

Report 2004-2008



International Federation
of Red Cross and Red Crescent Societies

Federation-wide Tsunami Semi-annual Report: Maldives

Appeal No. 28/2004

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This report covers the period of 1 November 2007 through 30 April 2008, but reports cumulative totals from December 2004 onwards.

In a world of global challenges, continued poverty, inequity, and increasing vulnerability to disasters and disease, the International Federation with its global network, works to accomplish its Global Agenda, partnering with local community and civil society groups to prevent and alleviate human suffering from disasters, diseases and public health emergencies.



Construction works on Raa Dhuvafaru are at an advanced stage and all houses are expected to be complete by end of June 2008. The community administration building and schools (primary, pre-school and secondary) are also nearing completion. Necephor Mghendi/International Federation.

In brief

Executive Summary: The reporting period saw the closure of the Canadian Red Cross office in the Maldives. The remaining Red Cross Red Crescent partners (American Red Cross, British Red Cross, French Red Cross and the International Federation secretariat) have achieved considerable milestones during the past six months.

Red Cross Red Crescent reconstruction programmes saw remarkable progress over the period. Defect liability periods were successfully concluded for housing projects on Kaafu Maafushi, Kaafu Guraidhoo, Laamu Maabaidhoo, Laamu Fonadhoo, Laamu Isdhoo, Laamu Isdhoo-Kalaidhoo and Thaa Madifushi. Training of community members on house maintenance was also conducted in Laamu and Thaa atolls. Further to the 80 houses handed over in Laamu Gan during the previous reporting period, two houses in Mukurimagu ward of the island were handed over in January 2008. The majority of houses in the remaining construction project in Raa Dhuvafaru have been inspected and locked, with completion expected during the second quarter of 2008. Construction of 250 houses in Thaa Vilufushi is underway, with 35 per cent of the work complete, while work on the remaining 160 houses on Laamu Gan is progressing at a slow rate.

Works on waste water collection and disposal systems were completed in Kaafu Maafushi and Kaafu Guraidhoo islands, paving way for installation of household septic tanks. Training of community sewer operators is ongoing, with 17 operators trained during the period under review. Community consultation, participation and equity challenges have been identified and continue to be addressed in order to prevent tensions created by

perceived or real imbalances in recovery assistance, especially in the southern islands.

As part of the recovery efforts, the Red Cross Red Crescent – particularly through the American Red Cross – has been implementing a psychosocial support programme which aims at improving the psychosocial wellbeing of tsunami-affected people. Over the reporting period, 234 community facilitators were trained and 86 psychological resilience activities were conducted.

Disbursement of livelihood grants by Red Cross Red Crescent partners was completed during the period. This includes associated capacity building and trainings. Whereas focus by the French Red Cross in Laamu Gan is now on monitoring, the British Red Cross livelihoods programme is on track for closure during June 2008.

Enhancement of risk reduction approaches to promote the resilience of communities against potential future disasters is being prioritized. This is being done through construction of hazard resistant housing, provision of rainwater storage capacity to ensure availability of safe drinking water during dry seasons, raising awareness in community-based risk identification, and health promotion. Training for island disaster management committees and disaster management task forces continued while first aid kits were distributed. This programme has now formerly been moved from the tsunami recovery programme to the long-term programme support under Appeal 2008-2009. Also part of the programme is effort to prevent and control dengue and chikungunya fevers.

Based on the current implementation rate, it is tenable that most of the pending Red Cross Red Crescent tsunami recovery activities, together with construction of community buildings and facilities on Raa Dhuvaafaru and assistance in resettling people from temporary shelter to their new communities, will be completed by the end of 2008. However, work associated with construction warranty, follow up, construction of remaining sewer systems and community facilities in the southern islands, and community resettlement support will remain.

Click here for the [global tsunami semi-annual report](#) and collective Red Cross and Red Crescent financial report, and here for other [tsunami semi-annual reports by country](#), The list of national societies currently involved in the tsunami operation and the notes/methodology regarding programmatic performance indicators are available in the global report.

Operational Overview

Over the past six months, Red Cross Red Crescent programmes have been involving a steadily increasing number of stakeholders, including various beneficiary and host groups, thereby making coordination a growing and challenging task. Increasing interest in communities for the process of resettlement to their new homes has meant that Red Cross Red Crescent partners have had to invest time and energy in getting roles and responsibilities clarified within their own arena, the government and other stakeholders. By encouraging communication and collaboration, the British Red Cross, the French Red Cross and the International Federation secretariat in particular have continued to play a key role in supporting communities to get answers to their questions/concerns with regard to the resettlement process.

Concerns for the welfare of immigrant workers on some Red Cross Red Crescent reconstruction projects were addressed during the period under review. The psychosocial team of the American Red Cross held sessions with many immigrant workers to identify their key issues of concern and to provide basic training to workforce group leaders in identifying possible causes of depression and initiating peer support mechanisms. Among other issues, it was observed that in addition to being stationed on the island for long periods, the workers' diet was also limited. The International Federation undertook delivery of fruit supplies to the workforce to supplement their diet beginning January 2008- an initiative which has been warmly received by the workers and proved a great morale boost. The welfare and well-being of immigrant workers will remain a priority for the Red Cross Red Crescent.

Conflict and tension between host and internally displaced persons communities continued to restrict movement – from one community to another – thereby delaying completion of some programme components. For instance, tension between Laamu Isdhoo and Laamu Isdhoo Kalaidhoo island communities continued to be of serious concern to the British Red Cross; however, there have been no security concerns for Red Cross Red Crescent staff, apart from transport restrictions. In the same vein, gaps caused by inadequate information sharing by relevant authorities have fuelled rumour mongering – at times resulting in spontaneous protests by community

members, disrupting project implementation. This was evidenced by a recent incident where a group of angry islanders advanced on to Raa Dhuvaafaru Island to protest against transfer of contaminated soil to the government-assigned waste dumping island of Thilafushi, stopping all work for two days. The islanders (who are currently living in an internally displaced persons camp on the nearby Raa Ungoofaaruu Island) had apparently heard from ‘reliable sources’ that the contractor had hired a barge to transport ‘their’ good soil to another island. On the contrary, the contractor is bound to ensure that soil that has mixed with bits of construction materials, that could potentially turn toxic in future, is removed from Raa Dhuvaafaru to the garbage island.

The larger operational environment in the Maldives over the past six months has been characterized by some political tensions. In 2006, the current government embarked on extensive reforms to the nation’s political and institutional framework. The reforms were outlined in the ‘Roadmap for the Reform Agenda’ which also envisaged the revision of the constitution prior to the country’s first multi-party elections scheduled for late 2008. Constitutional reforms have proved difficult and slow and pressure is mounting to ensure that the expectations for competitive and multi party politics are met.

Also pegged on the reform process are high expectations for increased government services among the people of the Maldives. Specific to communities most affected by the tsunami, expectations vary from public services – including health, transport and education – to addressing needs for spacious harbours and adequate fish processing capacity. To this end, protests continue in some islands regarding post-tsunami reconstruction efforts which many deem to be moving too slowly and unable to meet community expectations. Another issue of concern is population consolidation and creation of safer islands, taking into consideration the cost of providing social services on a large number of islands with small populations. Some are demanding that the government construct new houses for them on safer islands.

Although significant achievements have been made in the control of communicable diseases, non communicable diseases pose a major challenge for the health services. During the period December 2007 to end of April 2008, a total of 469 cases of dengue fever were reported throughout the country—a dramatic increase over previous period last year. Red Cross Red Crescent partners have continued health/hygiene promotion activities – with a bias toward prevention of dengue and chikungunya through eradication of potential mosquito breeding grounds – alongside promoting proper water management and waste water disposal in the communities.

As more and more projects are completed and handed over to beneficiaries (and others near completion), Red Cross Red Crescent has prioritized transition strategies. But despite indicating commitment to support communities in maintenance and operation of the water and sanitation systems handed over by the Red Cross Red Crescent, the government is yet to fully develop plans and strategies for the same. As such, uncertainty still exists regarding governmental policy in relation to the ongoing operational costs of sewer systems, making communities hesitant to assume full responsibility over ongoing costs. Red Cross Red Crescent partners have developed and are in the process of sharing information on ‘dos’ and ‘don’ts’ of sewer system management with the communities. This process also gives the communities an opportunity to ask questions and get clarification on the use of the systems at the household level. One main challenging issue will be managing community expectations and tensions around the programmes as well as planning successful relocations (especially in Raa Dhuvaafaru, Thaa Vilufushi and Laamu Gan). There are also concerns that as the construction projects near completion, vandalism and theft could increase in the construction sites when contractors leave.

Performance Table

Programmatic Performance Indicators for Maldives	Total
Maldives’ total population	298,968 ¹
Overall estimated number of persons reached by the Red Cross Red Crescent and partners	255,834 ²

¹ Population data is based on the 2006 census. Recent government and media reports place the figure at 300,000.

² This figure includes the beneficiaries of a measles vaccination campaign where the American Red Cross, its Measles Initiative partners (United Foundation, UNICEF, the Centres for Disease Control and Prevention and the World Health Organization) and the Government of the Maldives vaccinated more than 80 per cent of the country’ population, consisting

Total number of persons with access to an improved water source	101,915
Number of persons with access to improved waste management facilities	92,420
Number of hospitals and clinics completed	24
Total number of hospitals and clinics to be provided	27
Number of shelters completed	1,084
Number of shelters to be provided	1,084
Number of houses occupied	456
Number of houses completed	533
Number of houses under construction	981
Total number of houses to be provided	1,514
Number of persons certified or skilled in community-based first aid (including psychosocial support)	2,102
Number of households that have received livelihood support grants	1,487
Percentage of projects with a sustainability plan or documented exit strategy	69%
Estimated percentage of projects with one or more forms of local participation	96%

Note: Figures represent progress achieved up to 30 April 2008

Click [here for a table](#) showing an analysis of the tsunami operation by performance indicators. 'Click [here for the notes and methodology regarding programmatic performance indicators, which is available in the global report](#)'.

Health and Care

Red Cross Red Crescent health and care activities in the Maldives have focused on improving access to safe water and sanitation, promoting better waste management, rehabilitating health facilities, psychosocial support, and raising awareness of health risks.

The Red Cross Red Crescent has supported improving access to safe drinking water by supplying supplementary water supply systems to 15 islands across 11 atolls – benefiting 24,000 people – and distributing rainwater harvesting kits to 79 islands, benefiting close to 100,000 people. The supplementary water supply systems have been handed over to beneficiaries, except on Gaafu Alifu Maamendhoo where it was handed over to the government to complete due to vandalism by the community. Considering the importance of system sustainability, beneficiary communities were trained in water management, prior to the handover, and operators of the desalination units enrolled to receive government salaries. The responsibility of managing and maintaining the systems now fully falls on the communities.

During the reporting period, water conservation workshops were conducted in Dhaalu Kudahuvadhoo, Kaafu Maafushi and Kaafu Guraidhoo islands. These trainings were conducted in collaboration with the Maldives Water and Sanitation Authority (MWSA) and island health units, with participation of 730 community members. Participants undertook rainwater quality testing on 756 rainwater tanks, of which 145 tested positive for bacteria and were treated. Additionally, good progress was made in developing a children's hygiene and sanitation training (CHAST) toolkit and organizing trainings for trainers. The challenge now is to advocate for the adoption of the hygiene toolkit – or parts of it – into the school curriculum by the Ministry of Education and local water authorities.

of boys/men between ages 6 and 25, and girls/women aged 6 to 35 (encompassing women of child bearing age). It was the first time in the country's history that a mass vaccination programme of this nature had been conducted.

Community sewer systems are being implemented across nine islands with the aim of improving community sanitation, preservation of water resources and prevention of groundwater contamination. Major construction works on Kaafu Guraidhoo and Kaafu Maafushi sewerage collection and waste water disposal systems were completed and the systems were handed over to beneficiary communities in March 2008. Work on the Dhaalu Kudahuvadhoon system is also complete with a handover planned for June 2008.

With completion of the three systems on Dhaalu Kudahuvadhoon, Kaafu Maafushi and Kaafu Guraidhoo, the American Red Cross has begun to install household septic tanks; connection of newly-installed 350 septic tanks to the Kaafu Maafushi and Kaafu Guraidhoo systems is ongoing but further progress could potentially be delayed by testing and possible modification of some tanks. The designs of household septic tanks are being reviewed to ensure that beneficiary households have high quality and durable septic tanks. An engineering consultant has completed the detailed design of the sewer systems on the southern islands of Gaafu Alifu Villingili and Gaafu Alifu Dhaandhoon, and construction is expected to begin latest by September 2008.

In Thaa Vilufushi, the contractor who will construct a sewerage system has fully mobilized to begin working. However, due to community concerns with regard to the outflow, a design re-adjustment has had to be carried out. Consequently, it is expected that design work and additional costs for this project adjustment will be substantial. Though the process has necessitated delays, there is commitment to finalize it by mid July 2008.

In Raa Dhuvaafaru, installation of waste water collection and disposal systems commenced in August 2007 and is expected to be complete in the second quarter of 2008. In addition to the waste water collection and disposal system, 14 x 10,000-litre community rainwater storage tanks, alongside 2,500-litre household rainwater tanks, have been installed to optimize rainwater harvesting for the community.

As outlined in the previous report, some remainder works on the sewer system in the new settlement of Laamu Gan are to be completed by the government due to continued disruption and vandalism by community members. Additionally, works on the eastern part of the new Laamu Gan settlement – where the French Red Cross is currently constructing 160 houses – had not started by end of March 2008. This is because the overall sewerage network will not be fully operational without the completion of the main island system by the government.

Security concerns at Laamu Gan sites also continue to hinder smooth implementation of the project. Four burglaries were reported in February and March 2008 alone, two of them involving threats of violence. These concerns have been raised with relevant authorities and it is hoped that they will be addressed.

Remarkable progress has been made through the psychosocial support programme. To date, support has been provided to 64,041 beneficiaries in all 76 targeted communities and 114 schools across seven atolls. So far the programme has trained 973 community facilitators and over 80 government ministry personnel who are able to intervene in times of crises. Project staff and trained volunteers continued to conduct community resilience-building and training activities (664 to date) including festivals, sporting events and community clean-up campaigns. A school facilitator's training course was held for teachers representing seven atolls; the 212 teachers are now able to identify stress in children, provide psychological first aid and conduct resilience activities. Additionally, the programme has established a pool of psychological first aid volunteers and crisis intervention specialists – including government ministry staff and teachers – who are trained to provide immediate response in cases of emergencies.

A follow-up dengue and chikungunya prevention clean up campaign was conducted by the American Red Cross on Maafushi. The initiative (which was organized completely by the community) mobilized 200 residents to clean up the beach of over 1,000 dead fish, and collect/empty plastic and other types of containers which were potential breeding grounds for mosquitoes.

The British Red Cross, in collaboration with the department of public health, Thaa Atoll hospital and Buruni health post conducted a 4-day mosquito control and prevention training. A total of 40 volunteers participated. The participants were able to identify different types of mosquitoes, their breeding habits and sites. They also learned the importance of volunteering and working together. Later, these volunteers and an additional 10 others participated in a clean up exercise on Thaa Buruni Island.

Regarding health facilities, the construction of a health centre on Raa Dhuvaafaru maintained a steady progress, and by the end of April 2008 the building was over 95 per cent complete. It is expected to be fully complete during June 2008. This project, and another one on Thaa Vilufushi Island, is funded by the German Red Cross. The two projects are being implemented by the Ministry of Health under monitoring of the International Federation secretariat (in Raa Dhuvaafaru) and the British Red Cross (in Thaa Vilufushi). The French Red Cross is extending the Laamu Gan regional hospital.

Shelter and community construction

The majority of reconstruction work was undertaken to accommodate people whose houses were completely destroyed by the tsunami or who voluntarily relocated from their high-risk and badly-affected islands. The collective commitment by the Red Cross Red Crescent as regards reconstruction of permanent houses is 1,514 houses. Construction work has progressed at a respectable rate during the six months under review, considering the challenges.

With the smaller housing construction projects having been completed during 2007 and houses handed over to beneficiary families, focus is now on the larger construction programmes; Raa Dhuvaafaru (International Federation secretariat), Thaa Vilufushi (British Red Cross) and Laamu Gan (French Red Cross). These remaining projects include housing, community buildings, community facilities – such as sports fields – and infrastructure like electricity networks and roads.

Defects liability periods were successfully concluded for housing projects on Kaafu Maafushi and Kaafu Guraidhoo; for Dhaalu Kudahuvadho (where a total of 109 houses were constructed) it will end later in the third quarter of 2008. A problem has been identified in seven of the Phase 2 houses on Dhaalu Kudahuvadho. It appears that they were built in a depression on the island and, consequently, are prone to flooding in case of heavy rains. Investigations are underway with the housing and infrastructure reconstruction unit (HIRU) of the Maldivian government, the consultant and the contractor to ascertain how the problem occurred and propose appropriate rectification measures.

The French Red Cross completed two houses on Laamu Mundoo Island and handed them over to beneficiary families in January 2008. Construction works on the remainder 160 houses on Laamu Gan progressed at a slow rate during the period under review. The Laamu Gan project also includes extension of the regional hospital and construction of a youth centre, a guest house and sports facilities for the entire island community.

Also handed over during the same period – this time to the government – were 66 houses on Shaviyani Funadhoo, which were funded by the Red Cross Society of China in conjunction with the China Charity Federation. Selection of beneficiary families for these houses will be done by the government and those families will only move in after the houses are linked to the island's electricity network. Before then, the government is responsible for ensuring security of the houses, i.e. to protect them from vandals.

Considerable progress has been made on Raa Dhuvaafaru, which is the largest Red Cross Red Crescent project in the Maldives. The project includes construction of 562³ houses and community buildings such as a pre-school, a primary school, a secondary school, an auditorium and a community administration complex. Also included are a health centre, a sports ground, electricity distribution network/power station and a road network.

During the period under review, a high level of material wastage during handling and transportation resulted in shortages of tiles, sanitary ware and fittings. This, in addition to mistakes by the contractor in planning for other items such as paint, contributed to delays in house completion. Internal fit-out works such as ceilings, doors and windows continued at a slower-than-projected pace. However, by the end of April 2008, over 360 of houses had been inspected and locked while construction of schools had attained a completion rate of over 85 per cent.

The defect liability periods for the British Red Cross Phase 1 houses on Laamu Maabaidhoo, Laamu Fonadhoo, Laamu Isdhoo, Laamu Isdhoo-Kalaidhoo and Thaa Madifushi were completed and the contractor demobilized

³ Out of a total of 600 houses, the International Federation Secretariat accepted to fund 562 houses while the Government of Maldives funded 38 houses.

from the islands. Construction of 250 houses on Thaa Vilufushi is now proceeding at good pace, with the houses at various stages. Overall, 35 per cent of construction work is complete, with 100 houses having roofs installed. The tender process for the power system for Thaa Vilufushi is near completion, with award of contract to be done soon. The contract for the secondary school has been awarded; work is due to start at the site soon.



Naseeha, Tholha, Soniyaa and Raagiya display their painting depicting a smiling sun, complete houses, and their green island. They presented the picture to immigrant workers on Dhuvaafaru as a sign of thanks for constructing their soon-to-be new home.

International Federation-wide beneficiary selection criteria for housing programmes were developed and used across all projects (combined with an extensive consultation process with the internally displaced persons and the government of Maldives) to prepare lists of beneficiaries for the houses. While construction and reconstruction continue, a consultation process is being implemented with the government, internally displaced persons and host communities to increase programme ownership and to strengthen stakeholder relationships. For the International Federation, the process of community consultation continues to be implemented by the recovery team on the five islands hosting internally displaced persons from Raa Kandholhudhoo. Additionally, communication with beneficiaries in Raa Atoll has continued through community-wide consultations, hand-delivery of a beneficiary focused newsletter every two months and organizing beneficiary site visits to Raa Dhuvaafaru. Most notable was a visit by internally displaced persons children on 29 March 2008 to entertain immigrant

workers with song and dance and to pass along their gratitude through the presentation of paintings.

Red Cross Red Crescent partners have also prioritized beneficiary communication and community integration activities on other islands. Monthly site visits to Thaa Vilufushi Island have continued alongside bi-monthly community meetings on Thaa Buruni, which include government representatives. Additionally, the internally displaced persons community on Thaa Buruni continues to be kept informed on progress of the Thaa Vilufushi project on a monthly basis via newsletters, island updates, focus group discussions, frequently asked question brochures/posters, community information boards, a hotline and participatory radio programmes. Likewise, a 'communication for development' project is being implemented with a view to increase understanding of projects in Laamu Gan and Laamu Mundhoo.

Communities and island authorities have responded very well to the improved information provision and decision making enabled by regular face-to-face meetings and monthly visits. During the reporting period, every attempt was made to ensure that communities and relevant authorities are fully aware of the programmatic milestones, exit dates, and the different roles and responsibilities among all stakeholders.

Livelihoods

The devastation brought by the December 2004 tsunami resulted in many families losing their income earning capacity. In the immediate aftermath, the economic conditions for many of the most affected looked grim. The loss of livelihoods, in addition to loss of life and property, and the resulting psychological stress for the affected, prompted the Red Cross Red Crescent partners to consider disbursement of grants to allow people to invest and support their own recovery. This took into consideration that while repair and reconstruction activities following the tsunami created additional job opportunities in construction and transport – which compensated partially for the losses in other sectors – some of the impacts are short-term in nature.

For instance, the positive effects on the population of the host islands will largely be reversed when the displaced people are resettled in their permanent locations while the boom experienced in the construction and transport sectors will not last for ever.

To date, 177 type one grants (for individuals), 312 type two grants (for group income generating activities) and 11 community grants, amounting to over USD 660,000 and reaching over 8,000 beneficiaries, have been disbursed by the British Red Cross. With disbursement of all such grants now complete, the programme is on track to be completed by June 2008.

The first round of monitoring in November/December 2007 by the British Red Cross identified a large proportion of type two grant groups that were not performing well. Many of the problems stemmed from groups preferring to work in individual family units, others from the fact that too many similar type projects (such as fish processing) had been started on the same island, creating too much competition. The programme was restructured in the course of implementation and various communication tools employed to promote better understanding and to provide guidance.

The French Red Cross disbursed asset grants to 120 households in Laamu Gan. The programme encouraged involvement of the larger community and involved them in design and implementation – an approach that contributed to reducing tensions between the host and the newly settled communities. Further, the French Red Cross collaborated with the United Nations Development Programme (UNDP) and Care Society, a local non-governmental organization, to set up a functional agriculture community nursery and learning centre.



Aishath joined others to form a group of four to re-start agriculture work. Aishath was elected president of her group. After having received the grant from British Red Cross, their group named 'josh', meaning courage, bought pumps and seeds and levelled the ground for preparation. In addition to Aishath's experience in growing chilli, they also added watermelon. The farmland soon started to produce and the group has been steadily earning around CHF 1,800 a month.

Looking back on recent years, although the tsunami was devastating, Aishath admits her life has improved: "I have regained all that I had lost and am back to my life as before. My children will continue cultivating this land too. I have got good support from BRCS to start up my work again"

Disaster Management

Prior to the tsunami, the Maldives had little direct experience of the effect of major natural disasters. In communities where the impact was greatest, the tsunami cancelled out development gains accrued through years of patient endeavour and highlighted a need for comprehensive risk reduction measures linked to effective disaster preparedness systems. It also exposed a need for disaster management to be regarded as the responsibility of everyone – not least the island communities themselves.

As a need for intensive support to local communities challenged by an outbreak of dengue fever diminished, the focus by Red Cross Red Crescent shifted towards consolidation of community-based disaster management initiatives and risk reduction planning. Revised curricula for island-level community-based disaster management and vulnerability and capacity assessment training were developed and successfully introduced at training events in eight islands. The vulnerability and capacity assessment exercises during the period under review engaged active participation of 252 people and were conducted in the context of a wider process intended to ensure decreased exposure to risk, reduced vulnerability and increased resilience among the communities. Transformation of the vulnerability and capacity assessment findings into practical action linked to risk reduction plans constitutes a continuing challenge.

Partnership with the National Disaster Management Centre was strengthened by approval of new guidelines for island community disaster management developed by the Red Cross Red Crescent. It is intended that these guidelines will strengthen the development of community capacities for risk reduction and island disaster management linked to nationwide early warning and response mechanisms. However, institutionally-centralized

organizational relationships and authorities within local government administrations result in a tendency for members of island committees to be drawn from a small pool of professionals, each of whom has many competing demands on their time. Of these, participation in disaster management events is generally afforded a low priority, a contingency that inhibits opportunities for meaningful community engagement with disaster risk reduction activities intended as development initiatives.



Public demonstration of skills acquired by International Federation-trained first aid volunteers at the Hulhudhuffaru Island's harbour, Raa Atoll.

Development of standard first aid training programmes and materials for communities and schools was finalized during the period under review. These were adopted for the training of 525 first aid volunteers in the targeted islands.

A training of trainers' event conducted by Red Cross Red Crescent partners resulted in the qualification of an additional 16 first aid trainers. However, such training events have been Male'-centric in nature and there is need to improve training capacity in the atolls. Training initiatives in the islands will be re-oriented toward integration of practical techniques with community health issues, to render them more relevant to community needs. Consequently, a community-based first aid approach will be adopted in future endeavours.

During the period under review, the British Red Cross conducted waste awareness training in collaboration with a local NGO Live and Learn as well as water safety/search and rescue in partnership with the Maldives Coast Guard.

Significant demand for the delivery of first aid training to employees of commercial enterprises in Male' and resort islands conflicted with the priorities of this essentially island community-oriented programme. Given this, responsibilities for supporting the First Aid Practitioners' Network were transferred to the long-term organizational development programme.

Host National Society Development

The Maldives is one of the few countries in the world without a national society, and prior to the tsunami many of the locals had never heard of the Red Cross. The tsunami recovery programme provided an opportunity for the Red Cross Red Crescent work to be visible to the Maldivian community, thus establishing goodwill and better understanding about its humanitarian nature. This understanding has opened the way to support for the formation of a Maldivian national society, a process which has been going on since September 2005.

To this end, significant progress has been made over the last six months. Elections of 18 Male' member were held in November 2007; these representatives, together with the 62 Atoll representatives elected in 2006, will participate in the first general assembly of the Maldivian Red Crescent. In addition to elections, the interim planning group – which is tasked to steer the formation process – finalized the statutes and submitted the final draft to the attorney general's office in January 2008.

The head of the International Federation country office in the Maldives, who also chairs the interim planning group, paid a courtesy call on the country's president and updated him on the progress made in tsunami recovery programming in general, and the national society formation in particular. A high level meeting of legal experts from both the International Federation secretariat and International Committee of the Red Cross (ICRC) is also in the pipeline; these experts will meet with the attorney general of the government of Maldives to fine-tune the statutes and Presidential Decree. This will make way for the formal recognition of the new national society by the legal government of its country on the basis of the Geneva Conventions and of the national legislation as a voluntary aid society, auxiliary to the public authorities in the humanitarian field. Discussions with relevant government authorities are ongoing and there are hopeful indications that the process will be concluded by the end of this year.

Focus has also been put on the general promotion of the Fundamental Principles and humanitarian values of the Red Cross and Red Crescent Movement. This is indispensable if the nascent national society is to be perceived as an impartial, neutral and independent actor – preconditions which should be met to motivate public authorities to grant effective access to beneficiaries, and to maintain the trust and confidence of beneficiaries and vulnerable people.

Dissemination of information about the formation of the Maldivian Red Crescent as well as on the work and principles of the Red Cross Red Crescent has continued through monthly and quarterly newsletters, a monthly radio programme as well as special campaigns and interviews on TV, radio, newsletters and newspapers. A consultant has been engaged to focus on promotion of the same in Male' and the atolls.

Additionally, Red Cross Red Crescent programmes have adopted an approach that regards and values community participants as potential members and volunteers of the nascent Maldivian Red Crescent. Volunteers who were recruited to assist with the psychosocial support programme as well as with other community programmes are also an important part of developing a firm foundation for the Maldivian Red Crescent. Already, there is a pool of over 2,000 such volunteers who have expressed their interest to join the new National Society.

Working as a Movement

In the absence of a national society in the Maldives, Red Cross Red Crescent partners are implementing tsunami recovery projects in partnership with the government of Maldives. Close coordination is maintained through joint field monitoring visits. The Red Cross Red Crescent provides quarterly reports to the government, giving updates on progress and implementation challenges. The report is expounded through presentations – at the Ministry of Planning and National Development.

There continues to be positive coordination and collaboration between the International Federation secretariat and the three partner national societies, as guided by the Maldives Red Cross and Red Crescent tsunami operation in-country Strategy 2006-2008. This country strategy has given a coherent and coordinated approach in addressing seven common strategic objectives, including formation of a national society and the need to build better prepared and more resilient communities in the future.

The International Federation secretariat takes the lead in arranging meetings at ministerial level on matters that need to be discussed with the government where partner national societies share similar concerns. This coordination is practised to reduce demands upon the capacity of the government, and to maintain a consistent approach. Close coordination is also maintained with counterparts involved in construction, to share information and to ensure that experiences of each partner can benefit others and vice versa. The water and sanitation and construction teams of the International Federation secretariat and partner national societies also working very closely as installation of water and sewer systems are done alongside construction work on several targeted islands.

Looking Forward

The International Federation secretariat tsunami projects will be completed by the end of 2008, with completion of Raa Dhuvaafaru project and possible resettlement of beneficiary families from internally displaced persons camps on five islands. However, there will be remainder work associated with construction warranty follow up and community resettlement support. Consequently, the role of the International Federation's country office in the Maldives will shift from an 'implementer' to 'facilitator', focusing effort on nurturing the new national society.

From the beginning of 2008, priority has been placed on sustainability of the tsunami programmes and transitioning into longer-term programmes. Key areas of support are focused on guiding the nascent Maldivian national society in designing and implementing longer-term programmes that are responsive to local vulnerabilities and focused on the areas where they can add greatest value. Programme support will concentrate on development of the national society, community disaster risk reduction, community-based first aid, community health awareness and promotion of the Fundamental Principles and humanitarian values.

For the American Red Cross, approval of the detailed designs for the southern island sewer project is expected to be done in time for tender and contract by September 2008. During the next reporting period, an island exchange visit to Shaviyani Komandoo Island will be organized for sewer operators from the central islands (Dhaalu Kudahuvadho, Kaafu Maafushi and Kaafu Guraidho). It is expected that the sewer operators will learn how Shaviyani Komandoo Island successfully manages its sewer utility, ensuring long-term maintenance and revenue collection. Hygiene promotion and water resource management activities will continue on the central islands into 2009; these activities will be expanded to the two southern islands – Gaafu Alifu Villingili and Gaafu Alifu Dhaandho. Additionally, dissemination of all materials developed including, training books, posters and videos to relevant ministries, schools and community-based facilitators will be done in the coming months.

The British Red Cross has planned a final evaluation of its Phase 1 project in June 2008. The remaining components of Phase 1 projects will be completed during June 2008 in preparation for exit from the five islands – Laamu Maabaidho, Laamu Fonadhoo, Laamu Isdhoo, Laamu Isdhoo-Kalaidho and Thaa Madifushi. The exit will be followed by full closure of Phase 1 projects, including rectification/defects process within the contract liability. Monitoring of rectification works, housing occupancy levels and housing satisfaction survey is also planned for May/June 2008. During the coming months, British Red Cross will finalize mobilization and full scale commencement of the Thaa Vilufushi housing project, with all construction contracts (housing, sewer, power and school).

The focus of the French Red Cross over the next reporting period will be on following up the 120 micro projects in Laamu Gan, facilitating community integration, improving beneficiary communication and increasing information flow. The French Red Cross will also reinforce capacities in the nursery and community centre – in conjunction with Care Society and UNDP – as well as tender and implement three community-based projects (youth centre, guest house and sport facilities). Meanwhile, the French Red Cross plans to finalize an exit strategy.

Contact information:

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FIGURE 1: Analysis of programmatic performance indicators for Maldives

Ind. No.	Programmatic Performance Indicators		Total
1 ¹	Overall estimated number of persons reached by International Federation and partners (using coverage methodology only, not by sector)		255,834
Health & care including water & sanitation infrastructure			
2 ²	No. of persons with access to an improved water source (temporary settlements)		NA
	No. of persons with access to an improved water source (permanent settlements)		NA
	Total no. of persons with access to an improved water source		101,915
	Total no. of persons targeted for access to an improved water source (planned)		110,250
3	No. of persons with access to improved waste management facilities or improved latrines (built to sphere standards) ³		92,420
4 ⁴	No. of persons certified or skilled in community based first aid (including psychosocial) by gender where possible		2,102
5	No. of persons reached by community-based health services, by gender where possible		64,266
6	Hospitals & Clinics built or rehabilitated	Operational/In Use	24
		Completed	24
		Under Construction	2
		Planned	1
	Total number of hospitals & clinics to be provided		27
Shelter & community construction			
7	Transitional shelters built	Occupied/ utilized	0
		Completed	1,084
		Under construction	0
		Planned	0
	Total number of shelters provided		1,084
8	Permanent houses built	Occupied ⁵	456
		Completed	533
		Under construction	981
		Planned	0
	Total number houses to be provided		1,514
9 ⁶	Schools built or rehabilitated	Operational/In Use	6

¹ Assumed that some community grants benefit population of entire island (this will also cover all construction and disaster management beneficiary count).

² Two rainwater harvesting projects in progress with provision of thirty 5,000 litre tanks on two islands (population figures for both islands is 2,062). Sewer systems incorporated in 250 housing units under construction on Vilufushi calculated as benefiting 250 x 6 people.

³ Standard requires less than 20 persons per latrine, communal latrines are segregated by gender, and water and hygienic supplies are available.

⁴ Covers all who have been trained in basic first aid.

⁵ Some beneficiaries of new houses are still living temporarily on other islands. Full occupancy surveys will be carried out in June 2008.

⁶ Figure includes six preschools updated from five preschools as previously reported).

		Completed	6	
		In progress	6	
		Planned	1	
	Total number of schools to be provided		13	
10	Other community structures built or rehabilitated	Operational/In Use	134	
		Completed	134	
		In progress	5	
		Planned	3	
	Total number of other community structure to be provided		142	
Livelihoods				
11	No. of households reached by asset replacement or enhancement		19	
12⁷	No. of households that have received livelihood support grants		1,487	
	Range and average grant size (in local currency): RANGE		MDR 2,000-60,360	
	AVERAGE GRANT SIZE		MDR 25,803	
13	% of (or no.) reporting improved, diversified or stabilized income		N/A	
Disaster Management				
14⁸	% of target population covered by RCRC early warning interventions		72%	
	% of population targeted (planned) for coverage by Red Cross Red Crescent early warning interventions		100%	
15	% of population covered by a functioning emergency response set up		72%	
16	Number and percentage of buildings built meeting or exceeding local hazard resistance standards	(1) schools NUMBER	6	
		Percentage of schools		100%
		(2) temporary shelters NUMBER	N/A	
		Percentage of Shelters		0%
		(3) permanent houses NUMBER	456	
		Percentage of permanent houses		100%
	(4) Other		8	
17	% of population covered by pre-positioned stocks		0%	
18	No. of communities targeted for developing (or with) a disaster preparedness or contingency plan for all major risks	Planned	18	
		Completed	15	
19⁹	No. of people trained in vulnerability and capacity assessments or community based disaster management		464	
Ind. No.	Programme support and coordination		Totals	
20	% of projects that conform to joint key decisions (e.g. beneficiary selection, livelihoods standards etc.) <i>Specific joint decisions to be determined at the country level</i>		N/A, see in narrative	
21	% of Red Cross Red Crescent organizations able to adhere to joint operational decisions the majority of the time (e.g. security guidelines,		N/A, see in narrative	

⁷ It is assumed that some community grants benefit whole island populations.

⁸ Target is population of islands with disaster management activities, i.e. 17,544.

⁹ This total covers vulnerability and capacity assessment, community-based disaster risk management, first aid, search and rescue and dengue and Chikungunya training.

	# of Red Cross Red Crescent organizations working in country (operational)	3
	# of Red Cross Red Crescent organizations contributing to the report this period	3
	# of Red Cross Red Crescent organizations newly arrived this reporting period	0
	# of Red Cross Red Crescent organizations exiting this reporting period	0
	# of Red Cross Red Crescent organizations with plans to exit in the next 6 months	0
	Beneficiary & Community Participation	
22	Estimated PERCENTAGE of projects with one or more forms of local participation ¹⁰	96%
	Sustainability	
23	% of projects with a sustainability plan or documented exit strategy	69%

¹⁰ Degrees of beneficiary participation are defined as follows: (1) Gather information – Beneficiaries provide information to project planners; (2) Consult – Beneficiaries comment on different project options; (3) Actively participate – Beneficiaries design the interventions and participate in implementation; (4) Empower beneficiaries to participate – Beneficiaries design the interventions, participate in implementation, assess performance and are trained and encouraged to continue to act on their own in the future.

FIGURE 2: Analysis of knowledge sharing and active learning performance indicators

Knowledge sharing and active learning							
	Total	Health & Care	Shelter & Community Construction	Disaster Management	Livelihoods	Emergency Relief	Cross/ multi-sector or other
By Country							
Number of evaluations, reviews or formal assessments completed or in-process this period	12		6		2		4
Number of evaluations, reviews, formal assessments planned for next period	11	3			1		7
New technical documents available from Red Cross Red Crescent this period (evaluation reports, lessons learned reports, sectoral guidelines, tools, policies etc.) by type by national society		American Red Cross: Psycho social support booklets and training manuals		The International Federation: 'Guidelines for Action - Island Community Disaster Management'			British Red Cross (BRCS): 1. Exit Strategy Documents shared among all Red Cross Red Crescent partners in Maldives 2. With support from UN and national disaster management centre (NDMC), International Federation community-based disaster management guidelines 3. Island vulnerability and capacity assessment maps for each community (shared with all stakeholders). 4. Lessons learned from livelihoods and disaster management (for cross-learning purposes).
Knowledge sharing/active learning events underway or completed (involving one or more international Federation member) this reporting period, by type by national society		American Red Cross: Participatory Project Review of psycho social support project sites (include a sample of 20 islands)			BRCS: 1. Cross-programme livelihoods learning workshop. Although also of relevance to field offices, the learning from the workshop will be useful in informing future BRCS programmes 2. Lessons learning documents 3. London		BRCS: 1. Operational handbook (covering finance, logistics, HR, IT and other systems) to strengthen future BRCS directly operational programmes American Red Cross: Accountability to beneficiary review

					coordinated BRCS regional learning plan commenced		
Knowledge sharing/active learning events planned for next period by national society					BRCS: 1. Learning documents (e.g. cash grants)		BRCS: 1. Final Evaluation of phase one of BRCS Programme 2. Regional programme learning documents for BRCS programmes.

Other data points to be included:

List of National Societies working/operational in country during reporting period:

American Red Cross
British Red Cross
French Red Cross

List of National Societies that contributed to this report in this reporting period:

American Red Cross
British Red Cross
Canadian Red Cross (statistics only)
French Red Cross