
ASSESSMENT OF OUTSTANDING SHELTER NEED IN THE CITY OF PADANG: FINDINGS AND RECOMMENDATIONS

2009 – 2010 WEST SUMATRA EARTHQUAKE RESPONSE



This assessment has been coordinated by the Indonesia Shelter Cluster Coordination Team on behalf of the Indonesia Shelter Cluster members, with financial support from Mercy Corps and Oxfam. Please send questions and comments to sc.wj.coord@gmail.com.

Assessment coordinator and report author: Pascal Panosetti

7th April 2010

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iii. Glossary and list of acronyms

- **DALA** Damage and Loss Assessment
- **BPRR** “Badan Pendukung Rehabilitasi dan Rekonstruksi”, a Governmental temporary structure created to coordinate and support the Rehabilitation and Construction recovery process
- **PMI** Palang Merah Indonesia / Indonesian Red Cross
- **LI** Low Income (0 to 1.5 million/month)
- **PwD** Person with Disability
- **Dinas Social** Department of Welfare
- **Kecamatan** Sub-District
- **Kelurahan** Sub of Sub-District
- **Rukun Warga / RW** Community Unit
- **Rukun Tetanga / RT** Neighbourhood Unit
- **Kepala Keluarga / KK** Households

iv. Foreword by the Shelter Cluster Coordinator in Padang, West Sumatra

In response to the West Sumatra earthquake in September 2009, the IFRC deployed a cluster coordination team for the relief phase. This was followed by a second team in January 2010 by focusing on early recovery.

As one of the key functions of a Shelter Cluster is to identify needs, the low level of response in the large urban area of Padang city encouraged the team to organize and conduct this assessment.

In a collaborative approach, Mercy Corps offered to fund the coordinator and Oxfam offered to fund the operational expenses. The Shelter Cluster Coordination Team provided significant human resource support, accommodation, work space, and supervised the process.

It has been an informative exercise to mount a semi-operational project from within the coordination team, demanding considerable energy and resources.

I commend all those who have worked very hard on this project, putting in hours and commitment well beyond a reasonable work expectation.

I am pleased to say that at the time of writing, a draft version of the report has already been used for shelter programming, and that the assessment data has received favorable feedback.

Our special thanks go to Oxfam, Mercy Corps, PMI and Andalus University, as well as to Pascal Panosetti and his team.

Steve Barton
Shelter Cluster Coordinator
Padang, West Sumatra
April 7, 2010

v. Executive summary

In January 2010, Shelter Cluster members requested that the coordination team facilitate an assessment of outstanding shelter needs in the City of Padang, following the earthquakes in late-September 2009 which affected 181,995 households across five districts and two municipalities¹. Roughly a third of the households affected by the earthquakes were located in the City of Padang (69,413), yet a disproportionately low amount of shelter assistance had been allocated by agencies to the area.

The assessment was undertaken over six weeks at the community level by teams of volunteers who interviewed both community leaders and individual households. 2,114 affected households were assessed in 52 Neighborhoods (RT), covering 34 Kelurahan in 11 Kecamatan.

From the 2,114 households interviewed, the main findings from the assessment include:

- 54% of affected households interviewed continue to live in structurally unsafe houses, and that the majority of those in unsafe houses are economically vulnerable;
- there were indications that approximately 40% of the affected households had provided themselves with sufficient **temporary** shelter, while they rebuild or repair their home;
- 75% of the affected households interviewed were deemed to be economically vulnerable, with low incomes of less than 1.5 million (approximately 150 USD) Indonesian Rupiah per month, and have limited resources for repairing and rebuilding;
- few neighbourhoods have any kind of emergency preparedness plans.

The assessment team identified that shelter support remained a priority according to affected households. Recommendations from affected households included assistance towards repairing and rebuilding, as there is little room to build independent temporary shelters in urban areas.

¹ Damage figure source: Damage and Loss Assessment (Government of Indonesia, 2009)

1 Background and purpose

1.1 Background

According to Government figures, 181,995 households were affected² by the earthquakes that struck West Sumatra in September 2009. The City of Padang, which accounted for 69,413 of the damaged houses, had received a disproportionately low amount of shelter assistance in both the emergency and early recovery phases. In January 2010, Shelter Cluster members requested that the coordination team facilitate an assessment in the City of Padang to identify any outstanding shelter need.

1.2 Purpose

The purpose of the assessment was to:

- determine if there remain groups of extremely vulnerable households in need of immediate shelter support and, if possible, to find agencies and donors to assist them;
- gain a clearer picture of the disaster affected households from a humanitarian perspective and ensure that the appropriate government agencies are aware of their situation;
- inform this and future Shelter Clusters, in particular in Indonesia, about this apparent gap in response for the urban population.

2 Methodology

This section outlines the methodology used for the assessment. Further details on the methodology can be found in the annex.

2.1 Selection of the target area

Given the size of the City of Padang, the number of damaged houses³, and the relatively short period to carry out the assessment, an approach was adopted that targeted Community Neighbourhood Units (RT) in a random selection of *Kelurahan* within the 11 *Kecamatan*. The assessment looked at those residing in severely or moderately damaged houses; lightly damaged houses were omitted⁴.

The *Badan Pendukung Rehabilitasi dan Rekonstruksi* (BPRR), responsible for coordinating the Rehabilitation and Reconstruction Recovery Process in West-Sumatra, identified 423 Community Neighbourhood Units (RTs) to be the most heavily damaged. These 423 RTs all had at least 50% severely and moderately damaged houses, corresponding to 15,679 houses. In order to attain a statistically relevant sample of these

² Both severely and moderately damaged, does not include light damage.

³ The Damage and Loss Assessment cited 49,493 damaged houses, with 26,179 being heavily and moderately damaged.

⁴ Lightly damaged houses were categorised as being 'cosmetic damage' by the damage assessors.

damaged RTs, the assessment had to assess at least 10% of the 423 RTs. At the request of the assessment team, the BPRR kindly produced a list of 50 RTs which would provide an accurate sample of The City of Padang. The BPRR team also provided a list of 25 other RTs in the event that some of the initial RTs selected did not meet the assessment criteria⁵.

When selecting the number of RTs per *Kecamatan* to be assessed, the total number of RTs per *Kecamatan* was divided by the 423 RTs identified, and multiplied by the 75 RTs targeted, as per the formula below:

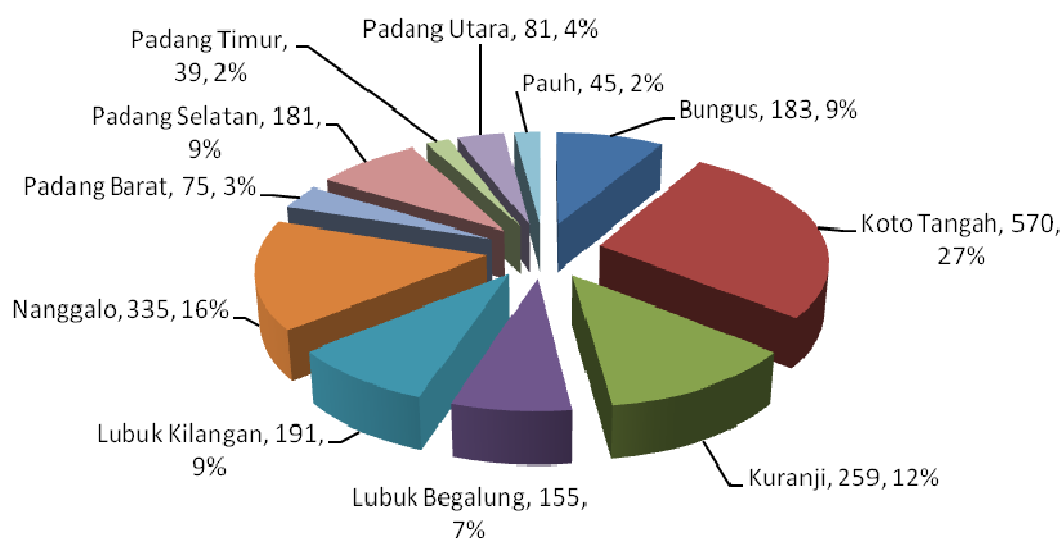
Figure 1: formula used for calculating number of RTs to be assessed

$$RT \text{ per Kecamatan} / 423RT \times 75 RT = \text{Number of RT to assess per Kecamatan}$$

2.2 Target area and number of interview

The assessment was conducted in 52 RTs over 34 *Kelurahan* in 11 *Kecamatan*. 2,114 households were interviewed, encompassing a wide range of socio-economic factors⁶.

Figure 2: number and distribution of 2,114 household interviews per *Kecamatan*



The number and percentage of interviews vary from one *Kecamatan* to another for the following reasons:

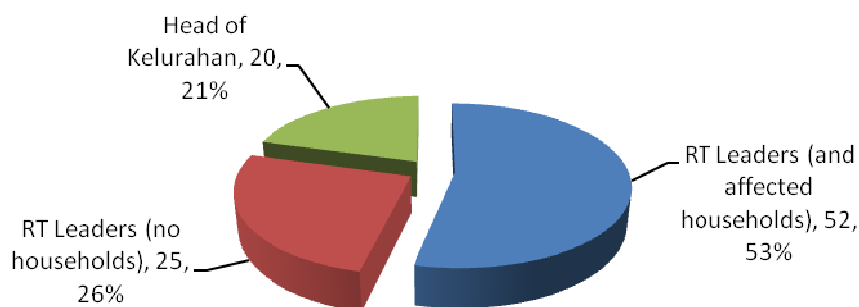
- the total number of RT per *Kecamatan* are different, according to the formula in section 2.1;
- the numbers of households in each RT were different, ranging between 25 and 163;
- the number of families that had fled completely collapsed houses differ in each RT;
- self-recovery efforts varied between areas; and
- in semi-rural areas, especially in *Kecamatan* Koto Tengah, there were severely damaged houses that were vacant before the earthquake.

⁵ The lists also included the poorest *Kelurahan*, as recommended by the Department of Welfare

⁶ See Annex IV: tables of the selected areas and number of interviews

52 RT Leaders including their households were interviewed. An extra 25 RT Leaders were also interviewed in order to gather further general information at the RT Level. Interviews with 20 heads of *Kelurahan* were conducted to gather general information on standard procedures when an emergency strikes. The total for these assessments is shown in the following figure:

Figure 3: number of RT Leaders and Heads of *Kelurahan* interviewed



2.3 Research instrument: questionnaires

Two questionnaires were used. The first, for the RT leader, was to ensure that the RTs selected contained households living in severely and moderately damaged houses. The second was used for the detailed household interview to collect information on the actual living situation of the affected households. The questionnaires were tested prior to the assessment beginning by the Coordination team with two RT leaders and 2 households. Both questionnaires can be found in the annexes.

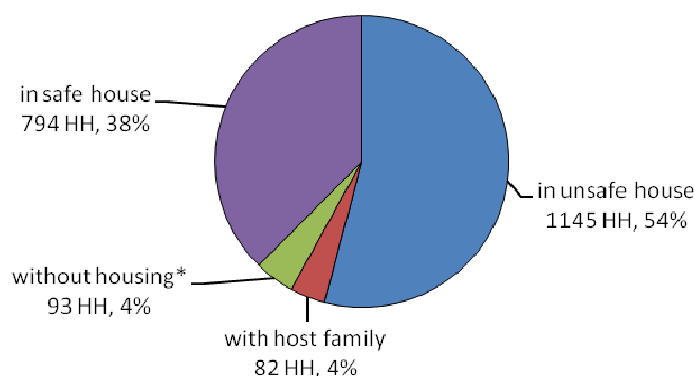
The Questionnaire was comprised of closed questions, as they were appropriate to the objectives and are easier to process. Open-ended questions were employed in a few instances, for example, when the answer was 'other'. The average duration of the household interview was 40 minutes.

3 Findings: living situation of affected households

2,114 affected households were assessed in 52 Neighborhoods (RT) and were found to be living in one of the following four situations:

- **unsafe houses⁷**;
- **host families**;
- **without housing⁸**; and
- **safe housing**.

Figure 4: living situation of 2,114 households



⁷ The assessment team did not have accredited engineering qualifications. As such the definition is an interpretive one, not a technical one.

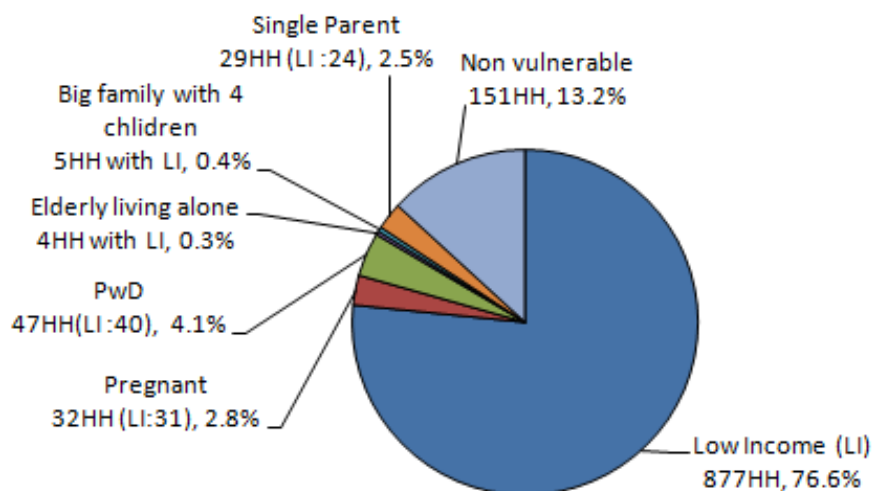
⁸ in tent, communal place, street or T-Shelters

3.1 Unsafe houses

3.1.1 Demographic breakdown for those in unsafe houses

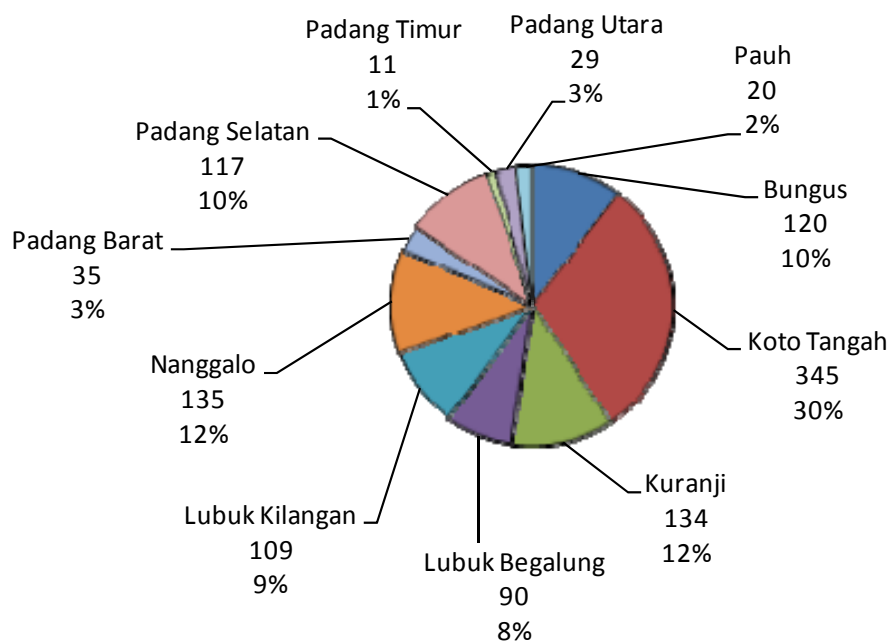
1,145 households are living in unsafe houses, including **877** economically vulnerable and **117** having additional vulnerability, as per the following figure:

Figure 5: number of households and vulnerable living in unsafe house (including those with LI in addition)



3.1.2 Location of those in unsafe houses⁹

Figure 6: number and location per *Kecamatan* of the 1,145 households living in unsafe house



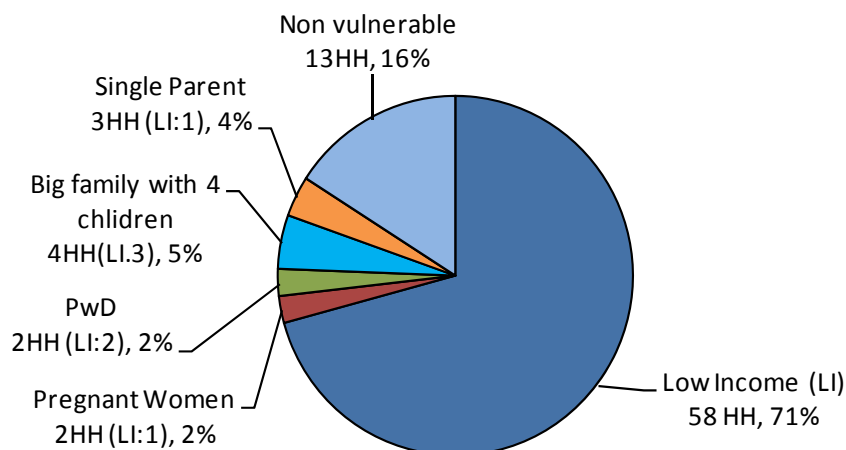
⁹ Note: the percentage is according to the 1,145 households in unsafe houses assessed, therefore not proportional to the number of questionnaire per Kecamatan. Further calculations can be performed on the annex data available on the Google Group (see below).

3.2 Host families

3.2.1 Demographic breakdown for those in host families

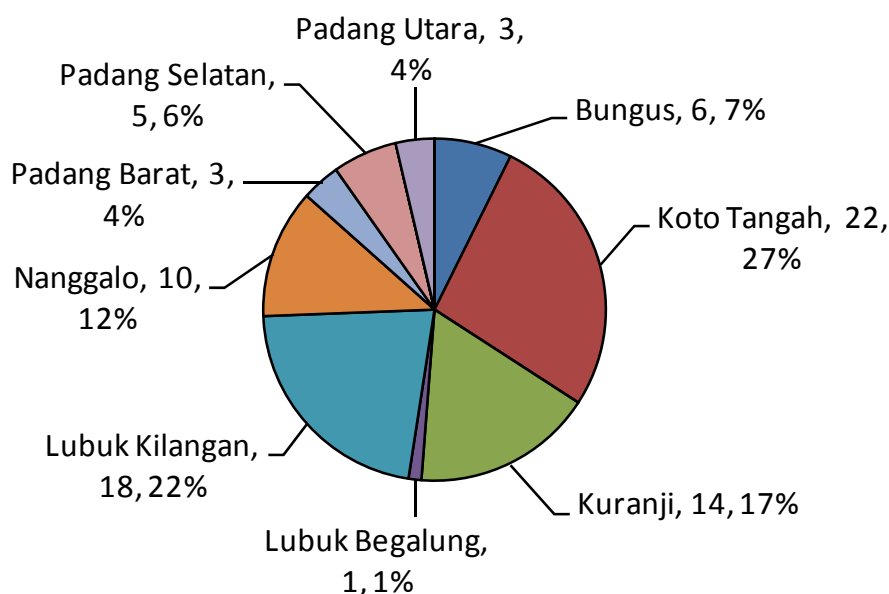
82 households were found to be living with relatives or host families, including 58 economically vulnerable and 11 having extra various vulnerabilities as per the following figure:

Figure 7: number of households and vulnerable persons living with host families



3.2.2 Location of those in host families¹⁰

Figure 8: number and location per *Kecamatan* of the 82 households living with host families



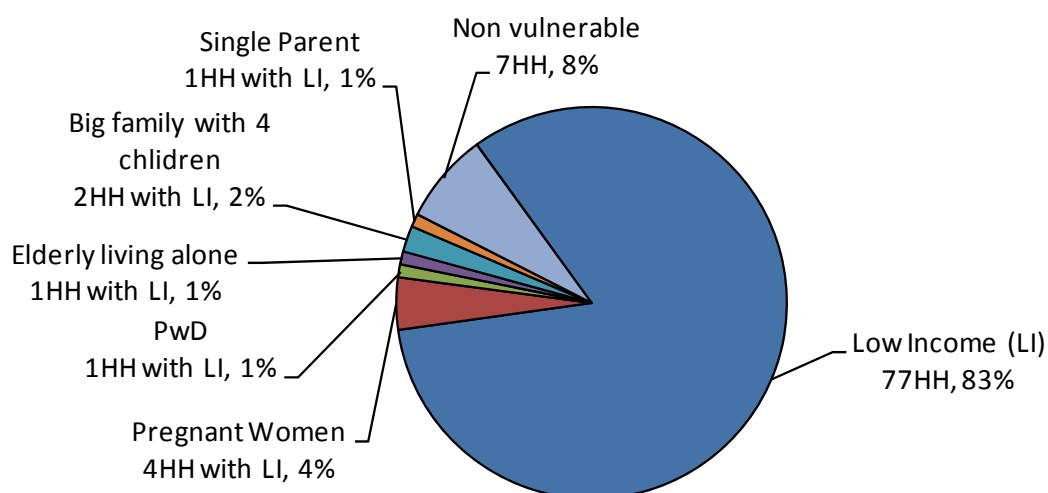
¹⁰ Note: the percentage is according to the 1,145 households in unsafe houses assessed, therefore not proportional to the number of questionnaire per Kecamatan. Further calculations can be performed on the annex data available on the Google Group (see below).

3.3 Without housing

93 households were found to be living without housing (living in tent, communal place, in the street etc.), including 77 economically vulnerable and 9 having additional vulnerability, as per the following figure:

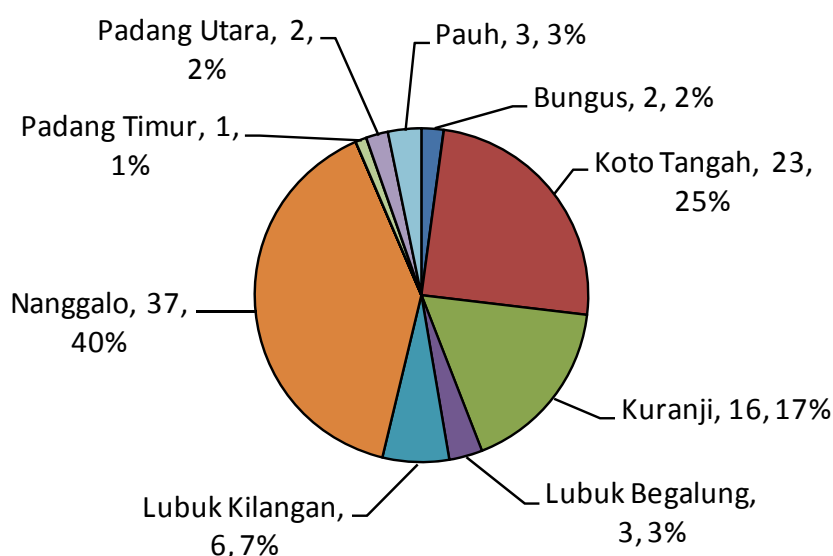
3.3.1 Demographic breakdown for those without housing

Figure 9: number of households and vulnerable persons living without housing



3.3.2 Location of those without housing¹¹

Figure 10: number and location per *Kecamatan* of the 93 households living without housing



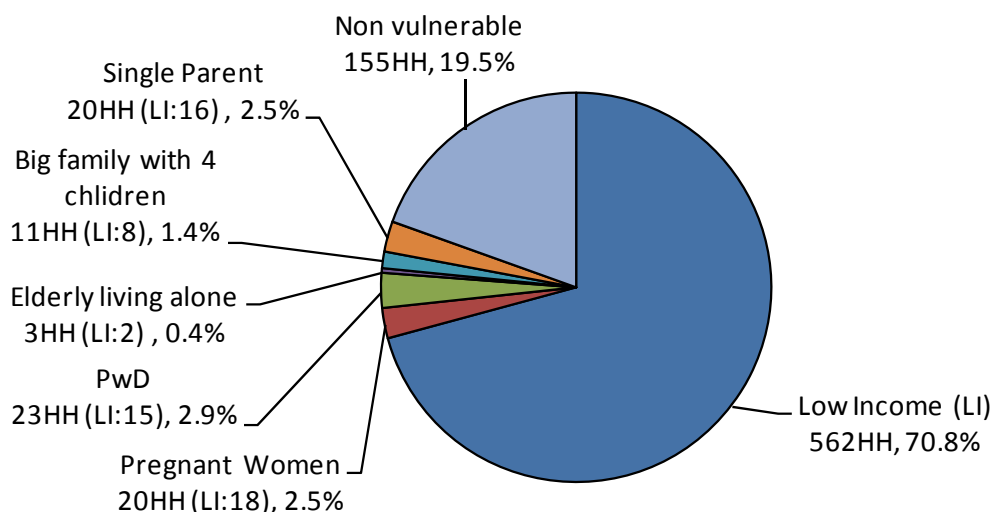
¹¹ Note: the percentage is according to the 1,145 households in unsafe houses assessed, therefore not proportional to the number of questionnaire per Kecamatan. Further calculations can be performed on the annex data available on the Google Group (see below).

3.4 Safe house

794 households were found to be living in a safe house, including 562 economically vulnerable and 77 having extra various vulnerabilities as per the following figure:

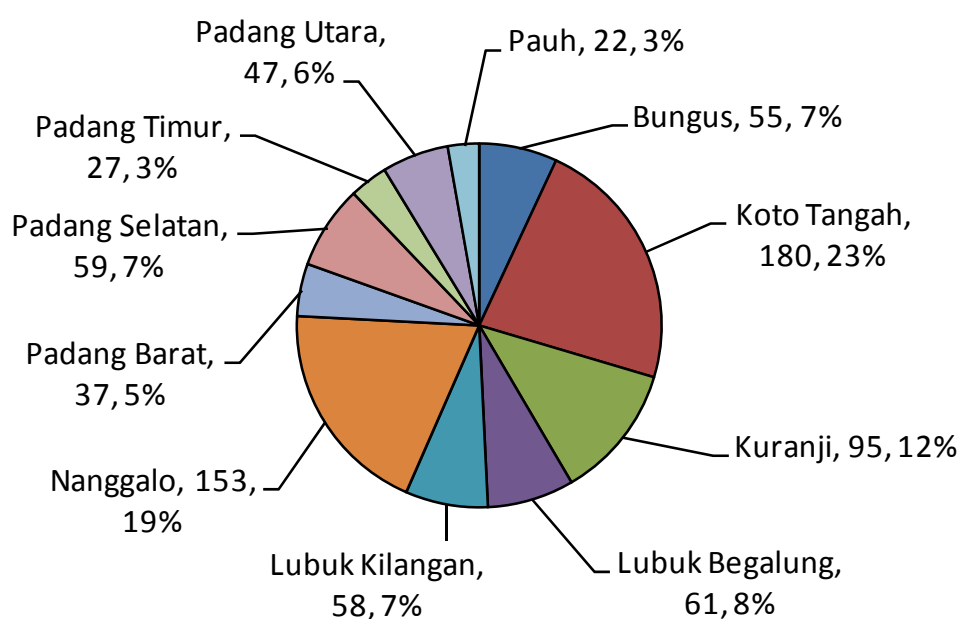
3.4.1 Demographic breakdown for those with safe housing

Figure 11: number of households and vulnerable persons living in safe house



3.4.2 Location of those with safe housing¹²

Figure 12: number and location per *Kecamatan* of the 794 households living in safe house

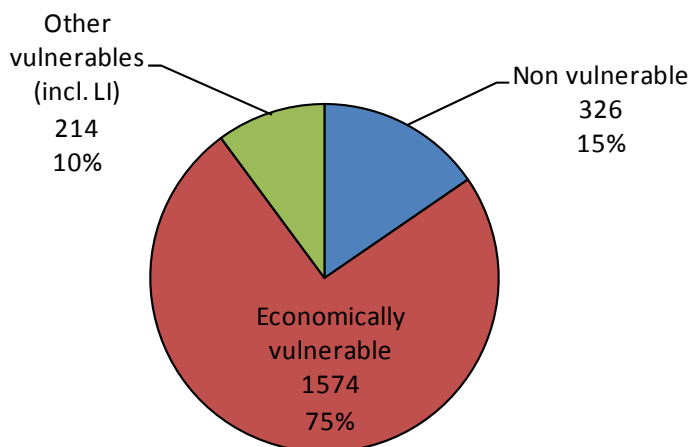


¹² Note: the percentage is according to the 1,145 households in unsafe houses assessed, therefore not proportional to the number of questionnaire per Kecamatan. Further calculations can be performed on the annex data available on the Google Group (see below).

4 Findings: number of vulnerable households and type of vulnerability

Of the 2,114 households assessed, there were a total of 1,788 vulnerable households. 1,574 households were found to have low incomes of a maximum 1.5 million Rupiah per month, and 214 households were found to be extremely vulnerable, having additional vulnerability, as per the following figure:

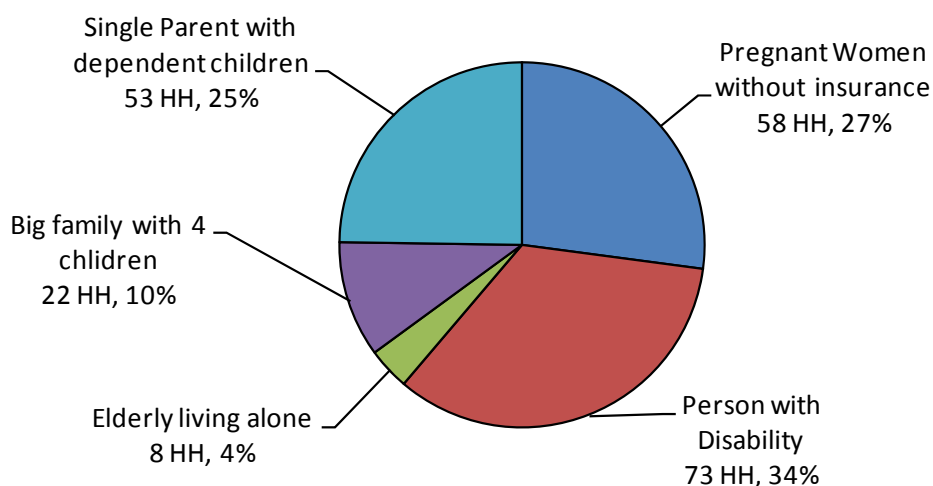
Figure 13: number of vulnerable & non-vulnerable households



4.1 Demographic breakdown of vulnerability

Some family members of the **214 households** have extra vulnerability as per the following figure (some of them also have low incomes):

Figure 14: number of persons with extra vulnerability and type¹³

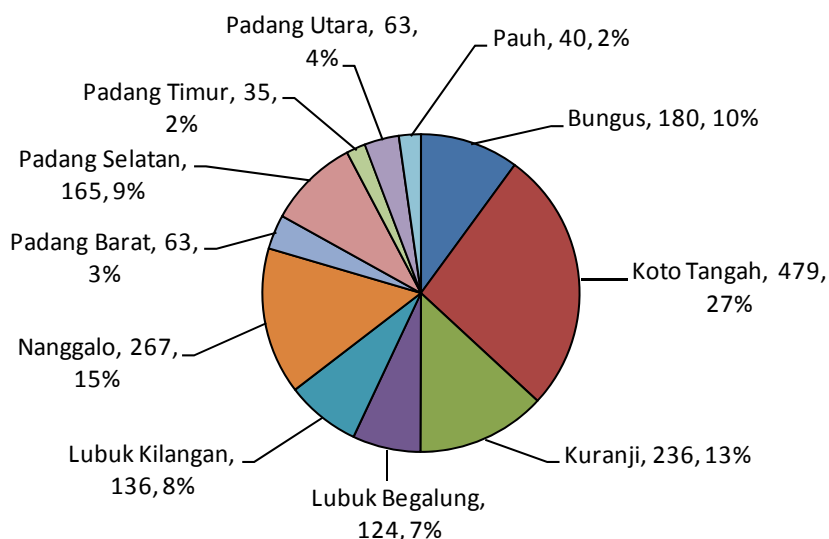


¹³ The criteria of vulnerability of the households is explained in the Annex XVII detailed methodology

4.2 Location of the vulnerable households

According to the 2,114 interviews, the 1,788 vulnerable households identified are distributed per *Kecamatan* (Sub-District) as per the following figure:

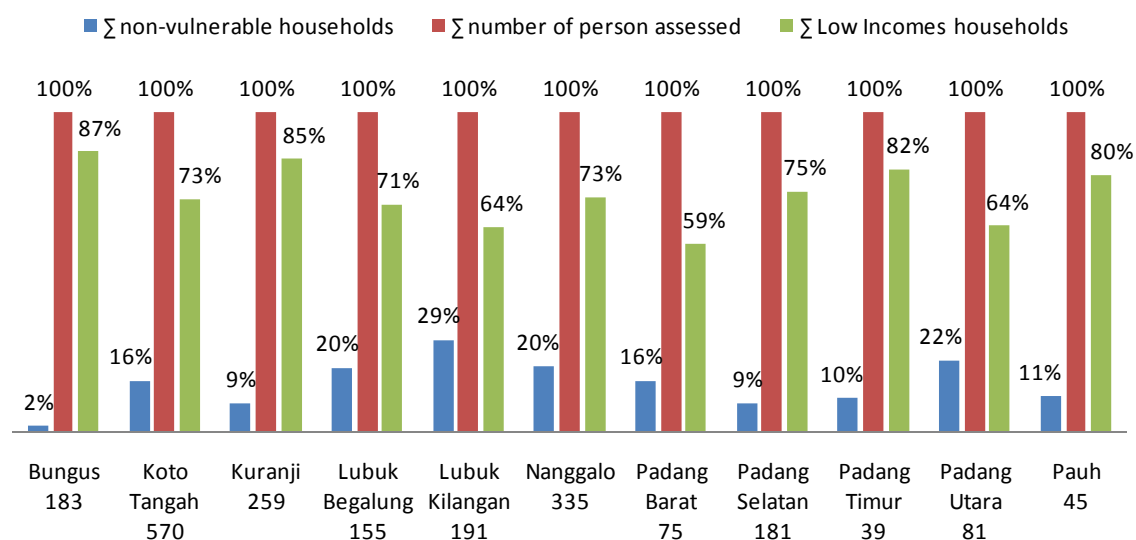
Figure 15: location and number per *Kecamatan* of the 1,788 vulnerable households



The figure above is according to the 1,788 vulnerable households assessed, thus not proportional to the number of questionnaire per *Kecamatan*.

Proportionally to the number of interviews in each *Kecamatan*, more than 59% of the households have low income and can be considered as poor. The semi-rural area of Bungus, Kuranji, Padang Timur and Pauh are the poorest with more than 80% of the households meeting the criteria.

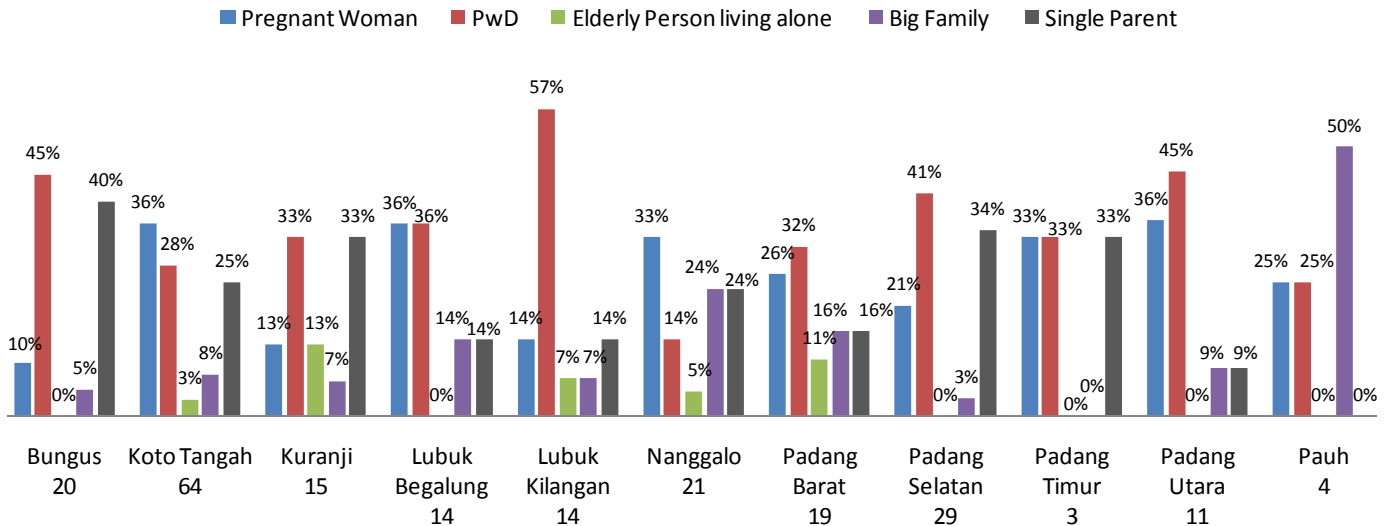
Figure 16: proportion of low incomes and non-vulnerable households per *Kecamatan*¹⁴



¹⁴ Note: numbers of households assessed in each *Kecamatan* is written below the name of each *Kecamatan*

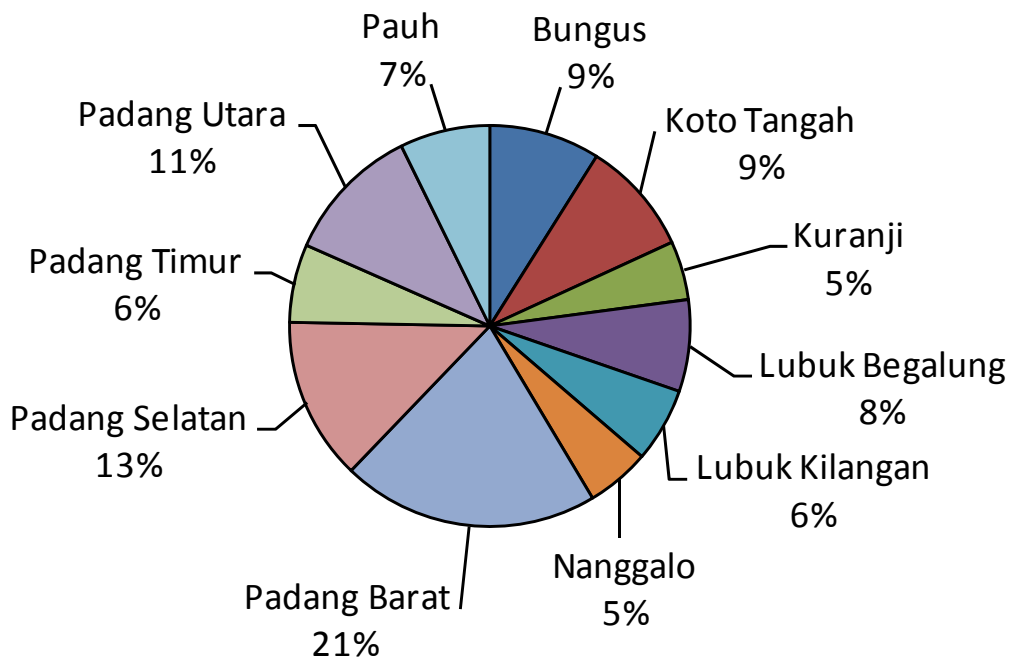
Also, proportional to the number of interviews in each *Kecamatan*, the location and type of vulnerability of the households per *Kecamatan* are as per the following figure:

Figure 17: proportion of other vulnerable households per *Kecamatan* in detail



Proportional to the number of interviews in each *Kecamatan*, the location of the extremely vulnerable households, including the five criteria of vulnerability above, are the *Kecamatan* of Padang Barat, Padang Selatan an Padang Utara as per the following figure:

Figure 18: proportional percentage of households per *Kecamatan* with extra vulnerability



5 Findings: needs and capacities of the vulnerable affected households

As Figure 13 demonstrates, 75% of the interviewed households have a maximum monthly income of 1.5 million IDR, which, for the purposes of this assessment is the poverty threshold. Many of the households living in their unsafe houses do so for the following reasons:

- the household does not have extra land to build a separate temporary shelter, which they can use while they repair or rebuild their house;
- the household does not have adequate finances to repair or rebuild their house;
- the household may own the house but not the land; which is why they may not want to invest money given they could be evicted by the landowner at anytime; and/or
- the household are renting the house and do not want to invest money in repairs as they will likely not be reimbursed by the owner.

6 Findings: indications of self-recovery

In keeping with the methodology, only severely and moderately damaged houses were included in the assessment. From the initial list of households to be interviewed, 41% of the damaged houses were not assessed for the following reasons:

- the household had self-recovery to a sufficient level of temporary shelter;
- the damage data provided did not correspond to the reality;
- it was not possible locate households that houses had been destroyed; and/or
- the house had been vacant before the earthquake.

The *Kelurahan* Kampung Pondok, an area of 'Chinatown', which was one of the most heavily damaged areas, was found to be nearly fully-recovered. This was due in large part to the Chinese associations called *Himpuna Tjinta Teman* (HTT) and *Himpunan Bersatu Tequh* (HBT). These two associations distributed cash grants and construction material to the Chinese community.

The following figure show the number of households assessed by the Shelter Cluster in comparison with the numbers of severely and moderately damage houses, as given by the BPRR.

Figure 19: comparison between the BPRR damage number and the households assessed by the team

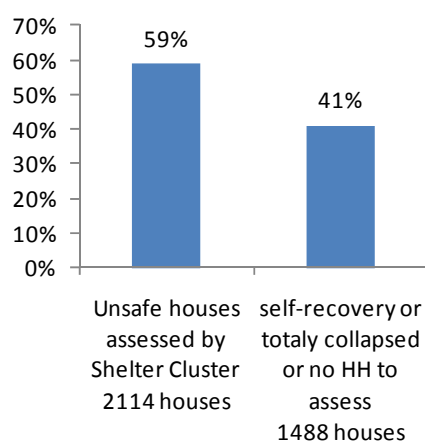
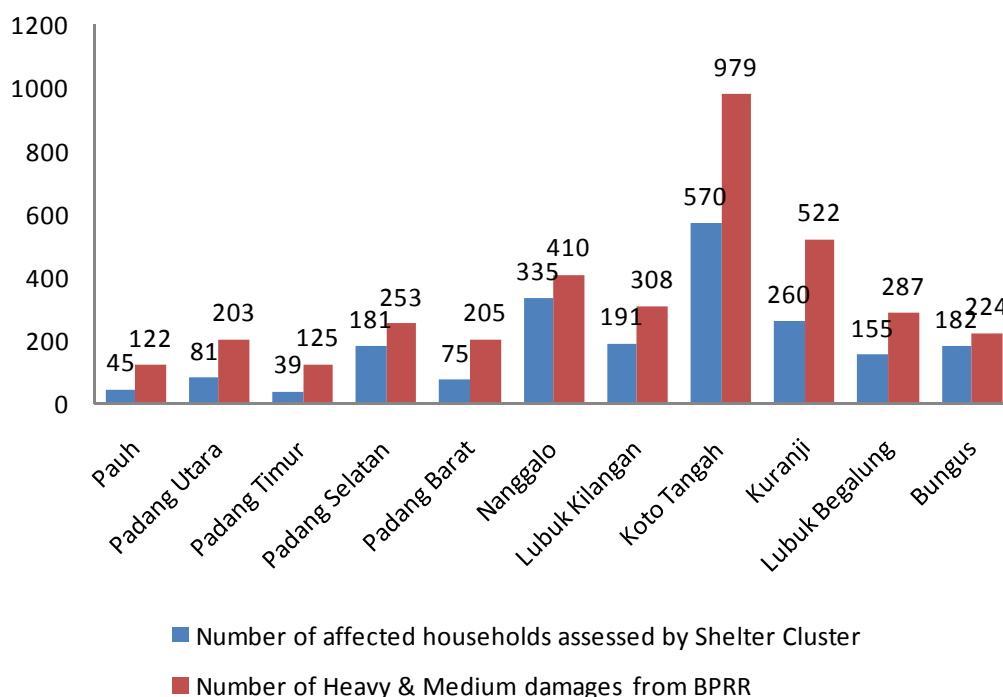


Figure 20: number of assessments completed against damage figures provided by BPRR



The above figures, coupled with anecdotal evidence from the assessment team, would seem to suggest a self-recovery rate of approximately 40%, in the areas assessed. That is to say that 40% of the households to be assessed had provided themselves with temporary shelter, not a durable permanent solution.

7 Secondary findings

This section presents complementary findings resulting from the assessment:

- home ownership and land tenure;
- Disaster Risk Reduction in the communities;
- knowledge of the Government 'cash stimulus' response plan;
- impact of the earthquake on monthly income; and
- other findings from questionnaires available in the database annex.

7.1 Home ownership and land tenure

78% of the households interviewed own their property without any debt, 9% have still debt to pay, 10% lease their property, and a small number are living in Governmental housing, given as an allowance to their employment.

7.2 Disaster Risk Reduction in the communities

The following observations were made following interviews with RT leaders and households:

- at the RT level, it was found that few communities had any emergency procedures to follow and few were aware about an evacuation route in the event of a tsunami. Only one evacuation map for The City of Padang exists, which is in the main Police office;
- most of the high buildings intended for focal points in the event of a tsunami have collapsed;
- in the event of a disaster, RT Leaders will contact the head of *Kelurahan*; and
- no warning systems are installed in the *Kelurahan* offices.

Over 50% of the communities assessed have no emergency response procedures, but do have support from community organisations, such as:

- Taruna Siaga Bencana (TAGANA), a Youth organization which provide support following a disaster; and
- Tim Siaga Bencana (SIBAT), a team created by the local community who are given training by KOGAMI (Komunitas Siaga Tsunami), a local NGO undertaking DRR awareness.

The head of *Kelurahan* Kampung Pondok mobilises youth volunteers in case of disaster. These youth volunteers are distributed into the 3 following groups:

- assessment team who assess the needs immediately after a disaster;
- rescue group who bring first aid to the affected victims; and
- logistic team who will bring food.

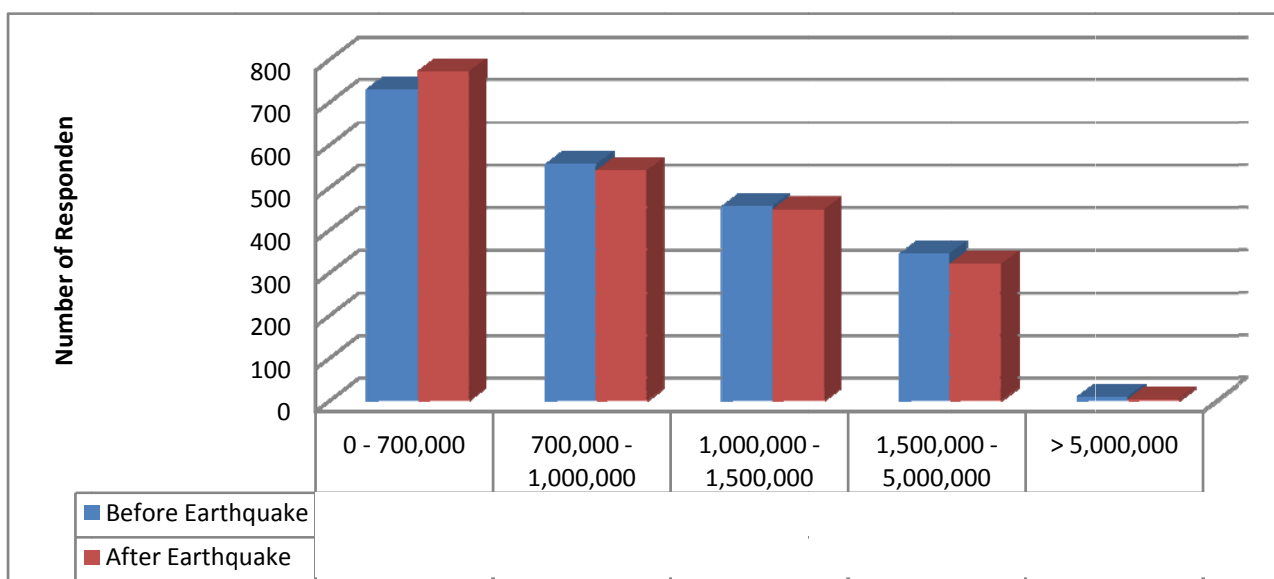
7.3 Knowledge of the Government 'cash stimulus' response plan

74 % of the RT Leaders and 55% of the households knew what the Governmental Cash Stimulus Response Plan was, however, confidence amongst households that they would receive the support was low.

7.4 Impact of the earthquake on monthly income

The financial impact of the earthquake on the monthly incomes of the affected households would seem to minimal, as per the figure below, however it should be noted that those assessed have very low incomes.

Figure 21: income comparison – before and after the earthquake



7.5 Other findings from questionnaires available in the database annex

7.5.1 List of the figures available in the database Q1-RTL

- numbers of household casualties and injuries;
- numbers of households who left the neighbourhood as a result of the earthquake;
- numbers of families who support affected households;
- vulnerability criteria;
- land ownership;
- existing community support structure;
- affected households that are living in an unsafe house;
- knowledge of the government respond plan.

7.5.2 List of the figure made from Database Q2-HH

- household size and make-up before earthquake;
- actual occupation per house after the earthquake;
- host families;
- hazard identification;
- damage;
- land ownership;
- change of living place: location and solution of their temporary living condition;
- water supply and latrines;
- livelihood: source of income and change livelihood, distance between home to work place;
- loss of assets because of the earthquake;
- financial support from relatives and host family support;
- shelter: household who receive shelter and household who will receive shelter;
- knowing of the cash stimulus government respond plan;

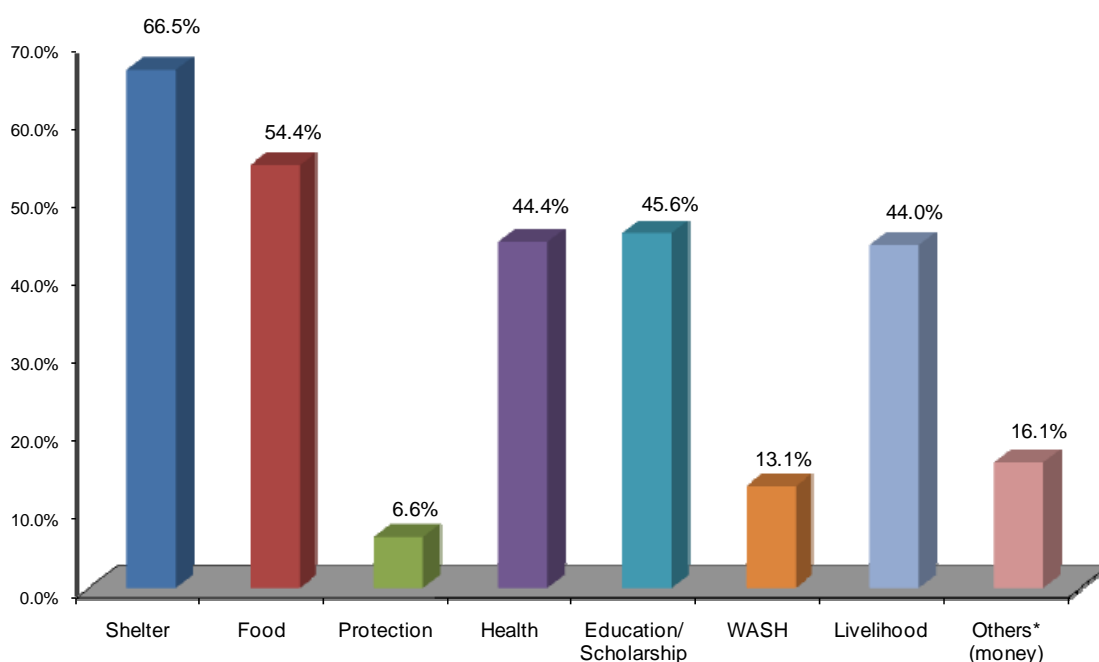
8 Recommendations for future intervention

Recommended areas for future intervention include:

- shelter and associated Non-Food Items;
- Disaster Risk Reduction; and
- water, sanitation, and hygiene.

The sectors of intervention prioritised by households are shown in the figure below:

Figure 22: sector of intervention suggested by the households



8.1 Shelter

Shelter remains the primary need, as the response to shelter needs thus far has been poor. Assistance could take the form of repairing and retrofitting of houses, and distributing construction materials to affected households for the following reasons:

- households do not having sufficient land to build a temporary shelter, unlike rural areas; and
- households who own the house but not the land do not want to invest money, as there is a risk of being evicted by the landowner.

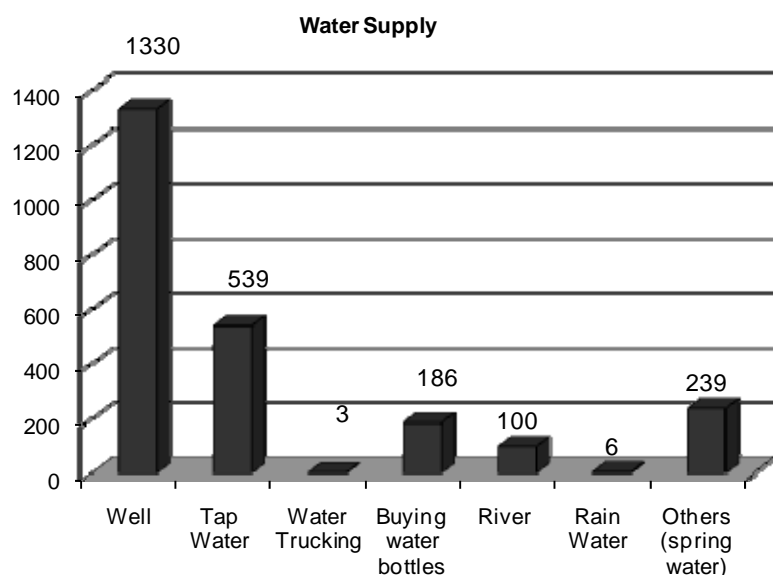
8.2 Disaster Risk Reduction

More than 50% of the RT Leaders interviewed had little or no contingency plans prepared in the event of a disaster. Most households do not know what to do in case of disaster, and were not aware of any evacuation route in their area.

8.3 Water, Sanitation and Hygiene

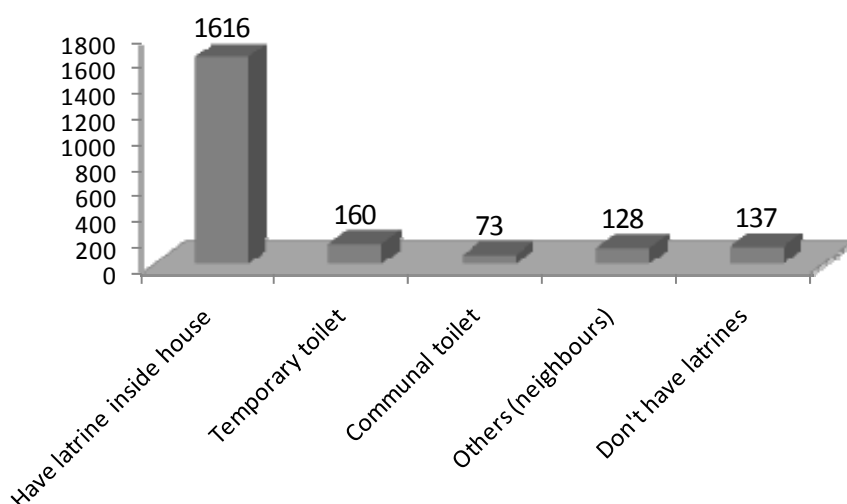
As per the figure below, 14% of the assessed households do not have an adequate water supply.

Figure 23: main water sources of the assessed households



As per the figure below, 16% of the assessed households do not have their own toilet and are using either a communal toilet, neighbour's toilet, or do not have toilet as per the figure below.

Figure 24: latrines use of the assessed households



8.4 Recommended locations for further interventions

Following the data collection phase, each Focal Point was asked to provide feedback on both:

- the assessment process, with special focus on the questions; and
- the RTs targeted, and recommendations for RTs requiring further attention.

The table below outlines areas requiring further assistance, according to the assessment volunteers.

Kecamatan	Kelurahan	RT / RW	Assessed :
Kec. Bukit Kilangan	Kel. Beringin	RW 02	No
Reason: Many collapsed houses, people living in tents or tarpaulin shelter, drink water from the river, HH mostly farmer and fisher, low incomes : <u>Shelter and WASH needs</u> – SEMI RURAL AREA			
Lubuk Kilangan	Kel. Tarantang	All	Yes
Reason: Many collapsed houses + heavy and medium damage, people living in tents or tarpaulin shelter, drink water from the river, HH mostly farmers, low incomes : <u>Shelter and WASH needs</u> - RURAL AREA			
Kec. Padang Utara	Kel. Dadok Tunggul Hitam	All	No
Reason: Many collapsed houses, people living in tents or tarpaulin shelter, drink water from the river, HH mostly stall food, farmer, low incomes : Shelter and WASH needs – URBAN AREA			
Kec. Kuranji	Kel. Gunang Sarik		
Reason: Many heavy and medium damage, people living in tents or tarpaulin shelter, drink water from the river (1 PwD polio really in need) : <u>Shelter and WASH needs</u>			
Kec. Bungus	Kel. Bungus Timur		No
Reason: Many collapsed houses + heavy and medium damage, no self-recovery, drink water from the river, HH mostly fisher-farmers, low incomes : <u>Shelter and WASH needs</u> – RURAL AREA			
Kec. Padang Selatan	Kel. Mata Air	All	Yes
Reason: Many hill, many heavy and medium damage, high risk of landslide, no self-recovery, low incomes : <u>Shelter and DRR needs</u> – URBAN AREA			
Kec. Kuranji	Kel. Kuranji	RT 01 / RW 07	Yes
Reason: Households live in tent, bamboo or tarpaulin shelter, Many hill, heavy damage, no self-recovery, day labourers, very poor, not educated, use river for toilet <u>Shelter and WASH needs</u> – SEMI-RURAL AREA			
Kec. Koto Tangah	Kel. Patipuh Panjang	RT 05 / RW 03	HHNo/RTL Yes
Reason: school collapsed, no temp. school, farmers, very poor, 50% self-recovery, temp. shelter bamboo			
Kec. Lubuk Kilangang	Kel. Bandar Buat	RT 02 / RW	Yes
Reason: Many heavy and medium damage, still living in house, no space for shelter, URBAN AREA			
Kec. Padang Selatan	Kel. Pasa Gadang	Near RT 01/02	No
Reason: A lot of damage and difficult to give shelter because they don't have more space to built shelter			
Kec. Nanggalo	Kel. Kurao Pagang	Durian Ratus	No
Reason : Many damaged houses with people still living in tents			
Kec. Koto Tangah	Kel. Bungo Pasang	RT 07/01	No
Reason: Swamp area, isoldated, no public transport, a lot damage			
Kec. Koto Tangah	Kel. Lubuk Buaya & Kel. Lubuk Minturun Sei		No & Yes
Reason: Low income people as fisherman, still living in a tend			
Kec. Lubuk Kilangan	Kel. Padang Besi		No
Reason: Many damaged houses with people still living in tents, no electricity before EQ, isolates area.			

9 Annex

The annexes below are available for download on the Indonesia Shelter Cluster Google Group: <http://groups.google.com/group/SUM09>, under 'Kota Padang assessment'.

- Annex I Assessment Costs
- Annex II Questionnaires No 1 – RT Leader & No 2 - Households
- Annex III Preliminary Questionnaires to review by interested actors. (doc. 16.02.10)
- Annex IV Tables of the selected RTs and number of interviews
- Annex V.a Data base Q2 – HH
- Annex V.b Data Base Q2 - HH_Pivot format
- Annex V.c Data base Q1-RTL and charts
- Annex V.d Data base Q1 adapted to Head of Kelurahan
- Annex VI Figure of the proportional living situation of the households per Kecamatan
- Annex VII District Level Summary of Shelter Support (Shelter Cluster document, 10.03.10)
- Annex VIII.a Tables and figures from data base analyse
- Annex VIII.b Target list of RT assessed and number interviews
- Annex IX Data Base Explanation
- Annex X.a Analyse 77 RT Leaders emergency procedure
- Annex X.b Analyse Kelurahan heads emergency procedure
- Annex XI Questions to review from our questionnaires
- Annex XII Templates of documents on soft copy on the Shelter Cluster google group
 - V.a : Governmental Response Structure for West-Sumatra Earthquake 2009 and Acronyme
 - V.b : Volunteers training content and summary
 - V.c : Attendance list training volunteers
 - V.d : Receipt note tools kit volunteers
 - V.e : Attendance list motorbike use volunteers
 - V.f : Attendance list volunteers
 - V.g : Attendance list focal point meeting-debriefing
 - V.h : Assessment Directives 2nd week
 - V.i : Monitoring form 75 RTs
 - V.j : Debriefing agenda volunteers
- Annex XIII : Kota Padang District Map
- Annex XIV : Human Resources structure
- Annex XV : 75RT estimate timing questionnaire
- Annex XVI : Target RT per team-final debriefing feedback
- Annex XVII : Detailed methodology