

# EMERGENCY APPEAL



International Federation of Red Cross and Red Crescent Societies  
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## INDONESIA (ALOR ISLAND): EARTHQUAKE

Appeal no. 25/2004  
22 November 2004

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

### In Brief

**THIS EMERGENCY APPEAL SEEKS CHF 517,246 (USD 445,372 OR EUR 341,515) IN CASH, KIND, OR SERVICES TO ASSIST 4,000 OF THE MOST VULNERABLE HOUSEHOLDS (20,000 PEOPLE) FOR THREE MONTHS**

**CHF 100,000 HAS BEEN ALLOCATED FROM THE FEDERATION'S DISASTER RELIEF EMERGENCY FUND (DREF)**

*(Click here to go directly to the attached Appeal budget.)*

All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

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

- In Indonesia: Irman Rachman, Head of DM Division, Indonesia Red Cross Society; phone: +62217992325; fax: +622 179 95188 email: [disaster@palangmerah.org](mailto:disaster@palangmerah.org); Latifur Rahman, DM Delegate, Federation Delegation Indonesia; phone: +622 1791 91841; fax: +622 1718 0905 email: [ifrcid05@ifrc.org](mailto:ifrcid05@ifrc.org)
- In Bangkok: Dr. Ian Wilderspin, Head of Disaster Risk Management Unit; phone +662 640 8211; fax: +662 661 8220 email: [ifrcrh22@ifrc.org](mailto:ifrcrh22@ifrc.org)
- In Geneva: Southeast Asia Desk, Charles Evans/Sabine Feuglet, Federation Secretariat, Geneva; +41 22 730 4320, fax: +41 22 733 0395 email: [charles.evans@ifrc.org](mailto:charles.evans@ifrc.org) or [sabine.feuglet@ifrc.org](mailto:sabine.feuglet@ifrc.org)

*For longer-term programmes, please refer to the Federation's Annual Appeal.*

### The situation

A massive earthquake measuring 7.3 on the Richter scale struck nine sub-districts in Alor Island, East Nusa Tenggara province in Indonesia at 04:26 hours local time on 12 November 2004. The epicentre of the earthquake was located at a depth of 37.8 km, approximately 35 km east of Kalabahi, the main town on the island (8.14 degrees southern latitude, 124.79 eastern longitude; as reported by United States Geological Survey). The rippling effects of the earthquake could also be felt in the neighbouring country of Timor-Leste at its capital Dili; roughly 50 km to the southeast of Alor. Some 683 aftershocks were registered since the earthquake struck; as reported by the Indonesian Meteorology and Geophysics Agency in Kupang.

## Indonesia (Alor Island): Earthquake; Appeal No. 25/2004

By 18 November the death toll had reached 27. A total of 118 people were badly injured during the quake and another 119 suffered lesser injuries. Some 17 people are currently still in hospital. Most have broken bones and bruises after having been caught under collapsing buildings.



*PMI local SATGANA volunteers help a single mother to identify some useful housing materials for further utilisation.*

Physical damage is reported to be extensive. The earthquake caused more than 15,000 households to become homeless out of the total population in Alor of about 36,000. To date many people are still camped outside their houses fearing further tremors. Villagers along the coastline were initially urged to move at least 200 meters inland to avoid a possible tsunami. Of religious buildings affected, 12 collapsed, another 114 are badly damaged, and 38 have sustained minor damage. Three schools were destroyed, 48 sustained serious damage and another 40 show minor damage. Fourteen office buildings collapsed, 86 suffered heavy damage, and another 38 lighter damage. The earthquake also severely damaged 4.1km of the main road, including culverts at certain points between Kalabahi and other sub-districts and at least two points of these sides were blocked temporarily by landslides.

For the first three days, a number of remote communities on the rugged island were cut off with little or no information flow. Travel around the island was very difficult. Local authorities banned all flights (incoming and outgoing) until the afternoon of 13 November due to a minor crack on the Alor Island Airport landing strip. The town power supply was cut off and the only means of communication was by radio. Large tents have been set up outside the main hospital in the city to treat the injured, while water trucking still continues to parts of Kalabahi town.

## The needs

### Immediate Needs

There is an immediate need to provide shelter and to replenish household items. Basic building materials and tools to rehabilitate destroyed dwellings are also required. In addition, it is essential to reinforce the preparedness of the Indonesian Red Cross (Palang Merah Indonesia/PMI) to address any potential disaster and conflict situation in the future. Therefore, the specific immediate needs are to purchase and distribute 3,500 tarpaulin sheets; 500 family kits, and 500 mosquito nets to assist 4,000 of the most vulnerable households, approximately 20,000 people, in nine sub-districts in Alor Island affected by the earthquake.

### Government Action

Regular coordination meetings took place every two days between the District Coordinating Unit for the Management of Disaster and internally displaced persons (IDPs)/Refugees (SATLAK) and all relief agencies in Alor. Following an immediate assessment from 15 November, an initial report was shared by the local SATLAK. Damage to various extents were identified to houses, schools, health centres, religious buildings, office buildings, roads and culverts in the nine sub-districts were found. The worst affected areas were located in the Alor Timur Laut, Alor Tengah Utara, Alor Selatan and Teluk Mutiara sub-districts of Alor Island.

To date, the assistance provided by various government units at different levels comprises:

- assessment, coordination, relief distribution of rice, noodles, water, and shelter materials were carried out by the local government/SATLAK.
- provision of medicines and mobile medical teams by district/provincial and national health departments.
- Support from the national government, different ministries and business communities:
  - IDR 500 million from the Ministry of Social Welfare.
  - IDR 500 million from National Disaster Management and Coordination Committee (BAKORNAS).
  - IDR 100 million from Bank Artha Graha.
  - IDR 3 million for each homeless family - donation declaration by the national government.

## Indonesia (Alor Island): Earthquake; Appeal No. 25/2004

- national support in kind: 100 platoon tents and tarpaulins and medicine. Further facilitating transport of relief supplies and providing defense support to expedite relief operation, including a hospital ship.
- allocation of emergency items from provincial social departments: five MT of rice, 25 boxes of instant noodles, ten boxes of canned fish, 20 boxes of ketchup and soy sauce, 30 sets of kitchen utensil, four tents (two platoon size and two team size), two generator sets and used clothing.

### Red Cross and Red Crescent Action



*During emergencies our goal is to provide efficient service in a timely manner. PMI was the first team to provide emergency relief in Alor Timur Laut.*

CHF 100,000 was released from the Federation's DREF to support the initial assistance activities. With the support of its Kupang and Bali chapters, PMI was among the first humanitarian agencies to respond to this disaster. Immediate communication was initiated with the District and Provincial Coordinating Units for the Management of Disaster and IDPs/Refugees (SATLAK and SATKORLAK) and hospitals in Alor and Kupang, as well as with district and provincial health authorities. Initial information was shared with the Federation, ICRC, donor agencies and the diplomatic community.

The first relief flight was sent out to the disaster site on 13 November by the PMI and the International Federation; with support from AusAID and USAID, carrying disaster managers from PMI's national office and the Bali chapter, along with body bags, medicines, mosquito nets, a generator and emergency shelter materials for 250 families. A further three chartered flights were required to take emergency shelter and mosquito nets for 1,000

families between 14 and 16 November. Accordingly, an immediate distribution of temporary shelter provisions was carried out for 1,000 families in the sub-districts of Alor Timur Laut and Alor Tengah Utara, 100 mosquito nets and medicine were provided to hospitals and sub-district health centres, body bags were handed over to the local authorities and a further 400 mosquito nets were distributed among vulnerable families living in the malaria endemic zones of these sub-districts.

Currently dozens of SATGANA (PMI field action team) volunteers, together with the members of the PMI national response team (Team KHUSUS), are engaged in verifying data gathered by relevant local government authorities by physically checking on damage and needs, providing the PMI headquarters with continuous updates. The rapid assessment process was expedited through an aerial assessment by helicopter jointly conducted by PMI, the Federation and local authorities. Based on these assessment processes, PMI intends to initiate an emergency distribution with the help of the Federation according to the plan of action outlined in this Appeal. The Federation delegation disaster management unit in Jakarta is working with PMI and the ICRC country delegation to coordinate the logistics of this emergency response (procurement, transportation and storage), and is expected to join the team leading the response operation.



*Verification and registration of the most vulnerable.*

### Other agencies

- Office for the Coordination of Humanitarian Affairs (OCHA) Indonesia: received an appeal for international assistance from the provincial government of Nusa Tenggara Timur; subsequently OCHA Geneva provided a grant of USD 27,000 for the local purchase of relief items and/or logistical support to assist the affected population.

## **Indonesia (Alor Island): Earthquake; Appeal No. 25/2004**

- Medicins Sans Frontieres-Belgium: sent a mobile medical team with medicines to the affected areas.
- World Vision International (WVI): currently undertaking a distribution of food, family kits and kitchen tools to nearly 1,000 families covering three sub-districts. Procurement is being carried out for 500 pieces of tarpaulin.
- Catholic Relief Society (CRS): an assessment is ongoing to determine distribution of 500 family kits.
- the Japan International Cooperation Agency (JICA): conducted an airlift of relief items worth approximately USD 125,000; consisting of 90 tents (for six people), 30 rolls of plastic sheeting, 1,000 plastic mats and 500 blankets.
- the US Embassy: made available USD 50,000 for emergency relief assistance to families affected by the earthquake. The US contribution consists of personal hygiene items, plastic sheeting, jerry cans, cooking utensils, tents and tarpaulins. This contribution is being channelled through USAID, the International Federation, PMI and World Vision Indonesia.
- the Government of Australia: contributed AUD 50,000 (approximately USD 37,200) which is channelled through AusAID, the International Federation and PMI.
- Chinese Government: provided emergency aid worth USD 50,000 to respond to this disaster.

### **The proposed operation**

Based on the available information and the capacity of the PMI chapter/branches, Federation support will focus on two different phases to facilitate delivery of relief supplies to alleviate the suffering of 4,000 of the most vulnerable affected households (approximately 20,000 people) first through the provision of emergency shelter and other non-food items such as mosquito nets and family kits comprising essential household materials, hygiene articles, cooking facilities, mattresses, basic clothing for men, women and children (two sets for each individual) and water containers (20 L); and then to provide, as essential repair items for the rehabilitation phase, string, nails and basic building tools to complement local initiatives of 4,000 of the most vulnerable households (approximately 20,000 people) in the worst affected, most remote areas in Alor Island.

#### **Phase One: emergency response programme: distribution of temporary shelter material (tarpaulin), mosquito nets and family kits.**

Assist a total of 4,000 of the most vulnerable affected households (approximately 20,000 people) through the distribution of 3,500 tarpaulins, 500 mosquito nets and 500 family kits, containing essential household materials, hygiene articles, cooking facilities, mattresses, basic clothing for men, women and children (two sets for each individual), and water containers (20 litres).

#### **Phase Two: shelter rehabilitation programme: distribution of basic building materials and tools.**

Assist a total of 4,000 of the most vulnerable affected households (approximately 20,000 people) through distribution of essential repair items, string, nails and basic building tools to speed up the shelter rehabilitation phase and to complement local initiatives.

### **Objectives and activities planned**

**Objective 1: distribute emergency shelter materials and other non-food commodities comprising: 3,500pcs of tarpaulin, 500 mosquito nets, and 500 family kits to 4,000 of the most vulnerable households in the nine disaster affected sub-districts of Alor Island, East Nusa Tenggara province by 15 January 2005.**

#### **Activities planned:**

- organize purchase and transport 3,500 tarpaulins, 500 mosquito nets, and 500 family kits from Jakarta/Surabaya, business districts to the affected areas.
- carry out door-to-door surveys to select and register people.
- distribute the relief items among 4,000 of the most vulnerable affected households focussing on targeted, affected areas.
- monitor the overall process by PMI and the Federation country delegation through assigned personnel, the local administration, community leaders and others.

## **Indonesia (Alor Island): Earthquake; Appeal No. 25/2004**

**Objective 2: complement local reconstruction initiatives through the distribution of essential building materials and basic tools, to 4,000 of the most vulnerable households in nine disaster affected sub-districts in Alor Island, East Nusa Tenggara province by the last week of February 2004.**

### **Activities planned:**

- organize, purchase and make available basic building and repair tools for 4,000 families (approximately 20,000 people) from Jakarta/Surabaya, business districts of Java Island.
- carry out door-to-door surveys to select and register people.
- undertake distribution amongst the households in the targeted areas.
- monitor the operation by the PMI and the Federation country delegation to safeguard participation, ensure engagement with the local administration, community leaders and affected families.

### **Procurement**

Standard Federation procurement policy will be used for purchasing all proposed relief items. The tendering documents will be shared with the reliable bona fide suppliers and shippers with specific deadlines for making the items available in the target areas, airport or port. Appropriate contractual agreements will be drawn up with penalty clauses applied if necessary to maintain a smooth operation.

### **Duration of the operation**

With the release of CHF 100,000 from the Federation Secretariat DREF, the operation was able to begin immediately. Depending on precise distribution locations, accessibility and other logistical considerations, PMI is expected to complete the operation within three months. Although it is desirable to carry out the distribution in all areas simultaneously, practical difficulties (especially logistical ones due to remote distances), may entail a more consequential approach.

### **Selection of households and project areas**

To initiate the emergency operation, target communities will be selected from different, severely affected locations based on the local authority's list, verified by the PMI team and in close coordination with other stakeholders.

### **Warehousing**

The procured commodities will be delivered by the selected suppliers to PMI assigned personnel for the Alor earthquake emergency response project. Local warehousing will be arranged at suitable locations and where possible it will be provided by the local administration.

### **Transportation**

The most challenging element of the operation centres on the transportation of the purchased goods between the places of origin to final destinations. No direct shipping line is available and due to distance and the remote location, even a chartered ship takes a minimum of six days to reach the Kalabahi port in Alor Island, and then another half to one day to reach other sub-districts. Under these circumstances, PMI will use, as a minimum, charter cargo flights and ships, supported by rented trucks and local boats to transport the distribution commodities from Surabaya Red Cross central warehouse to the final distribution points.

### **Dissemination**

During the emergency response, PMI plans to deliver information on the Red Cross and Red Crescent Principles, the Code of Conduct and activities. Awareness messages on risk reduction measures (for earthquake, malaria and measles) will also be provided to targeted households and to a larger population through publicity materials. Photos of the operation will be provided to the media. Aprons with the PMI emblem will be worn at distribution points and other relevant locations to ensure good visibility.

### **National Society Capacity Building**

Using a revised curriculum, PMI recently completed an advanced training course in disaster and conflict response for Team KHUSUS, and basic disaster management training for Team SATGANA. Some 150 of the best team KHUSUS and SATGANA volunteers participated from all over Indonesia - including East Nusa Tenggara. The

## **Indonesia (Alor Island): Earthquake; Appeal No. 25/2004**

timing of this disaster will allow the volunteers to apply the skills and knowledge acquired in the training in an emergency operation, especially rapid and detailed assessments, formulation of action plans, coordination, basic logistics, beneficiary selection, relief management and standard distribution. The high profile of the national society throughout this operation will be a great opportunity to enrol new volunteers, members and reorganise/strengthen PMI Alor district branch development initiatives.

### **Coordination**

PMI, supported by the International Federation, will coordinate with the ICRC country delegation, national/provincial/district disaster management committees (BAKORNAS/SATKORLAK/SATLAK), UN agencies and other stakeholders to exchange information at all levels of the proposed programme. Upon completion of the operation, a report will be circulated to the local administration and others so that lessons learned are shared to benefit future operations.

### **Monitoring and evaluation**

The operation will be regularly monitored by PMI, with support provided by the Federation delegation. Operational activities will be reflected in the standard International Federation Operation Updates and a final programme report, including a financial report, which will be produced by the PMI/ Federation within 90 days of the project's conclusion. No separate evaluation is planned.

### **Capacity of the National Society**

PMI is the only voluntary organisation in Indonesia with full nationwide coverage and is an important partner for many international organisations as an implementing agency. The society regularly demonstrates its capacity to respond in a timely and effective manner during natural disasters and conflicts (the Jakarta floods in 2002, Papua earthquake in 2002 and explosions in Bali and in central Jakarta in 2002, 2003 and 2004 are all recent examples). PMI's network of 32 chapters and 358 branches, with a large number of volunteers from schools and universities, including doctors other professionals, provide a strong human resource base for disaster management. Further, in recent years, with the backing of the Red Cross and Red Crescent Movement, PMI has invested heavily in basic disaster management and disaster and conflict response, including training and equipping 50 rapid response teams (SATGANAs) throughout Indonesia.

### **Present Capacity of the International Federation**

The Federation delegation in Indonesia comprises a head of delegation, an organisational development delegate, a disaster management delegate, a health delegate, a national disaster management officer, a health programme officer, a finance/administration officer and an office manager. The disaster management delegate with the national officers will provide technical support and advice in all aspects of procurement, logistics and project implementation to the PMI head of disaster management and logistics division and other PMI staff at different levels in close coordination with the ICRC country delegation. Additional support will also be provided, as required, by the International Federation Southeast Asia regional disaster risk management unit and other staff of the Bangkok delegation.

### **Budget summary**

See Annex 1 for details.

Susan Johnson  
Director  
National Society and Field Support Division

Markku Niskala  
Secretary General

**[Budget below; click here to return to the title page and contact information.](#)**

**BUDGET SUMMARY**  
**Indonesia - Alor earthquake**

APPEAL No. 25/2004

TYPE	VALUE	
<b>RELIEF NEEDS</b>	<b>IN CHF</b>	
Shelter & constructions	238,500	
Clothing & textiles	5,000	
Other relief supplies	17,000	
<b>TOTAL RELIEF NEEDS</b>		<b>260,500</b>
<hr/>		
<u>PROGRAMME SUPPORT</u>		
Programme support (6.5% of total)	33,621	
<u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u>		
Distribution and storage	8,000	
Transport and vehicle costs	133,000	
<u>PERSONNEL</u>		
Expatriate staff	15,000	
National staff	23,100	
<u>ADMINISTRATIVE &amp; GENERAL SERVICES</u>		
Travel & related expenses	9,025	
Information expenses	5,000	
Administrative & general expenses	30,000	
<b>TOTAL OPERATIONAL NEEDS</b>		<b>256,746</b>
<hr/>		
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>		<b>517,246</b>
<hr/>		
<b>LESS AVAILABLE RESOURCES (-)</b>		<b>0</b>
<hr/>		
<b>NET REQUEST</b>		<b>517,246</b>
<hr/>		