not track distributions by donor. Several distributions consisted of various NFIs supported by different donors (all NFIs were IFRC and PMI

standard). ARC worked with PMI and the IFRC to ensure that separate tracking was established for later distributions of NFIs supported under the OFDA so that numbers of families supported and locations could be tracked.

After the earthquake, some areas were isolated due to landslides that buried the main roads – the only way to access particular villages by land. In order to reach intended beneficiaries, PMI and IFRC used helicopters to transport relief items. Air operation required more resources and better planning.

Heavy rainfall that followed the earthquakes also affected the relief team's ability to reach beneficiaries by making some roads impassable and interrupting air operations at a critical period. This resulted in cancelled flights and some delays in reaching the most remote areas.

Vendors of relief supplies and water tanks near the affected site reported their required lead time for orders as being 2-4 weeks; ARC and PMI were committed to responding to beneficiaries needs quickly. In the case of the relief supplies, ARC and PMI decided to use supplies available in PMI's stock. For the water tanks, ARC had to switch vendors in order to ensure that orders could be fulfilled quickly.

The PMI West Sumatra chapter had not handled such a large response in the past, so the chapter was initially overwhelmed by the magnitude of the required response, as well as by the involvement of so many other local and international organizations and resultant coordination needs. PMI's headquarters in Jakarta mobilized trained volunteers to support the chapter in conducting assessments, relief distribution, volunteer management, health and psycho-social support, and water sanitation from neighboring chapters and branches. To ensure effective performance under the OFDA grant, ARC supported needed capacity-building of the chapter including the mobilization, operational cost, and establishment of a financial system by providing financial support and technical assistance

V. SUMMARY

Following the earthquakes that devastated Padang and the surrounding areas in West Sumatra on September 30th and October 1st, the American Red Cross partnered with the Indonesian Red Cross to respond to the needs of the affected people. With the support of USAID's Office of Foreign Disaster Assistance, ARC and PMI were able to provide non-food items to 34,185 people in need and provide water to 121,000.