

# DHUVAFAARU LOTTERY AND RELOCATION PLAN



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## SUMMARY

In the aftermath of the 26 December 2004 tsunami disaster, the International Federation of Red Cross and Red Crescent (IFRC) and partner national societies (PNS) reconstructed almost 2000 houses spread out over several islands in the Republic of the Maldives.

One project of 600 houses, constructed by IFRC on the island of Dhuvaafaaru in the Raa Athol was finished by the end of 2008. These houses needed to be allocated to the former inhabitants of the Island of Kandholhudoo. This was the task of the Government of the Maldives (GOM). The GOM, accused in the past of being unfair in the allocation of houses, sought help from IFRC to make this lottery task manageable. This task was organised in close cooperation as several decisions were taken by both parties.

The most crucial point was the selection of the lottery date as this initiated the commencement of the lottery process. The success of the lottery process was dependent upon a thorough explanation of this procedure being given to the community. Several pre-lottery meetings were organized and at each, specific information regarding the lottery was provided. Key points included:

- the selection of the new island as a base for the implementation of this lottery;
- only one representative of each house could be present at the lottery;
- two lottery days- a queue number lottery day and a house number lottery day.

These decisions were taken to keep the number of participants in the lottery to a manageable level and maintain their focus. All decisions were very well accepted by the total community. The representatives knew the exact procedure and what was expected of them and as a result, no incidences were reported on either of the lottery days.

To prevent any accusations of fraud, an elected committee of observers was elected to oversee all aspects of the lottery process. The members of this committee were elected by the community, among the community. They had total freedom throughout the two days of the lottery to oversee the transparency of the complete process.

The lottery procedure as described in this report has been used twice for the allocation of new housing with resounding successes on both occasions. The second time the process was used, minor adjustments were made as there were fewer participants. However, this did not cause any problems. Minor changes were also made to correct any problems which had occurred during the first lottery providing a proven and field tested procedure. The purpose of this report is to explain in depth this lottery procedure by giving a detailed overview of each step of the process.

# DHUVAFAARU LOTTERY AND RELOCATION PLAN

## 1. INTRODUCTION



Following the 26 December 2004 tsunami disaster, the International Federation of Red Cross and Red Crescent (IFRC) and partner national societies (PNS) of America, Australia, Britain, Canada, France and Germany were quick to respond in the Maldives [in country] by addressing immediate relief and recovery needs.

Unlike in other tsunami-affected countries, however — where national Red Cross or Red Crescent societies were at the forefront in providing immediate response to the disaster — the Maldives lacked a national society with which Red Cross Red Crescent counterparts could partner.

Without a local counterpart to support implementation, the immense relief and recovery operation that followed faced special challenges, not the least being ready access to the affected communities. But an excellent collaboration with the Government of the Maldives (GOM) was developed and several projects were implemented in partnership.

IFRC together with the PNS's constructed almost 2000 houses spread out over several island in the Republic of the Maldives. IFRC implemented one of the projects, the construction of 600 houses on the Island of Dhuvaafaaru in Raa Athol. The construction work started in the end of 2006; two years later the work was finalized. The Internal Displaced People (IDP), former inhabitants of the Island of Kandholhudoo, living in temporary camps on five different islands, needed to be moved to their new homes in Dhuvaafaaru.

The question was raised on how the houses would be allocated to the new houses owners. Appointing a house to each family by the Government would raise too many issues. In most developing countries these housing allocations are done by organizing a lottery. This was done on other islands in the past but always created a lot of agitation within the community. The Government got accused of being unfair in the allocation of houses and in mistreating some community members.

To prevent these allegations, a complete new lottery system needed to be developed with the agreement of the community. The lottery in Dhuvafaaru would be the first and biggest one as this project contains 600 houses.

Additionally, once the lottery was finalized and all households received their house number, the even bigger task of moving approximate 4000 people from five different islands to Dhuvafaaru needed to be carried out.

The Government of the Maldives requested assistance from IFRC. Hence, in the beginning of September 2008 the relocation unit from IFRC, one delegate and two local staff members started this huge task.

The purpose of this report is to give an overview of the lottery system which was developed to make this task manageable.

## **2. DEVELOPMENT OF THE LOTTERY PLAN**

Organizing the Dhuvafaaru lottery for the Kandholhudoo population of 3776 people or 456 families was the task of the Government of the Maldives (GOM), more specifically for the National Disaster Management Centre (NDMC).

NDMC was, and still is, involved in several projects throughout the Maldives; currently they are finalizing all the construction programs on the different islands. Setting up a lottery and taking care of the relocation was not one of their priorities. Nevertheless, it was a very important task which had to be executed with great sensitivity towards the community.

IFRC decided to organize the recovery unit as a support team for NDMC to make sure that the lottery and relocation got organized on time and implemented without any significant problems. In reality the recovery unit took over the organization but stayed in close contact with NDMC.

The recovery unit developed a foolproof lottery plan, approved by GOM and the local community. All decisions were first discussed with GOM before they were introduced to the community and all grievances coming from the community were shared with the GOM. This system demanded a complete transparency to make sure that no future problems would occur. A special committee of observers was erected to ensure this transparency throughout the whole process.

Systems were put in place to handle the big amount of beneficiaries as at previous lotteries this was often the biggest issue. For example, the complete community showed up at the lottery day and caused some big problems as they were not satisfied with the outcome of the lottery. Therefore the decision was taken to only allow one representative per family to be present at the lottery; this reduced the amount of participants to 424.

Additionally, the group of participants needed to be separated from the rest of the community. Otherwise, the community would still show up at the lottery. Therefore, the decision was taken to move the lottery to the new constructed island Dhuvaafaaru. This, moving 424 participants from five different islands, raised some transportation issues which were solved with some well organized logistics.

The whole lottery procedure had to be clear for the participants but also for the staff members to establish a smooth lottery process. This demanded some cooperation from all sides. The participants had to be willing to take part in several community meetings where they would receive all necessary information and the staff members had to follow several briefing sessions.

The cooperation with the GOM needed to be good to ensure fast and to the point decisions, and to be able to solve issue with the community if necessary.

### **3. PREPARATION OF THE LOTTERY**

The first and most important decision taken was actually the most difficult one. In agreement with GOM, we selected the lottery date. This caused some trouble, as the national elections were planned first in October and later on in November. For several weeks the GOM took no decisions anymore and the only thing we could do, was wait until the new GOM was settled and ready to select these important dates.

This was the first setback we faced, thinking we would be able to organize the lottery in October. Anyway, the relocation team started the preparation to ensure to be ready whenever the date was set.

A lottery time schedule was developed and needed to be strictly followed if we wanted this lottery to be a big success. However, before the lottery could take place, information needed to be gathered and the community needed to be informed. Therefore, a detailed step plan was developed.

#### **3.1. Post release list meeting**

NDMC released the beneficiary list on the 17 October 2008. This procedure did not go completely smoothly, as the Assistant Island Chief of Kandholhudoo made some changes to the final and approved list. In cases where families were entitled to receive more than one house, only the name of the house owner of the first house was mentioned on the lottery list. The reason for this was to reduce the amount of house owners present at the lottery to keep a better overview of the situation. In some cases the Assistant Island Chief picked the name of the second or third receiver without checking this with the family. This caused a lot of problems among the community as the Assistant Island Chief did not want to admit that he did not seek approval from the families.

Therefore, the importance of a post release list meeting was even more significant. The initial plan was to organize this post release list meeting on the same weekend

the GOM released the list. However, the problems created by the Assistant Island Chief prevented this. Hence, this meeting was postponed with one week, focusing on the following items:

- explaining the changes made to the list;
- answering questions concerning the list;
- raising some lottery attached issues:
  - ✓ using the right of a proxy and how to receive it;
  - ✓ selecting connected houses and how to apply for it;
  - ✓ explaining the possibility of using a replacement in case of an emergency and how to apply for it;
- explaining the content of the official invitation;
- Sharing the program of the pre lottery meeting.

Gathering the above mentioned information was not an easy task as the beneficiaries kept on changing their minds on who would be the representative of the family. Eventually, this information kept on changing till the night before the lottery.

### **3.2. First pre lottery meeting**

GOM took the decision to organize the lottery on 3 and 4 December 2008 and put the lottery plan into action. With 424 head of households present at the lottery, the decision was taken to split the lottery process in a queue number lottery and a house number lottery. This system ensured a random selection. On the first day the representative of the family picked the queue number. This queue number determined their position in which they picked their house number on the second day.

Two weeks before the lottery, the first pre lottery meeting was held at the five communities. To make the meeting feasible, only the Head of Households were invited to this meeting. A Power Point Presentation was developed which took the community through the complete process of the lottery.

Additionally, the need to erect an Elected Committee of Observers with 12 members and two replacements was explained. The erection of this Committee was one of the several precautions taken to prevent being accused of fraud.

On each island, people submitted their application to become a member of this committee. During the second pre- lottery meeting, the members were elected. The selected members were representing the different age groups in the community and a perfect balance between the genders was established.

These committee members could not be the head of households who were present at the lottery but instead were elected among the IDP community. The committee members had the complete freedom of observing each step of the procedure

during the two days of the lottery and were also present during the pre- lottery activities to oversee the following activities:

- filling the boxes with the numbers;
- checking the beneficiary list;
- Explaining the transparency of the procedure after the lottery took place at the IDP community.

At the first pre lottery meeting, the importance of this Committee of Observers was explained to the beneficiaries. By the time, the second pre lottery meeting took place the names of all the candidates were known and the election took place at the end of this meeting. After the lottery, the Committee of Observers visited all the islands and explained exactly how the procedure took place. Additionally, the decision was taken to film the entire lottery procedure.

At the end of the meeting, questions were asked and answers provided. A zip file was handed out to each participant containing the most important information. The participants were told to use this file to gather all the information given to them concerning the lottery and to bring it with them on the day of the lottery. Additionally, the identity of the representative of the lottery was double checked.

### **3.3. Sending out of official invitations**

Ten days before the lottery, it was NDMC's task to send out the invitations to the entire IDP community. A few days before this date, IFRC field staff went to check with the Island Office on the progress. It seemed that nothing was done yet and they had no idea of how to organize this task. Therefore, IFRC designed the invitation and merged all the gathered information on representatives into 426 invitations. They were printed at the Island Office with the assistance of the IFRC field staff and sent out the next morning.

The invitations contained the following information:

- correct name of head of household (receiver of house);
- ID number of head of household;
- name and ID number of proxy holder;
- Indicate connected houses.

The representatives at the lottery were going to receive a food allowance of 60 MRF from the GOM to cover their expenses at the two days of the lottery. A slip was going to be added to the invitation so the representatives could collect this allowance at the Island Office a few days before the lottery. Due to communication issues between NDMC in Male' and the Island office, this did not happen and the representatives received their allowance on the day of the lottery at Dhuvaafaaru.

### 3.4. Second pre lottery meeting

One week before the lottery, a second meeting was held at the five communities. The representatives of the lottery were taken through the lottery plan again, to make sure that everybody knew what was going to happen and how important it was to follow the plan strictly. To make the lottery a success, the cooperation of the whole community was needed.

Additionally, the election of the Elected Committee of Observers took place. The nomination forms, handed out by the IFRC field team the previous week, were collected. Per island ballot forms were made and handed out before the start of the second lottery meeting. At the end of the meeting the votes were counted and the results announced. The elected members were informed and given a detailed information sheet. They received each 60 MRF per day to cover their expenses.

The information on how the relocation would take place was also shared with the community. The most important information was given to the representatives to add to the zip file, which most of the participants brought with them to the second lottery meeting.

## 4. THE LOTTERY SYSTEM

A few days before the lottery, the recovery team with the support of the local community and the Island office, started to arrange the auditorium in Dhuvafaaru for the big event. Chairs and tables were shipped in from the schools at Ungoofaaru and hard- and soft ware was brought from Male' to arrange the perfect set up for this occasion. As there were two lottery days, two different set ups for the auditorium were needed. (Annex 1 and 2)



### 4.1. Queue number

The representatives entered the auditorium one by one through three doors after their ID got checked by one of the lottery staff. They picked a queue number from one of the three boxes and took a seat in the auditorium, where they waited their turn to be accompanied to one of the registration desks.

Eight registration desks with laptop and printer were put in place, managed by two registration officers per desk. IFRC IT staff designed a particular registration program. This program contained all the information needed per beneficiary. The registration officer's only needed to punch in the random picked queue number and print the registration form. This form was handed out to the representative on a coloured paper. This colour determined their batch for the next day. The 424 participants were divided in 9 groups of 50 in which they boarded the boat and took part of the house number lottery the next day

The representative had his/here picture taken holding the registration form, this form got laminated by lottery staff before they left the auditorium. The security staff ensured that no more than 50 people were present inside the auditorium at any time.

#### **4.2. House number**

The auditorium was divided in three areas. Area three was an open area, which was accessible to all representatives at all times during the process of the lottery, to stress the transparency of the whole procedure. Area two was the preparation area, in this area a batch of 50 people got seated by lottery staff according to their queue number.

The temporary certificates were handed out. This certificate should have been printed after registration on the first day of the lottery. But the GOM was unable to provide us with the necessary information in advance, so it could not be added to the specific developed program.

Once the representatives ordered per queue numbers, they entered area one. In this area, they picked their house number token out from one of the three boxes; depending on the fact if they were entitled for one, two or three houses. All this information was mentioned on the queue number registration form and handed out during the queue lottery, which they needed to show before they entered area two.

Once, the house number was picked, they moved to one of the registration desks, where they received the official house number registration form. Additionally, the officers added the house number to the temporary certificate. The representative had his/here picture taken holding the registration form, this form got laminated by lottery staff before they left the auditorium.

While the first group of 50 people was in area, one the second group of 50 entered area two and the whole procedure started all over again.

## 5. ORGANIZATION OF STAFF



A lot of staff is needed to run a smooth lottery. Therefore, almost all of the IFRC staff from Male' came to assist. Additionally, 10 scout members, three NDMC staff and several community members offered their assistance.

All staff members received a briefing document one week before the lottery and a detailed briefing at the spot the day before the lottery. All staff members received T-shirts with an allocated colour per task. Although, a lot of support was offered, there was still a shortage of staff members. This resulted in the fact that some staff members had to fulfil two tasks.

Following tasks were allocated with attached colour:

- **STAFF [orange]:** Checked ID at the jetty of the five islands and accompanied the boats to Dhuvaafaaru. One IFRC staff and one field staff were allocated per boat.
- **LOTTERY STAFF [Yellow]:** Assisted the representatives during the lottery; showed them to their seats; appointed the next available registration officer; laminated documents. Scouts and people from the local community assisted the representatives.
- **REGISTRATION STAFF [blue]:** Entered the information in the computer and handed out the queue number and house number registration form to the representatives. One IFRC staff and one field officer and/or a local community member were responsible for the registration of 426 families.
- **SECURITY [red]:** Took care of the overall security at the jetty of the five islands and at the jetty in Dhuvaafaaru. They also accompanied the representatives from the jetty to the auditorium. During the lottery this staff guarded the entrance and exit doors. IFRC staff, scouts and NDMC staff were responsible for the overall security.
- **ELECTED COMMITTEE OF OBERVERS [white]:** Overlooked the transparencies of the whole procedure; solved problems at the scene; put the number in the boxes; checked the beneficiary lists.

The idea of using coloured T-shirts was excellent. We could keep track of the staff at all times, which ensured a stable occupancy of all posts. Additionally, it made it extremely

easy for the representatives to find the correct staff member in case they were in need of assistance.

## **6. LOTTERY DAY ONE: SELECTION OF QUEUE NUMBER**

On the morning of the first day, all staff members were at their posts and were waiting for the well informed representatives to arrive at the jetty at all five islands. The time schedules for the boats were handed out at the first pre lottery meeting. Everybody arrived on time carrying their zip file, containing the invitation, the ID card and the proxy as requested.

The only setback was that GOM did not provide us with dhoni's of 50 people like promised, but changed this into dhoni's of 150 people the night before the lottery. Hence, the system of batches of 50 people had to be changed which made the boarding a bit more complicated, but all was taken care of with only minor problems during the ID check.

Once the representatives arrived at Dhuvaafaaru, their ID was checked again just to ensure that no mistakes were made during the embarking at the island of origin. The security staff walked the representatives to the auditorium where they got seated outside the auditorium to wait until all the representatives arrived. The calculated waiting time was one hour, but it went faster due to the different types of boats used for the collection of the representatives. Once all the representatives arrived, the Elected Committee of Observers divided the queue number randomly among the three boxes in the presence of all the participants and the lottery could start.

The whole process went exactly like described above in point 3.1. The time calculated for the whole procedure was 4 hours, but it was all over in three hours with no major problems. All the representatives were transported to the closest island, Ungoofaaru, to spend the night with relatives or friends.

## **7. LOTTERY DAY TWO: SELECTION OF HOUSE NUMBER**

On the morning of the second day, the representatives arrived at the jetty in Ungoofaaru according to their batch colour; this made the boarding of the boats incredibly easy. Additionally, they saw how well it all went the day before and were extremely cooperative to make it equally easy the second day.

Once all the representatives arrived, the Elected Committee of Observers filled the three boxes and everybody got ready for a second lottery day. The whole procedure went again exactly as described above in point 3.2. There was only one noticeable difference; the allocated time was completely miscalculated. There were 9 batches of 50 people, each batch was allocated 1 hour to go through the whole procedure, but it took less than 30 minutes to handle one group. The whole lottery procedure was finished in less than 4 hours!

Each hour, an organised tour was available to visit the houses. This never took place as the people did not have the patience to wait one hour, they just took off to visit their new home on their own. The small map handed out to them together with their registration forms was all the guidance they needed.

Once the lottery was finished, happy new house owners were taken back to their island of origin. A few days after the lottery, the Elected Committee of Observers visited the 5 islands to explain the transparency of the lottery procedure. No complaints were registered and everybody was extremely happy about the smooth lottery procedure.

## **8. RELOCATION**

A plan for the relocation was developed and shared with the community at the second community meeting. A few days after the lottery and two days before the IFRC planned to have the third community meeting, specifically on this relocation plan, the GOM informed IFRC that they would take care of the whole relocation within 24 hours. The time calculated by IFRC to execute this plan, was approximately three weeks. In this case no work was planned on Fridays and holidays. However, before the end of 2008 the whole relocation would be finalized. Knowing that the 24-hour plan was not feasible, IFRC was no longer going to be involved in the relocation and took on an observer's role.

At the planned third lottery meeting, IFRC handed out a house manual to each household and gave specific information on the Defects Liability Period. IFRC also informed the community that the relocation would be entirely the responsibility of GOM.

In reality it took the GOM two weeks to move the 5 communities to Dhuvaafaaru, working day and night, assisted by 150 soldiers.

## **9. CONCLUSION**

The lottery went extremely well. Thanks to the community who followed the preset rules without questioning them. All staff members were extremely dedicated and fulfilled their duty above expectation.

This set-up was a complicated one as the IDP camps were situated on five different islands and the group of beneficiaries was enormous. Nevertheless, the plan worked and no complaints of the community were received.

The designed plan is easy adaptable and it proved to be effective as it was used a second time to move the community of Vilufushi back to their original island. This community lived in an IDP camp on the nearby island of Buruni for more than 3 years. The community of Vilufushi was much smaller. Hence, it was possible to adjust the two day lottery plan into just one day. The queue lottery took place in the morning and the

house lottery in the afternoon. This proves that a well set out plan is adaptable to all situations.

Additionally, we learned from our mistakes during the Dhuvaafaaru lottery. The only minor setback was the embarking of the boats on the first day of the lottery. As at that time the representatives did not yet have a number or a colour and were only divided in batches of 50. This was changed during the lottery in Vilufushi; here the invitations for the lottery, sent out one week before the lottery, were printed on coloured paper. The beneficiaries were divided in batches of 50 by colour and each representative had a number following the alphabetic order of the beneficiary list.

This procedure has not yet been used a third time but it has proven its effectiveness and will certainly do this in the future.