



EUROPEAN COMMISSION  
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

## **Emergency Humanitarian Aid Decision**

**23 02 01**

Title: Emergency assistance to the victims of the earthquake of 27 May in Java, Indonesia.

Location of operation: INDONESIA

Amount of Decision: EUR 6,500,000.-

Decision reference number: ECHO/IDN/BUD/2006/04000

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### **Explanatory Memorandum**

#### **1 - Rationale, needs and target population.**

##### 1.1. - Rationale:

On Saturday 27 May 2006 at 05:54 local time (26 May 2006, 22:54 GMT), an earthquake with a magnitude of 6.2 on the Richter Scale hit a densely populated area in the Province of Yogyakarta on the southern coast of Java, Indonesia<sup>1</sup>. The epicentre was located at 8.26°S and 110.3°E, approximately 37.2 km south of the city of Yogyakarta, at a depth of 17 km beneath the seabed. The earthquake hit eight districts within Yogyakarta province and the neighbouring Central Java province, severely damaging housing and infrastructure. The two worst-affected districts were Bantul, in the Province of Yogyakarta, and Klaten in the Province of Central Java.

As of 15 June, the earthquake had caused 5,749 deaths. The number of injuries stood at 38,568. The initial national and international response to the earthquake was sufficient to cover most of the life-saving needs. The emergency preparedness measures that had been put in place to assist the population evacuated from areas neighboring the Mount Merapi Volcano (60 km away from the epicenter and in maximum eruption alert status since mid-May) were instrumental in facilitating a successful primary emergency response to the earthquake.

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<sup>1</sup> Source: US Geological Survey , USGS

However, as time progresses and the situation is better assessed, it emerges that the extent of the damage caused by the earthquake is more than double that of the initial estimates: 127,037 houses are completely destroyed, 179,159 have been heavily damaged and more than 250,000 have suffered light damage<sup>2</sup>. More houses will have to be replaced and repaired than in Aceh and Nias at a total cost estimated to be 15% higher than the damage and losses caused by the tsunami<sup>3</sup>. A full registration of people made homeless by the earthquake has not yet taken place, but it is already estimated that at least 1,173,742 people<sup>4</sup> have lost their homes. The overall damage is estimated at 3.1 billion USD by the Government of Indonesia<sup>5</sup>. Total damage and losses are significantly higher than those caused by the tsunami in Sri Lanka, India and Thailand and are similar in scale to the earthquakes of Gujarat (2001) and in Pakistan (2005). As of 13 June 2006 donors had pledged EUR 111 million for emergency and reconstruction assistance<sup>6</sup>.

The scale of the natural disaster was compounded by man-made failures to build earthquake resistant structures. Most of the private homes used low-quality building materials and many public buildings (including schools) also collapsed because of poor building standards. This calls for disaster preparedness measures to be taken into account in the emergency and reconstruction response.

The means deployed by the Government, local organizations and the international community have been considerable, but insufficient to cover the needs of the population once the immediate life-saving phase is over. An important percentage of the affected population is still living under conditions well below SPHERE standards, mainly in terms of shelter and sanitation. In addition, some cases of tetanus and communicable diseases have appeared.

The International Federation of the Red Cross (IFRC) has extended its appeal from EUR 8.2 million to EUR 24 million (54% covered so far<sup>7</sup>). The timeframe has been extended from 8 to 12 months and the number of beneficiaries from 200,000 to 325,000. The United Nations (UN) has approved an emergency response plan for USD 103 million (EUR 80.22 million).

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<sup>2</sup> OCHA situation report 14 of 15 June quoting statistics from BAKORNAS (the National Coordinating Board for the Management of Disaster). BAKORNAS has stated that the data is provisional and will have to be checked by assessments currently being carried out by other Government specialized services. This process is expected to take at least one month.

<sup>3</sup> Preliminary damage and loss assessment. Yogyakarta and Central Java natural disaster. A report by Bappenas, the Provincial and local Governments of D.I. Yogyakarta, Central Java and international partners. June 2006.

<sup>4</sup> According to the Government of Indonesia the average number of persons per household is 4.8. Homeless population consists of those whose houses have been destroyed or are heavily damaged.

<sup>5</sup> Declaration of Minister of Development Mr. Paskah Suzetta on 13 June.

<sup>6</sup> Various sources compiled through internet search by DG ECHO Regional Support Office in Bangkok.

<sup>7</sup> IFRC. Indonesia Yogyakarta Earthquake: Appeal no. MDRID001, Operations Update no. 3 - Focus on the Mt. Merapi Volcano.

## 1.2. - Identified needs:

Following the earthquake, the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) put in place several cluster groups aimed at matching available assistance with existing needs, thus identifying funding gaps in each of the technical sectors of the emergency operation. However, coordination took some time to become effective, mainly because cluster coordinators were not exclusively dedicated to their coordination tasks. It was only two weeks after the earthquake, once the setup had been reinforced with full-time dedicated staff, that relevant data concerning humanitarian needs became available.

The picture that emerges is that needs, and therein gaps in the assistance, are significantly higher than what the rapid assessments carried out the first days seemed to imply. The biggest gaps are in the shelter, the sanitation and the logistics sectors. A more detailed assessment for each of the main humanitarian sectors follows.

### **Shelter and non-food items**

According to the assessments carried out by the Government of Indonesia<sup>8</sup>, at least 1,173,742 people have lost their house as a consequence of the earthquake. The majority of the affected population has decided to stay near their damaged houses (either in family or collective settlements grouping the people from the same village) in order to move into their properties as soon as the rubble is cleared.

On a first phase, the priority is the provision of emergency shelter (tarpaulins, tents and related non-food items), as the 235,000 tents/tarpaulins distributed so far fall short of the requirements. According to the data provided by the shelter cluster group, as of 15 June more than 63,000 tents/tarpaulins were still required for some 335,000 people. These figures do not include the people living in the estimated 250,000 houses that are lightly damaged, although a significant part of them refuse to return home, in fear of further aftershocks. The cluster shelter group membership made a "universal call for more financial support from donors" at the meeting of 12 June. The DG ECHO<sup>9</sup> team deployed in the field reported the same day that "after some visits to the field, no one in the villages observed had enough tarpaulins or tents to cover the needs". The victims interviewed by the DG ECHO team have consistently affirmed that shelter was the very first priority for them.

Further to the immediate need for emergency shelter, transitional shelter for the affected population will be required in a second phase in order to cover the gap between the emergency and the reconstruction phases. An appropriate response would be the distribution of a shelter kit containing construction tools and basic building material, which the beneficiaries can use together with material recycled from their collapsed or damaged houses. In order to prepare for potential future earthquakes, the distribution of shelter kits should be accompanied by technical assistance promoting safe housing and earthquake resistant building techniques.

### **Health**

The emergency health response has been sufficient to address existing needs in the days following the disaster. There is currently a large number of both national and international health staff working in the disaster area which should be enough to cover future health needs. An effective response in the weeks and months ahead will depend more on how well the

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<sup>8</sup> See note 2 above.

<sup>9</sup> Directorate-General for Humanitarian Aid - ECHO.

existing resources are organized rather than on availability of staff, drugs and equipment. Still, some uncertainty remains on the length of the presence of international staff, which may make future planning difficult. The main areas of concern for the immediate future are:

- Ensuring appropriate management of post operative cases sent back to rural communities.
- Providing an appropriate response to a growing number of tetanus cases (18 deaths and 53 people affected as of 15 June) and wound infections.
- Risk of emergence of communicable diseases as a consequence of poor sanitation and subsequent need to put in place an epidemiological surveillance system that can provide early warning.
- Management of unsolicited medical supplies that have been sent to the country. As it occurred in Aceh after the tsunami, unsolicited supplies, which do not form part of the list of specialties used in the country or which are not labeled in a language known to the local health staff, create additional workload if they are to be used or they risk to become medical waste that needs to be managed in an appropriate way.

## **Food**

Access to food seems to be well covered thanks to the efforts of the Government of Indonesia (GoI), the World Food Programme (WFP), national and international NGOs and local solidarity networks. The Government has enough rice supply to provide 10Kg/person/month to 210,000 families during 3 months<sup>10</sup>, although it lacks the transportation means to reach all beneficiaries. The GoI has in addition declared to the local media that it will provide 3,000 Rupiah per person and day (0.25 EUR approx.) for side dishes. In addition, WFP plans to cover 100,000 individuals in June and July.

Reports from the DG ECHO team deployed in the affected area indicate that the food distributed so far seems to have covered the needs in most of the places visited.

In view of the above, this Decision will not target food as a priority sector.

## **Water and sanitation**

Most of the damage and losses in the water and sanitation sector (estimated at IDR 85.6 billion/ EUR 7.25 million) was suffered by private infrastructure in rural areas. Urban water networks and public sanitation infrastructure have not suffered serious damage.

In terms of water supply, shallow wells, which are the source of water for 70-95% of villages, were the most affected structures. The DG ECHO team deployed in the affected area reports three different situations in terms of rural water supply: villages in which some wells were destroyed but others have not been affected and cover the needs of the entire community; villages in which people have reverted to fetch water from wells which were not used for years and which are not well conserved or might not be clean; very rarely, villages in which the destruction has been massive and no well is providing water safe for consumption. In this last case, people have moved and have established their compound near a water point. In remote hilly areas, the degree of destruction of rural gravity fed systems is still not clear.

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<sup>10</sup> OCHA field situation report 14 of 15 June 2006.

While the response to water supply needs has been quite quick and effective through the organization of water trucking by the GOI's Office of Public Works (PDAM) and by International Organizations and NGOs, there is still a need for punctual interventions in areas not covered by this service and where the quantity of water from unaffected wells is not enough to reach SPHERE standards. In addition, there is a need to start rapid well-cleaning campaigns to replace current non cost-effective and unsustainable water trucking supply. This is feasible because, in spite of the scale of the damage caused to houses, it appears that many wells, although filled with debris, remain structurally sound<sup>11</sup>.

There is some concern about the quality of water provided by some of the rural wells. While this was not a problem before the earthquake because the population was used to boil water, there is a need now to ensure the continuity of this practice by providing access to kerosene or wood. Distribution of water containers for storage (jerry-cans or closed buckets) is also needed in order to ensure that families have enough water storage capacity. It is unlikely that the 60,000 jerry-cans and hygiene kits that have been distributed so far will be enough to cover existing needs, as more than 1,100,000 were rendered homeless by the earthquake.

In terms of sanitation the situation is worse. Toilets were inside houses and most of them have been buried by rubble. Where destruction was partial, communities are sharing the toilets unaffected by the earthquake. In the rest of cases, the lack of toilets has led the people to defecate in rivers, streams or open fields, turning sanitation into a real concern because of the sanitary risks implied.

The response required to rapidly improve sanitation is different in spontaneous settlements and in villages. In the former, there is a need for emergency latrines and washing facilities. In the latter, preliminary estimations seem to indicate that most of the damage to toilets has been done to pans, while cesspits have not been greatly affected. This would allow for rapid rehabilitation works that would make toilets functional again in a short period of time. However, the response to sanitation needs has been slow so far. As of 15 June only a few latrines were in the process of being constructed. Current plans from the different agencies involved in the sector include some 5,000 units.

In terms of hygiene, practices among local population before the earthquake were good. There is a need now to provide the materials (soap, brush, buckets, etc.) enabling the affected population to revert to their usual habits.

## **Logistics**

While the reduced size of the affected area makes the logistics of the relief operation relatively straightforward, the logistics cluster group has identified the secondary transport to remote villages (so far ensured by the NGO Atlas Logistique) as a potential funding gap<sup>12</sup>. In addition, the GoI has requested support from the international community (from the International Organization for Migrations/IOM in particular) to ensure the distribution of rice.

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<sup>11</sup> Preliminary damage and loss assessment. Yogyakarta and Central Java natural disaster. A report by Bappenas, the Provincial and local Governments of D.I. Yogyakarta, Central Java and international partners. June 2006.

<sup>12</sup> OCHA field situation report 14. 5 June.

### 1.3. - Target population and regions concerned:

This decision will target 1,173,742 people left homeless by the earthquake of 27 May. The majority of the target population lives in the Districts of Bantul in Yogyakarta Province and Klaten in Central Java Province, where the impact of the disaster was highly concentrated. Together, Bantul and Klaten constitute more than 70% of the total damage and losses. Other major damaged areas include the city of Yogyakarta and three other rural districts in the Province of Yogyakarta<sup>13</sup>. The six most affected districts have a population of about 4.5 million and are very densely populated (over 1,600 persons per square Kilometer in Bantul and Klaten), which explains why the damage was so high in spite of only a relatively small area being affected.

While Central Java is not one of the poorest areas of Indonesia, it is estimated that nearly 880,000 poor live in the affected zone and that an additional 66,000 will fall into poverty and 130,000 might lose their jobs as a result of the earthquake<sup>14</sup>. It is also estimated that 74% of the affected population has remained next to their destroyed houses while the rest has moved either to live with relatives or to small spontaneous settlements (poskos) where people of the same village are grouped.

### 1.4. - Risk assessment and possible constraints:

There are two main risks that could affect the implementation of the Decision:

- A massive eruption of Mount Merapi, located 60 km away from the epicenter, can cause further damage and displacement, overstressing the coping capacity of the organizations providing assistance in the already overcrowded evacuation camps. Merapi is in highest alert status since 13 May, causing daily spew of hot gas clouds, pyroclastic flows and multiphase tremors. Areas of Sleman and Klaten, also severely hit by the earthquake, have been evacuated in an 8 km radius to the south of the volcano, resulting in around 30,000 people displaced. An eruption of hot gases killed 2 people on 14 June. According to the Indonesian Vulcanology Technology Research and Development Center (BPTKK), which is monitoring the volcanic activity with the assistance of an Italian expert, the biggest risk will be the collapse of the 4.3 million cubic meters of the lava dome formed on the top or a big explosion that could release the estimated 30% of lava still inside the cone.
- Lack of interest and funding of the relief effort by the international community after the primary emergency phase might result in organizations currently implementing relief actions withdrawing and thus in an increased gap in the assistance offered to the victims of the earthquake.

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<sup>13</sup> Preliminary damage and loss assessment. Yogyakarta and Central Java natural disaster. A report by Bappenas, the Provincial and local Governments of D.I. Yogyakarta, Central Java and international partners. June 2006.

<sup>14</sup> Ibidem.

## **2 - Objectives and components of the humanitarian intervention proposed:** <sup>15</sup>

### 2.1. - Objectives:

Principal objective:

- To save and preserve the life of the population of Indonesia affected by the earthquake of 27 May in Java, Indonesia.

Specific objective:

- To assist the victims of the earthquake with integrated relief support.

### 2.2. - Components:

This decision will focus on providing access to shelter and water and sanitation for the affected population, as these are the two sectors in which humanitarian needs have been assessed to be the most acute. In addition, punctual actions covering existing gaps in the health and logistics sectors will also be supported. The following actions will be put in place per sector:

#### **Shelter/Non Food Items**

- Distribution of emergency shelter material (tarpaulins, tents).
- Provision of assistance for the population to establish emergency shelter solutions complemented by appropriate shelter-related non-food items (prioritized list still to be established, but could include e.g. rubble clearing tools, mats, etc.)
- Distribution of rubble clearing tools.
- Distribution of basic temporary shelter material (shelter kits) allowing the population to undertake a rapid basic rehabilitation of their destroyed houses.

#### **Water and sanitation**

- Rapid interventions allowing the recuperation of existing infrastructures (shallow wells, latrines, small pump or gravity fed systems).
- Construction of emergency facilities in spontaneous settlements.
- Support and promotion of home water treatment (boiling, chlorinating).
- Increasing the water storage capacity of the families through the distribution of jerry cans.
- Distribution of hygiene kits.

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<sup>15</sup> Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article 110 thereof, and its Implementing Rules in particular Article 168 thereof (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16 September 2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31 December 2002).

Rate of financing: In accordance with Article 169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

## **Health**

- Post-operative care of surgical patients including attention to people having suffered disabilities as a consequence of injuries incurred due to the earthquake.
- Disease early warning system and epidemiological surveillance

## **Logistics**

- Distribution of food and non food items.

### **3 - Duration expected for actions in the proposed Decision:**

The duration of humanitarian aid operations shall be 6 months. Expenditure under this Decision shall be eligible from 27 May 2006.

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.



## 5 - Other donors and donor co-ordination mechanisms.

Donors in INDONESIA the last 12 months						
1. EU Members States (*)		2. European Commission		3. Others		
	EUR		EUR			EUR
Austria	62,000	DG ECHO	15,367,000			
Belgium	1,000,000	Other services				
Cyprus						
Czech republic	174,825					
Denmark	757,373					
Estonia	31,955					
Finland						
France	130,000					
Germany	903,891					
Greece	200,000					
Hungary						
Ireland	500,000					
Italy	655,000					
Latvia	25,000					
Lithuania						
Luxemburg						
Malta						
Netherlands	2,000,000					
Poland						
Portugal						
Slovakia						
Slovenie	125,000					
Spain	500,000					
Sweden	9,407,480					
United kingdom	7,341,641					
Subtotal	23,814,165	Subtotal	15,367,000	Subtotal		0
		Grand total	39,181,165			
Dated : 14/06/2006						
(*) Source : DG ECHO 14 Points reporting for Members States. <a href="https://hac.ec.europa.eu">https://hac.ec.europa.eu</a>						
Empty cells means either no information is available or no contribution.						

## 6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 6,500,000

### 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> <i>To save and preserve the life of the population of Indonesia affected by the earthquake of 27 May in Java, Indonesia.</i>			
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>20</sup></b>
Specific objective 1: To assist the victims of the earthquake of 27 May with integrated relief support.	6,500,000	Provinces of Yogyakarta and Central Java. Indonesia	<ul style="list-style-type: none"> <li>- ACF - FRA</li> <li>- ATLAS</li> <li>- CARE NEDERLAND (FORMER DRA)</li> <li>- CORDAID</li> <li>- CROIX-ROUGE- DEU</li> <li>- CROIX-ROUGE - ESP</li> <li>- CROIX-ROUGE -FICR-IFCR-CH</li> <li>- HANDICAP (FR)</li> <li>- ICCO</li> <li>- IOM</li> <li>- IRC - UK</li> <li>- OXFAM - UK</li> <li>-PLAN INTERNATIONAL UK</li> <li>- WHO - OMS</li> </ul>
TOTAL: 6,500,000			

<sup>20</sup> ACTION CONTRE LA FAIM, (FR), ATLAS LOGISTIQUE, (FR), CATHOLIC ORGANISATION FOR RELIEF AND DEVELOPMENT AID (NLD), CRUZ ROJA ESPAÑOLA, (E), DEUTSCHES ROTES KREUZ, (DEU), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, HANDICAP INTERNATIONAL (FR), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), Interkerkelijk Organisatie voor Ontwikkelingssamenwerking, International Rescue Committee UK, OXFAM (GB), PLAN INTERNATIONAL (UK), Stichting CARE Nederland, WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE

**7 - Budget Impact article 23 02 01**

-	CE (EUR)
Initial Available Appropriations for 2006	470,429,000
Supplementary Budgets	-
Transfers	-
<b>Total Available Credits</b>	470,429,000
Total executed to date (by 19/06/2006)	359,767,000
Available remaining	110,662,000
<b>Total amount of the Decision</b>	6,500,000

**COMMISSION DECISION**  
**of**  
**on the financing of emergency humanitarian operations from the general budget of the**  
**European Union in**  
**INDONESIA**

**THE COMMISSION OF THE EUROPEAN COMMUNITIES,**

Having regard to the Treaty establishing the European Community,  
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid<sup>21</sup>, and in particular Article 13 thereof,

Whereas:

- (1) On Saturday 27 May 2006 an earthquake with a magnitude of 6.2 on the Richter Scale hit a densely populated area in the Provinces of Yogyakarta and Central Java in Indonesia causing 5,749 deaths. The number of injuries as of 15 June stands at 38,568.
- (2) The earthquake has destroyed 127,037 homes, 179,159 have been heavily damaged and more than 250,000 have suffered light damages. It is estimated that 1,173,742 people are homeless.
- (3) Total damage and losses are significantly higher than those caused by the tsunami in Sri Lanka, India and Thailand and are similar in scale to the earthquakes of Gujarat (2001) and Pakistan (2005).
- (4) In spite of the means deployed by the Government of Indonesia, local organizations and the international community, assessments carried out by humanitarian organizations show that there are emergency needs in the sectors of shelter, water and sanitation, health and logistics that remain uncovered.
- (5) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months.
- (6) It is estimated that an amount of EUR 6,500,000 from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to 1,173,742 local population victims of the earthquake taking into account the available budget, other donors-contributions and other factors.

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OJ L 163, 2.7.1996, p. 1-6

HAS DECIDED AS FOLLOWS:

*Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 6,500,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to 1,173,000 people victims of the earthquake of 27 May in Indonesia by using line 23 02 01 of the 2006 general budget of the European Union.
2. In accordance with Article 2 (a) of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
  - To assist the victims of the earthquake of 27 May with integrated relief support.

The total amount of this decision is allocated to this objective.

*Article 2*

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months from their starting date.
2. Expenditure under this Decision shall be eligible from 27 May 2006
3. If the operations envisaged in this Decision are suspended owing to force majeure or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the humanitarian aid operations.

*Article 3*

This Decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission