



**NATIONAL DISASTER PREPAREDNESS PLAN
FOR
EMERGENCY SHELTER IN RWANDA**

June 2022

Executive Summary

Rwanda faces a wide range of potential emergency management needs in response to hazards and disasters caused by landslides, flooding, earthquakes, windstorms, rainstorms, volcanic eruptions, etc., which often require providing emergency shelter to the vulnerable population. For example, according to the consolidated data obtained from the MINEMA, it is reported that 48206 houses were damaged, and thousands of people were affected, including 1184 deaths and 1706 injuries due to different hazard/disaster events that occurred in Rwanda in the period of seven years only that is from 2015 to 2021. Moreover, in 2002 and 2021, the Nyiragongo volcano eruptions in the eastern Democratic Republic of Congo (DRC) led to mass population displacement of 400,000 and 21,000 people, respectively, who crossed the border from the DRC (Goma) to flee in Rwanda due to the impact of volcanic activity.

Based on previous experiences regarding emergency shelters in Rwanda, meeting shelter needs pre-and post-disaster remains a significant challenge for Government, humanitarian agencies, and, most importantly, vulnerable people. Typically, in the event of a disaster, emergency shelters need to be provided as quickly as possible for displaced populations, as losing a house means more than just physical deprivation. Therefore, in addition to the existing national contingency plan for disaster management in Rwanda, there is a need to develop a national disaster preparedness plan for emergency shelter interventions in Rwanda.

The primary objective of this preparedness plan for emergency shelters is to enhance the capacity and readiness of the Government and stakeholders to respond timely to the shelter needs in events of disaster. The document highlights the emergency shelter sector description and status thereby analysing the current challenge and gaps through the SWOT approach (strengths, weaknesses, opportunities, and threats). To ensure a coordinated response, the sector preparedness plan is developed. Moreover, the plan defined and assigned the roles and responsibilities to different key stakeholders for the effectiveness of interventions related to the emergency shelter.

Version Control

Version	Validation Date	Author	Participating Stakeholders	Page Number	Section	Amendment Summary	Authorized by
1.0	28/6/2022	NICKDADI	MINEMA, RHA, MINALOC, WVI, RRC, IOM, UNHCR, CARITAS, TROCAIRE, PLAN, WFP		The whole document	First Edition	Ngoga Aristarque (Advisor to the Minister, MINEMA)

NB: This document should be reviewed every two years to ensure its validity to address real situation related to **emergency shelter preparedness plan** in Rwanda.

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Acronyms and abbreviations

CBI:	Cash-Based Interventions
CCCM:	Camp Coordination and Camp Management
CGI:	Corrugated galvanized Iron Sheets
CIMIC:	Civil Military Cooperation
CP:	Contingency Plan
DIDIMAC:	District Disaster Management Committee
DRR:	Disaster Risk Reduction
FRW:	Rwandan Francs
GBV:	Gender based Violence
GoR:	Government of Rwanda
GSC:	Global Shelter Cluster
HCT:	Humanitarian Country Team
HDPE:	High Density Polyethylene
HLP:	Housing, Land and Property
IASC:	Inter-Agency Standing Committee
IEC:	Information, Education, and Communication materials
IFRC:	International Federation of Red Cross and Red Crescent Societies
INGO:	International Non-Governmental Organizations
JIMC:	Joint Intervention Management Committee
MINALOC:	Ministry of Local Government
MINEMA:	Ministry in charge of Emergency Management
MININFRA:	Ministry of Infrastructure
MoD:	Ministry of Defence
MoH:	Ministry of Health
NADIMAC:	National Disaster Management Committee
NADIMATEC:	National Disaster Management Technical Committee
NFIs:	Non-Food Items
NGO:	Non-Governmental Organization
NPDM:	National Platform for Disaster Management

RCRC:	Red Cross/Red Crescent Movement
RHA:	Rwanda Housing Authority
RRC:	Rwanda Red Cross
SAG:	Strategic Advisory Group
SC:	Shelter Cluster
SCT:	Shelter Coordination Team
SEDIMAC:	Sector Disaster Management Committee
SOPs:	Standard operating procedure
SOPs:	Standard operating procedures
SWG:	Shelter Working Group
UN OCHA:	United Nations Office for the Coordination of Humanitarian Affairs
UNDP:	United Nations Development Programme
UNHCR:	United Nations High Commissioner for Refugees
UNICEF:	United Nations Children’s Fund
WASH:	Water, hygiene, and sanitation sectoral working group
WFP:	World Food Programme
WHO:	World Health Organisation
WVI:	World Vision International

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Definition of Key Terms

- **Emergency Shelter:** This type of shelter is used for brief periods of time to deliver life-saving support and is the most basic kind of shelter support aside from staying in another permanent building (to be used for a temporary period) for a single night to a few days during an emergency. This kind of shelter commonly does not allow for the extensive preparation of food or prolonged medical services.
- **Temporary Shelter:** This type of shelter is meant for short-term use. A simple tent or a public mass shelter used for a few weeks following a disaster constitute a temporary shelter. According to the IFRC/RCS (2013), the duration of stay in such shelters may be limited, and therefore, prioritizing speed and limiting costs should be considered when constructing this kind of shelter.
- **Temporary Housing:** This type of shelter is often distributed for long-term periods such as six months to three years. Temporary housing such as rental houses and prefabricated unit allow people affected by a disaster to return to their normal daily activities. In many cases, temporary houses are installed on temporary land.
- **Transitional Shelters:** This type of shelter is usually developed by displaced individuals themselves following a disaster, and such resourcefulness and self-management should be supported. Transitional shelters are commonly relocated from a temporary site to a permanent location, upgraded into part of a permanent house, resold to generate income to aid with recovery, recycled for reconstruction, and reused for other purposes. Such transitional shelters are expected to serve for many months or years.
- **Progressive Shelters:** This type of shelter is designed and built to be more permanent and upgradeable in the future through alterable structural components.
- **Core Shelters/One-Room Shelters:** This type of shelter is designed and built with the intent of being permanent housing in the future, including a foundation and all or some of the key services, such as plumbing and various utilities. The goal with this type of shelter

is to build at least one or two rooms to meet permanent housing standards and facilitate improvement. However, these shelters are not intended to be a full permanent house.

- **Permanent Housing:** Permanent housing may be upgraded from a transitional shelter, a progressive shelter, a core shelter, or even a new house. Such houses should be resistant and resilient to future hazards and disasters.
- **Contingency planning:** A management process that analyses disaster risks and establishes arrangements in advance to enable timely, effective and appropriate responses.
- **Capacity:** The combination of all the strengths, attributes and resources available within an organization, community or society to manage and reduce disaster risks and strengthen resilience.
- **Disaster:** A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts.
- **Disaster Risk Management:** Disaster risk management is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses.
- **Disaster Risk:** The potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity.
- **Early Warning System:** An integrated system of hazard monitoring, forecasting and prediction, disaster risk assessment, communication and preparedness activities systems and processes that enables individuals, communities, governments, businesses and others

to take timely action to reduce disaster risks in advance of hazardous events.

- **Exposure:** The situation of people, infrastructure, housing, production capacities and other tangible human assets located in hazard-prone areas.
- **Hazard:** A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation.
- **Preparedness:** The knowledge and capacities developed by governments, response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current disasters.
- **A preparedness plan:** establishes arrangements in advance to enable timely, effective and appropriate responses to specific potential hazardous events or emerging disaster situations that might threaten society or the environment.
- **Response:** Actions taken directly before, during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected.
- **Vulnerability:** The conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards.

1. INTRODUCTION

1.1. Background

Rwanda faces a wide range of potential emergency management needs in response to landslides, flooding, earthquakes, windstorms, rainstorms, and volcanic eruptions in particular. While most disasters are on a small to medium scale, cumulatively they have major impacts. The country is vulnerable to natural hazards as well as mass population movements, potentially across borders, owing to volcanic activity in eastern Congo.

In mountainous regions of the Southern, Northern and Western Provinces, heavy rains and storms cause landslides and floods which constitute major hazards that lead to losses of lives, injuries, and damages to property. The Eastern region of the country which has been experiencing rainfall shortage over the last decades is currently exposed to irregular heavy rains associated with strong winds and storms. This has destroyed the roofs of several houses and damaged several hectares of crops in different Districts of Eastern Province

In 2018, 2019, and 2020, nearly 16,000, 5700, and 8100 houses were damaged by hazards, respectively.¹ Since the beginning of January 2020, Rwanda has increasingly experienced heavy rains, thunders, and strong windstorm, affecting most parts of the country. As a result, the flood and other effect of waterflows and rock from volcanoes as well as mudslide and windstorm have been reported in Rubavu, Nyamagabe, Gasabo, Burera and Gicumbi Districts in Northern Part and Kayonza in Eastern Part of Rwanda. In January and February 2020, around 2,500 people have been reported to be affected in above mentioned communities. More recently, from 28 April to 2nd May 2021, extensive flooding and mudslides were reported in Burera District due to waterflows and rocks from the volcanoes. The effects of rains and windstorm has also been observed in other districts including Gicumbi and Kayonza Districts as of 30 April 2021. This has led to extensive

¹ Ministry of Emergency Management (MINEMA) Annual Disaster Effects Report 2018, 2019 and 2020: https://www.minema.gov.rw/fileadmin/user_upload/Minema/Publications/Reports/Annual_Disaster_effects_Report_2018.pdf
https://www.minema.gov.rw/fileadmin/user_upload/Minema/Publications/Reports/Annual_Disaster_Effects_Report_2019.pdf
https://www.minema.gov.rw/fileadmin/user_upload/Minema/Publications/Reports/Disaster_Damages_January-December_2020.pdf

destruction of houses, crops, latrines, death of livestock, destruction of the roads, and loss of households' materials and even human death (**Figure 1**).²

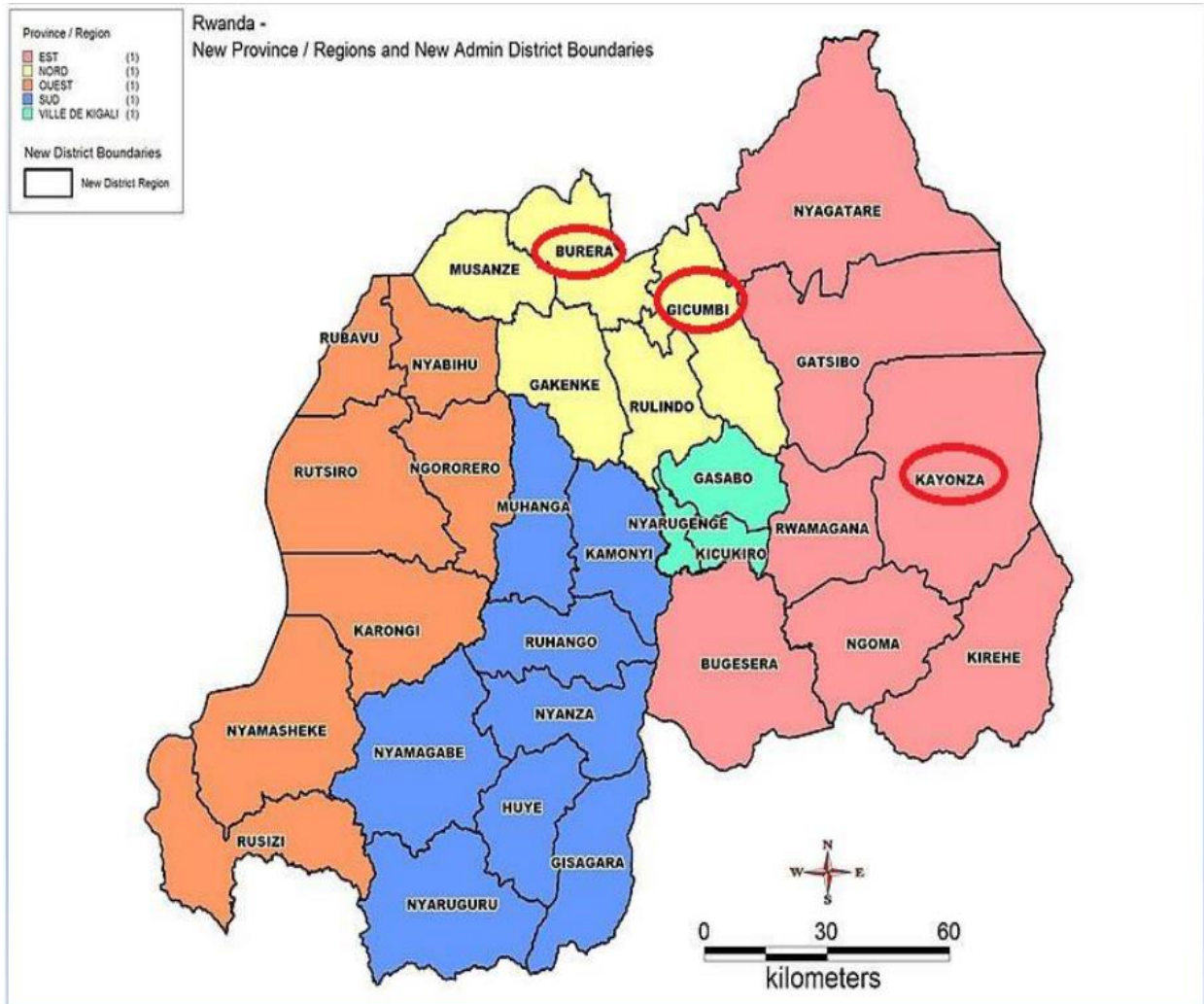


Figure 1: Map of the affected districts in Rwanda by floods and windstorms from 28 April to 2nd May 2021. Source³

² Emergency Plan of Action (EPoA), Rwanda: Floods and Windstorm. May 2021, by International Federation of Red Cross and Red Crescent Societies.

³ Emergency Plan of Action (EPoA), Rwanda: Floods and Windstorm. May 2021, by International Federation of Red Cross and Red Crescent Societies.

Apart from the seasonal damage and loss of shelters often caused by landslides, floods, windstorms, and rainstorms, it is reported that nearly 70 percent of Rwanda's population is exposed to magnitude 6.0 earthquakes, while 30 percent is exposed to magnitude 5.0 earthquakes. Consequently, volcanic eruptions and earthquakes are likely to severely cause damage and loss of shelters in Rwanda. For instance, in 2002, the Nyiragongo volcano eruption in eastern Democratic Republic of Congo (DRC) led to the displacement of 400,000 peoples from DRC who crossed into Rwanda's Rubavu District, neighbouring Goma, has shown that the volcanic activity requires the emergency preparedness plan for shelter.⁴ After nearly a decade ago, on 22nd May 2021, the same volcano erupted again, and earthquakes followed forcing around 21,000 people to cross to Rwanda for refuge. The later event caused damage to houses, various infrastructures in Rubavu District (roads, schools, hotels, shops, hospital, water supply system, etc), and affected local communities, interrupted businesses, as well as environment. The total estimated cost of effects of volcanic eruption and earthquakes (damages and losses including cost of response provided) is estimated up to FRW 36,7 billion while the recovery needs would cost FRW 91,44 billion.⁵

In the event of a disaster, shelters need to be provided as quickly as possible for displaced populations, as losing a house means more than just physical deprivation. Typically, emergency shelters are considered vital for personal safety, climate protection, security, and resistance to disease and ill health. Moreover, Emergency shelters play a vital role in large-scale disasters and are an important part of disaster response and recovery. Shelters are used to provide private and secure places for people to live who have left or lost their usual accommodations as a result of some form of disaster. Emergency shelters not only provide immediate and short-term shelter for the victims of a disaster, but they also help them to recover from the trauma of a disaster as well as provide a base to start the process of rehabilitation.

Individuals tend to move between different disaster relief (DR) shelter setups before they return to their previous permanent. residencies, upgrade shelters to permanent house, or build new houses. Shelters can be divided into four categories: emergency shelters, temporary shelters, temporary housing, and permanent housing. In addition, the International Federation of the Red Cross and

⁴ Ministry of Emergency Management (Minema) Disaster Management Policy 2012 revision: http://www.minema.gov.rw/fileadmin/user_upload/Disaster_Management_Policy_01.pdf, p. 37

⁵ PDNA. May 2021 Rubavu District Seismic Disasters (Document from MINEMA)

Red Crescent Societies (2013) have added additional categories to these, such as transitional shelters, progressive shelters, and core shelters/one-room shelters.⁶

Based on previous experiences regarding emergency shelter in Rwanda, meeting shelter needs pre- and post-disaster remains a major challenge for government, humanitarian agencies, and, most important of all, survivors. It is in this context that there is an urgent need to develop a national disaster preparedness plan for emergency shelter interventions in Rwanda. This emergency shelter preparedness plan focuses on multi-hazard planning in the shelter sector and its primary objective is to enhance the capacity and readiness of the government and stakeholders to respond timely to the shelter needs in events of disaster.

1.2. Objectives of the Preparedness Plan for Emergency Shelter

1.2.1. General Objectives

The general objective of this plan is to enhance the capacity and readiness of the government and stakeholders to respond timely to the shelter needs in events of disaster

1.2.2. Specific Objectives

- To analyse the situation analysis and identify gaps and challenges within the sector,
- To undertake an inventory of involved stakeholders and available resources,
- To identify and respond to capacity building needs for stakeholders in response to emergency shelter
- Draw and prioritize interventional options at national and district levels

⁶ Bashawri et al., An overview of the design of disaster relief shelters. *Procedia Economics and Finance* 18 (2014) 924 – 931

2. EMERGENCY SHELTER SECTOR STATUS

2.1. Sector Status Description

- ✚ Among other types of infrastructures that are affected by hazards/disasters in Rwanda, housing infrastructures are the most vulnerable infrastructures to be severely affected.
- ✚ According to the consolidated data obtained from the MINEMA presented in **Table 1**, it is observed that 48206 houses, and 446 toilets (latrines) were damaged, and thousands of peoples were affected including 1184 deaths and 1706 injuries due different hazard/disaster events occurred in Rwanda in the period of seven years only that is from 2015 to 2021.
- ✚ With a particular example, heavy rain hit different parts of the northern and western provinces of Rwanda during the night of May 7, 2016 and claimed lives of 54 individuals and destroyed 2,317 houses. The Districts of Gakenke in the Northern Province, Ngororero in the Western Province and Muhanga in the Southern Province were the most affected. aftermath of that tragic event, there was an emergency need to establishment of temporary camps that can accommodate 6,000 families affected by landslides.
- ✚ Humanitarian partners, including UN agencies, USAID, IOM, Save the Children, CARE International, World Vision, ADRA, CARITAS-Rwanda, have also been engaged in supporting victims of the floods and landslides.⁷

⁷ Floodlist. Rwanda – 6,000 Families Still Displaced After Floods and Landslides. 18 May 2016. <https://floodlist.com/africa/rwanda-floods-landslides-may-2016>

Table 1: Deaths and damaged houses due to different hazard/disaster events occurred in Rwanda from 2015 to 2021

Event	Deaths	Injured	Damaged Houses	Damaged Toilets
Earthquake	2	3	2190	0
Explosion	0	0	1	0
Fire	15	63	398	0
Floods	175	26	2511	0
Hailstorm	0	1	790	0
House Collapse	12	29	17	0
Landslides	300	133	3456	1
Lightning	341	873	100	0
Mine Disaster	61	21	1	0
Rainstorms	274	504	36273	376
Wildfire	0	0	5	0
Windstorm	4	53	2464	69
TOTAL	1184	1706	48206	446



Figure 2: Landslide damage in Nyamasheke district, Rwanda, May 2021 – Photo: District of Nyamasheke

2.2. Hazard Analysis on Regular Destruction of Houses from Hazards

- ✚ In addition to the known factor that Rwanda is prone to various hazards and disaster due to its topographical location, the following table shows the situation analysis in the sector of emergency shelter,
- ✚ Moreover, it describes the causes of regular destruction of houses from hazards, the factors behind the destruction and the mitigation measures gaps.

Table 2: The cause of regular destruction of houses from hazards in Rwanda

Causes	Factors	Mitigation measures gaps
Settlement/ Structures of houses	<ul style="list-style-type: none"> ▪ Construction in high-risk zones (around rivers, on high slopes, non-adapted soil structure, etc. ▪ Informal settlements ▪ Weak monitoring measures in local government ▪ Insufficient rainwater drainage and conservation systems ▪ Non adapted settlement (measures in settlement against potential disasters that should be applied within the area) considering the magnitude of potential disasters that may occur in the region ▪ Level of poverty (where the population are not able to afford the cost for resilient houses) ▪ Lack of regular preventive maintenance mechanisms ▪ Insufficient physical plan and layout plans in some places 	<ul style="list-style-type: none"> ▪ Limited regular monitoring on constructions ▪ Weak dissemination of construction regulations ▪ Resistance to change and low level of risk knowledge among the people located in vulnerable areas. ▪ Law harmonization between local government and partners ▪ Limited capacity of the population to get plots on identified settlement sites at village/Umudugudu level

	<ul style="list-style-type: none"> ▪ Lack of proper planning for resilient settlement ▪ Lack of proper construction materials and substandard construction materials ▪ Insufficient tree planting/Windbreakers ▪ Insufficient water drainage system and water channels protecting rainwater harvest ▪ Inadequate radical terracing on the mountain to limit landslides ▪ Inadequate skills to construct resilient houses on floods ▪ Lack of guidelines and standards adapted to specific hazards in specific geographical locations 	<ul style="list-style-type: none"> ▪ Budget constraints (to relocate houses constructed before the adaptation of new settlement plans, drainage, and adapted infrastructures due to cost of expropriation in an unplanned and informal settlement, etc.) ▪ Climate change effects (global warming, deforestation, desertification), ▪ Dependence on government and partners' supports /ownership and responsibility
Awareness	<ul style="list-style-type: none"> ▪ Low Community engagement and mobilization for safety hazards in construction ▪ Limited ownership local communities about the constructing the standardized houses that can resist to hazards ▪ Resistance to change due to indigenous practices, heritage, attachment to their family land, lack of knowledge, ▪ Dependence on government and partners' supports /ownership and responsibility ▪ Lack of regular awareness on safety hazards in construction ▪ Limited mindset on safety hazards in constructing their houses ▪ Lack of knowledge on construction guidelines, skills, and technical expertise 	

Policies and regulations	<ul style="list-style-type: none"> ▪ Lack of clear guidance for rural construction ▪ Lack of clear harmonization on land use especially in rural areas ▪ No implementation of existing policies at the community level on national human settlement, construction permit detailed, guidelines for harvesting and management of rainwater from building, national land use development master plan, and other related policy developed and published by Rwanda housing Authority ▪ Lack of shelter preparedness plan ▪ Unavailability of shelter guidelines (SOPs) 	

2.3. Sector Coordination Framework

- ✚ Coordination of shelter response falls under the overall coordination system of the government of Rwanda, particularly under the Ministry in charge of Emergency Management (MINEMA).
- ✚ It also links with other clusters-such as WASH and Protection—where there are relevant programming connections and,
- ✚ In the event of a major disaster where there has been a request for international assistance, could link with the global cluster system under the Inter-Agency Standing Committee (IASC) of the UN General Assembly.⁸
- ✚ The RHA under the Ministry of Infrastructure (MININFRA) has a role in the development of longer-term shelter/housing recovery policies and programs.

2.4. Shelter Working Group and Goals

- ✚ The Shelter Working Group (SWG) is an emergency coordination platform that supports MINEMA through the NPDM to meet the immediate shelter needs of people affected by the disaster.
- ✚ The goal SWG is to support providing people affected by the disaster with the means to live in a safe, dignified, adequate, and appropriate shelter.
- ✚ The Sector will support owner-driven recovery, prioritize the most vulnerable people, families, and communities, and invest in Disaster Risk Reduction (DRR).

⁸ IASC (2015) *Reference Module for Cluster Coordination at Country Level*:
https://www.sheltercluster.org/sites/default/files/docs/cluster_coordination_reference_module_2015_final.pdf

- ✚ The Shelter Working Group has the following objectives:
 - ✓ To support vulnerable households through the provision of **emergency shelter items contributing to self-recovery** such as shelter kits (including tools and Corrugated galvanized Iron Sheets (CGI)) or their cash equivalent, supported by appropriate training, community mobilization, and Information, Education and Communication (IEC) material.
 - ✓ To support the most vulnerable households to return through the **provision of NFI kits** (including kitchen sets, solar lights), or their cash equivalent along with appropriate IEC material.
 - ✓ To Support to relocation and resettlement by provision of **transitional and core shelter options** for vulnerable households in landslide areas or designated high-risk zones where a longer-term permanent housing solution will need to be found.
 - ✓ Technical support by providing **information, education and communication on safer construction principles**, and community-based hazard awareness, preparedness, and DRR, during all phases of the response.

- ✚ This **Shelter Working Group** would support the Government of Rwanda in the management of humanitarian shelter in disaster emergencies to coordinate with the National Platform for Disaster Management (NPDM) under the MININFRA in collaboration with MINEMA.

- ✚ The Shelter Working Group is co-led by the Rwanda Red Cross Society with additional support where needed from the International Federation of Red Cross & Red Crescent Societies (IFRC) as co-lead of the Global Shelter Cluster.

- ✚ The Shelter Working Group provides coordination support in three key areas:

- ✓ The development of an overall **strategic direction** for humanitarian shelter response.
- ✓ The development of agreed **technical guidelines** (Sphere guidelines) to ensure consistency of response across agencies and geographical areas; and
- ✓ Analysis of humanitarian needs and gaps through **shared information management**.

✚ Specifically, the Shelter Working Group seeks to ensure coordination around each element of the humanitarian programme by:

- ✓ Supporting service delivery that is driven by the agreed strategic priorities and avoids duplication.
- ✓ Informing strategic decision-making through coordinated needs assessment and analysis.
- ✓ Planning and strategy development for the sector, in accordance with existing standards and guidelines and including clarifying funding requirements, prioritization, and the cluster's contribution to overall humanitarian funding considerations.
- ✓ Advocacy, both identifying concerns and undertaking advocacy activities.
- ✓ Monitoring and reporting on the implementation of the cluster strategy.
- ✓ Contingency planning/preparedness/capacity building in situations where there is a high risk of recurring or significant new disasters (and where there is the capacity to do this)

2.4.1. Shelter Cluster partners

Shelter Cluster partners are those agencies, organizations, and individuals providing shelter assistance that are reporting their activities through the Shelter Cluster.

2.4.2. Sector Lead and Co-lead

- The coordinator of shelter cluster at national level is MINEMA.
- The leading agency for shelter cluster is: UNHCR, and IOM or IFRC can co-lead.
- The leading agency for camp coordinator and camp management is IOM and the co-leading agency is: UNHCR.
- When the emergency shelter is about refugees either due to natural disasters or conflict situations between countries, the interagency standing committee (IASC) lists that UNHCR leads the shelter sector.
- When the emergency shelter is about internally displaced persons due to natural disasters or conflict situations, the IASC lists that IOM or IFRC leads the shelter sector.
- In principle the IFRC should lead the shelter cluster in a natural disaster. It is usually an important shelter actor in natural disasters or mixed situations but does not often engage in conflict situations.
- IOM is often interested in leading the shelter cluster at country level, usually when UNHCR or IFRC do not do so. IOM is typically an important shelter actor. It regularly provides NFIs and other shelter solutions.

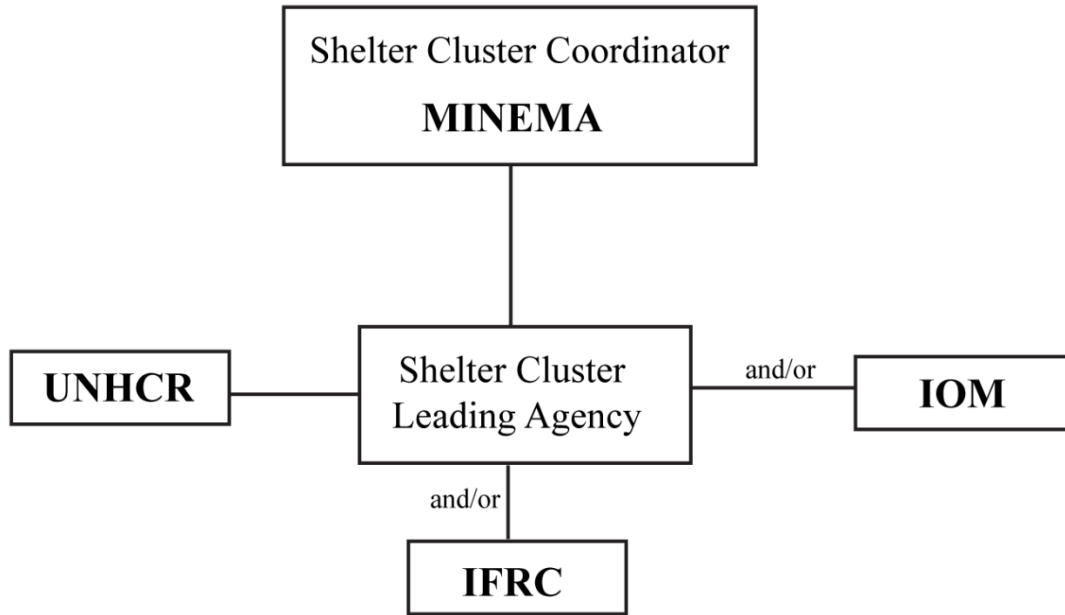


Figure 3: Organigram for shelter cluster leading agencies in Rwanda

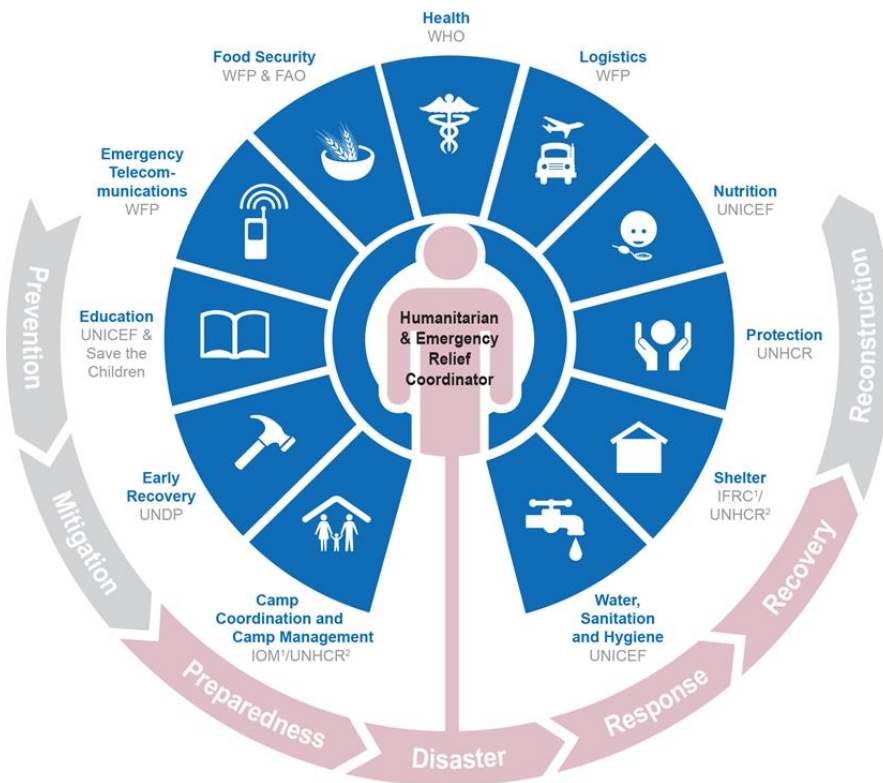


Figure 4: Humanitarian and emergency relief coordinator by the Interagency standing committee (IASC)

2.4.3. Strategic Advisory Group (SAG):

- Highest level decision-making body.
- To review/approve official Shelter Cluster strategies, approaches, and key documents.
- To provide guidance and support to the Shelter Cluster Coordination team, providing inputs into strategies, approaches, and key documents prior to review by the SAG.

2.4.4. Technical Working Groups (TWGs):

- TWGs to be determined and tasked by SWG technical coordinators based on requests from partners and with approval from the SAG activated with a TOR listing clear and time-bound objectives and outputs.
- Facilitated by SWG partners, supported by Shelter Cluster Technical Co-ordinators as appropriate.
- The composition will be limited to agencies with relevant expertise/interest in the topics, as identified in the TOR or at the discretion of the facilitator and led by partners engaged in the longer-term recovery process.

2.5. Thematic Links with Other Sectoral Working Groups

The following table shows the thematic links for shelter working group with other sectoral working groups.

Table 3: Thematic links for shelter working group with other sectoral working groups.

Cluster	Lead-Agency	Comments
Camp Coordination and Camp management	UNHCR-MINEMA	<ul style="list-style-type: none">▪ NFIs (Non-Food items) and shelter needs in collective centers, relocations from and to collective centers,▪ Displaced Tracking Matrix, beneficiary lists, and data on vulnerable groups

Early Recovery	UNDP-MININFRA and MINEMA	<ul style="list-style-type: none"> ▪ Housing, building codes, rubble removal, hazardous and non-build zones.
Education	UNICEF/Save the Children-MINEDUC-MINEMA	<ul style="list-style-type: none"> ▪ Use of schools as collective centers, relocations from schools
Health	WHO-MoH	<ul style="list-style-type: none"> ▪ Incidence of disease that can be avoided by the provision of appropriate shelter and NFI, HIV/AIDs and shelter guidance
Logistics	WFP-MoD	<ul style="list-style-type: none"> ▪ Transportation, storage, supply chain, customs clearance, security of movement, and humanitarian access.
Protection	UNHCR-MINALOC	<ul style="list-style-type: none"> ▪ Loss of documentation, HLP (Housing, Land and Property), GBV (Gender based violence), Landmines, female and child-headed households, elderly and disabled, vulnerability data, relocations and evictions, security.
WASH	UNICEF-MINEMA and MoH	<ul style="list-style-type: none"> ▪ Ensure shelter sites have WASH facilities

2.6.Sector Gaps and Challenges: SWOT Analysis

Based on the result obtained from the consultation of stakeholders in the sector of emergency shelter, the SWOT (strengths, weaknesses, opportunities, and threats) analysis is used to illustrate raised gaps and challenges in emergency shelter sector preparedness plan. Results are presented in the **Table 4** below.

Table 4: SWOT analysis for emergency shelter sector preparedness plan in Rwanda

	Strengths	Weaknesses	Opportunities	Threats
Risk assessment	<ul style="list-style-type: none"> ▪ The is existence of Rwanda building code and Building Control Regulations to promote an adequate, safe and well-maintained building and transport infrastructure and services so as to effectively contribute to the 	<ul style="list-style-type: none"> ▪ Limited regular monitoring on constructions sites ▪ Inadequate implementation of existing policies at the community level on national human settlement, construction permit detailed, guidelines for harvesting and management of rainwater from building, national land use development master plan, and other 		<ul style="list-style-type: none"> ▪ Informal settlements ▪ Construction in high-risk zones ▪ Level of property for the population ▪ Inadequate radical terracing on the mountain to limit landslides ▪ Climate change effects ▪ Environmental degradation due to

	socio-economic development of the country.	<ul style="list-style-type: none"> ▪ Insufficient physical plan and layout plans in some places ▪ Lack of proper planning for resilient settlement ▪ Lack of clear guidance for rural construction 		destruction and deforestation for energy and of forests to construction purposes
Partnership and Coordination	<ul style="list-style-type: none"> ▪ There is inter-agency opportunity, ▪ Sector based intervention 	<ul style="list-style-type: none"> ▪ Law harmonization between local government and partners ▪ Duplication of the assistance provided due to inappropriate coordination mechanisms ▪ unmapped relevant actors/partners. 	<ul style="list-style-type: none"> ▪ Partnership with experienced organizations in shelter such as WFP, IOM, UNICEF, NGOs, Red Cross Society 	
Information Management	<ul style="list-style-type: none"> ▪ Availability of online building permits Management information system ▪ Availability of District One Stop 	<ul style="list-style-type: none"> ▪ Inadequate of early warning systems and mechanisms to inform families in danger ▪ Data sharing with stakeholders, 	<ul style="list-style-type: none"> ▪ The availability of EWS ▪ There is a disaster communication system that is in place. 	

	Centres	<ul style="list-style-type: none"> ▪ Weak dissemination of construction regulations ▪ Low level of risk knowledge among the people located in vulnerable areas. 	<ul style="list-style-type: none"> ▪ Community approach 	
Response plan/preparation	<ul style="list-style-type: none"> ▪ Existence of contingency plans, ▪ Existence of Rwanda Building Code ▪ Triggers for hazards are defined, 	<ul style="list-style-type: none"> ▪ Inadequate planning and budget line for recovery activities for shelter ▪ Lack of shelter preparedness plan ▪ Unavailability of shelter guidelines (SOPs) ▪ Sometimes response do not comply to SPHERE Shelter Project standards based on local context ▪ Delay response for providing emergency shelter in case of need. 	<ul style="list-style-type: none"> ▪ The strong existing sector-based intervention and disaster management organs ▪ Neighbours, families can assist to host and provide shelter to the affected population ▪ Religious sector can help for emergency shelter either by providing temporally shelter or by providing land (displacement site) for emergency shelter. 	<ul style="list-style-type: none"> ▪ Resistance to change due to indigenous practices, heritage, attachment to their family land. ▪ Scarcity of emergency sites to accommodate affected population and refugees, ▪ No or insufficient identified site for relocation and evacuation of the affected people

<p>Resources mobilization</p>	<ul style="list-style-type: none"> ▪ Skilled personnel, 	<ul style="list-style-type: none"> ▪ Budget constraints (to relocate houses constructed before the adaptation of new settlement plans, drainage, and adapted infrastructures due to cost of expropriation in an unplanned and informal settlement, etc.) ▪ Limited capacity of the population to get plots on identified settlement sites at village/Umudugudu level ▪ Unmapped available capacities and resources from different stakeholders who can support to emergency shelter sector ▪ Lack of integrated planning and budgeting, 	<ul style="list-style-type: none"> ▪ Partnership with experienced organizations in DC&IR such as WFP, UNICEF, NGOs, Red Cross Society. ▪ Community work activities (umuganda) can assist in emergency shelter sector 	
	<ul style="list-style-type: none"> ▪ Skilled personnel, 	<ul style="list-style-type: none"> ▪ Insufficient of skilled staff with expertise on disasters 	<ul style="list-style-type: none"> ▪ Opportunity to introduce more formalized trainings 	<ul style="list-style-type: none"> ▪ Inadequate skills for the population to

Capacity building		response operations ▪ Limited training and tools	on emergency shelter, in community-based volunteers training tools	construct resilient houses
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3. SHELTER PREPAREDNESS ACTIONS

3.1. Mitigation and Preparedness Actions for Emergency Shelter Plan

Table 5: Mitigation and Preparedness for emergency shelter plan (**Annex 1**)

Phases	Actions	Responsible/ Lead institution	Stakeholders
Mitigation/ Prevention	<ul style="list-style-type: none"> Enhance awareness for understanding construction-related regulations for resilience to disasters, campaign on safe shelter construction, and DRR measures 	MINEMA	MINALOC, RHA, Local government and RRC
	<ul style="list-style-type: none"> Conduct awareness on effects of setting up shelter in disaster prone areas 	MINEMA	MINALOC, District and RHA
	<ul style="list-style-type: none"> Conduct community mobilizations and campaigns to enhance the ownership of local institutions and communities to be 	MINEMA	MINALOC and District

	responsible and get involved in response and recovery interventions		
	<ul style="list-style-type: none"> ▪ Develop & disseminate the preparedness plans 	MINEMA	MINALOC, District
	<ul style="list-style-type: none"> ▪ Increase shelter in emergency technical capacities at the national level 	MINEMA	RRC/IFRC, RHA
	<ul style="list-style-type: none"> ▪ Establish emergency standby funds and budget for readiness in quick response 	MINEMA	MINECOFIN, and NPDM
	<ul style="list-style-type: none"> ▪ Establish shelter cluster at national level 	MINEMA	NPDM
	<ul style="list-style-type: none"> ▪ Ensure and enforce regular monitoring and supervision of housing constructions 	RHA	MINALOC, Districts RNP, NISS, RDF
	<ul style="list-style-type: none"> ▪ Enforce an adequate available construction technology, enforce existing Rwanda building code and guidelines, adaptable designs for shelter construction 	RHA	MINALOC, District and MINEMA
	<ul style="list-style-type: none"> ▪ Conduct terrain/topography assessment before human settlement 	RHA	MINALOC, District, RNP, NISS,
	<ul style="list-style-type: none"> ▪ Conduct regular inspection for shelter construction activities 	RHA	MINALOC, District, and MINEMA
	<ul style="list-style-type: none"> ▪ Avail & disseminate planning and construction legal framework tools 	RHA	MINALOC and District
	<ul style="list-style-type: none"> ▪ Put in place joint mechanisms for resource mobilization to address unplanned and informal settlement issues and relocation of people from the disaster-prone area 	MININFRA	RHA and MINEMA

	<ul style="list-style-type: none"> Encourage environmental protection by providing other cooking alternatives (i.e., gases, fuel, wonder bag). 	MININFRA	MoE/REMA and MINEMA
	<ul style="list-style-type: none"> Identify and avail affordable land bank (large area of land for future development) for settlement at village level 	MINALOC	RHA and Districts, RLMUA
	<ul style="list-style-type: none"> Encourage people living in the exposed areas to disaster risks (i.e., high-risk zones) to live in the identified safe sites (adaptation) and construct resilient houses depending on the hazards of that specific area 	MINALOC	MINEMA, MoE, REMA, RHA, and District
	<ul style="list-style-type: none"> Harmonize and comply with land use plans and maps developed by different institutions 	MoE	RLMUA and District
	<ul style="list-style-type: none"> Conduct the regular monitoring and enforcement of climate change adaptation measures 	MoE	REMA and District
	<ul style="list-style-type: none"> Wastewater management plan and water harvesting 	MoE	RHA, MINALOC, PSF
	<ul style="list-style-type: none"> Encourage environmental protection by planting trees and protecting the existing forests and other environmental options including soil and radical terracing. 	MoE	MINAGRI, District, RWFA and REMA, LODA
	<ul style="list-style-type: none"> Build effective international cooperation between government and regional protocols and agreements 	MINAFFET	MINEMA
Preparedness	<ul style="list-style-type: none"> Develop options for shelter interventions during emergencies 	MINEMA	MININFRA, MINALOC, RDF, RNP, MoE, and RRC

	<ul style="list-style-type: none"> ▪ Test shelter preparedness and response plans developed through simulation exercises. (Tabletop or functional exercises) 	MINEMA	NPDM
	<ul style="list-style-type: none"> ▪ Set up and operationalize early warning system to provide accessible real-time information 	MINEMA	Meteo-Rwanda, REMA and MoE
	<ul style="list-style-type: none"> ▪ Build capacity for response teams 	MINEMA	NPDM- Partners
	<ul style="list-style-type: none"> ▪ Prepositioning of emergency shelter materials at national and local levels (Districts) 	MINEMA	MINALOC and NPDM-Partners
	<ul style="list-style-type: none"> ▪ Enhance and enforce coordination mechanisms for shelter preparedness 	MINEMA	MININFRA, RHA and RRC
	<ul style="list-style-type: none"> ▪ Conduct Training/capacity-building for responders 	MINEMA	RRC
	<ul style="list-style-type: none"> ▪ Resources mobilization and advocacy for budget allocation 	MINEMA	MINECOFIN, RRC
	<ul style="list-style-type: none"> ▪ Mapping of specific partners for shelter intervention and emergency shelter national capacities 	MINEMA	NPDM
	<ul style="list-style-type: none"> ▪ Develop and disseminate contingency plans & SOPs for shelter interventions (scenarios) 	MINEMA	MINALOC and District
	<ul style="list-style-type: none"> ▪ Identify evacuation sites once disaster occurs 	MINALOC	MINEMA, RHA and RRC

3.2. Humanitarian Needs for Response and Recovery Phases

Table 6: Humanitarian needs for response and Recovery phases (Annex 3-10)

PHASES	SCALE/ LEVEL	AFFECTED AREAS	OPTIONS	TYPE OF INTERVENTION	RESPONSIBLE
Response	L1	Rural	<ul style="list-style-type: none"> ▪ Community hosting ▪ Renting 	Cash Based Interventions (CBI) In-kind assistance	District
		Urban	<ul style="list-style-type: none"> ▪ Renting 	CBI In-kind assistance	District
	L2	Rural	<ul style="list-style-type: none"> ▪ Community hosting ▪ Renting 	CBI In-kind assistance	District
		Urban	<ul style="list-style-type: none"> ▪ Renting 	CBI In-kind assistance	District
	L3	Rural	<ul style="list-style-type: none"> ▪ Community hosting, ▪ Renting and ▪ Temporal shelters (Churches, Schools) for natural disasters (MINEMA, Stakeholders) 	CBI In-kind assistance	MINEMA

		Urban	<ul style="list-style-type: none"> ▪ Temporary shelter ▪ Renting for special needs persons 	CBI In-kind assistance	MINEMA
	L4	Rural	<ul style="list-style-type: none"> ▪ Avail of lands to construct camps ▪ Allocating budget for the emergency shelter hosting 	CBI In-kind assistance	MINEMA
		Urban	<ul style="list-style-type: none"> ▪ Avail of lands to construct camps ▪ Allocating budget for the emergency shelter hosting 	CBI In-kind assistance	MINEMA
Recovery	L1	Rural	<ul style="list-style-type: none"> ▪ Land acquisition, ▪ Roofing ▪ Other construction materials, ▪ Rehabilitation of damaged houses ▪ Reconstruction of destroyed houses ▪ Community works activities (Umuganda) 	CBI In-kind assistance	District (lead) Community responders (Affected person and Partners)
		Urban	<ul style="list-style-type: none"> ▪ Land acquisition, ▪ Roofing ▪ Other construction materials, ▪ Rehabilitation of damaged houses ▪ Reconstruction of destroyed houses ▪ Community works activities (Umuganda) 	CBI In-kind assistance	District (lead) Community responders (Affected person Partners)

	L2	Rural	<ul style="list-style-type: none"> ▪ Land acquisition, ▪ Roofing ▪ Other construction materials, ▪ Rehabilitation of damaged houses and other public infrastructures ▪ Reconstruction of destroyed houses and other infrastructures ▪ Community works activities (Umuganda) 	CBI In-kind assistance	District (lead) Community responders (Affected person Partners)
		Urban	<ul style="list-style-type: none"> ▪ Land acquisition, ▪ Roofing ▪ Other construction materials, ▪ Rehabilitation of damaged houses and other public infrastructures ▪ Reconstruction of destroyed houses and other infrastructures ▪ Community works activities (Umuganda) 	CBI In-kind assistance	District (lead) Community responders (Affected person Partners)

	L3	Rural	<ul style="list-style-type: none"> ▪ Land acquisition, ▪ Roofing ▪ Other construction materials, ▪ Rehabilitation of damaged houses other public infrastructures ▪ Reconstruction of destroyed houses and other infrastructures ▪ Community works activities (Umuganda) ▪ Creation of inter-institution and conventional approach for recovery activities (guidelines) 	CBI In-kind assistance	MINEMA (lead) MINALOC MININFRA RHA Districts Affected person Partners
		Urban	<ul style="list-style-type: none"> ▪ Land acquisition, ▪ Roofing ▪ Other construction materials, ▪ Rehabilitation of damaged houses other public infrastructures ▪ Reconstruction of destroyed houses and other infrastructures ▪ Community works activities (Umuganda) 	CBI In kind assistance	MINEMA (lead) MINALOC MINFRA RHA Districts Affected person Partners

			<ul style="list-style-type: none"> ▪ Creation of inter-institution and conventional approach for recovery activities (guidelines) 		
	L4	Rural	<ul style="list-style-type: none"> ▪ Land acquisition, ▪ Identification of appropriate sites, ▪ Roofing ▪ Other construction materials, ▪ Rehabilitation of damaged houses other public infrastructures ▪ Reconstruction of destroyed houses and other infrastructures ▪ Community works activities (Umuganda) ▪ Creation of inter-institution and conventional approach for recovery activities (guidelines) 	<p>CBI</p> <p>In-kind assistance</p>	<p>MINEMA (lead)</p> <p>UN Agencies</p> <p>International community</p> <p>Local NGOs</p> <p>CSOs</p>

		Urban	<ul style="list-style-type: none"> ▪ Land acquisition, ▪ Identification of appropriate sites, ▪ Roofing, ▪ Other construction materials ▪ Rehabilitation of damaged houses other public infrastructures ▪ Reconstruction of destroyed houses and other infrastructures ▪ Community works activities (Umuganda) ▪ Creation of inter-institution and conventional approach for recovery activities (guidelines) 	<p>CBI</p> <p>In-kind assistance</p>	<p>MINEMA (lead)</p> <p>UN Agencies</p> <p>International community</p> <p>Local NGOs</p> <p>CSOs</p>
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3.3. Stakeholders Mapping in Emergency Shelter

The Shelter stakeholders are mainly composed of different key organizations and government agencies in support as described below:

3.3.1. MINEMA

➤ **Role:**

- ✚ MINEMA is the leading institution, that coordinates all activities in emergency shelter needs of vulnerable people affected by different hazards and disasters in Rwanda.
- ✚ MINEMA oversees the development of SOPs for Early warning systems for different hazards, and preparedness and response plans for an emergency shelter.
- ✚ In addition, it mobilizes partners for shelter interventions, and collaborate with districts to check if the interventions are tackling the needs of beneficiaries.
- ✚ The emergency shelters material mostly provided are tents, hangars as well as family shelters using environmentally friendly materials.

➤ **Responsibility:**

- Avail awareness and education tools for disaster resilience that should be used by different institutions in their respective community outreach activities
- Enhance early warning system through improving timely dissemination of relevant information to districts and communities
- Disseminate preparedness and response plans to all stakeholders

- Collaborate with districts to put in place community preparedness plans (how a community that share risks and capacities can be more organized to get prepared and build its resilience).
- Mobilize partners for shelter interventions (mapping of resources, proposing collaboration agreement)
- Establish and operationalize a shelter in emergencies working group (Seek for humanitarian reports from all organizations).
- Prepare regular simulation exercises to check and test the effectiveness of the plans
- Collaborate with MINALOC Supervise and follow up if interventions are tackling needs of beneficiaries
- Avail templates to be used to harmonize for information management and control in collaboration with districts.

3.3.2. MINALOC and Districts

➤ **Role:**

✚ Ministry of local government ensures the coordination of good governance and high-quality territorial administration that promote economic, social, and political development through the nation.

✚ Districts are partners of MINALOC with many responsibilities such as implementing government policies adopted, planning, coordinating, and implementing development programs:

- ✓ to maintain infrastructure,

- ✓ handle technical and financial matters,
- ✓ promote partnerships and cooperation with organs, and
- ✓ maintain the safety and property in the district.

✚ In districts, there are District Disaster Management Committees (DIDIMAC), that is working in close collaboration with the relevant local government structures and stakeholders in their respective areas,

✚ In case of a major event, the DIDIMAC can invite any relevant actor. This committee is responsible for providing relevant and timely information to the MINEMA, coordinating the emergency responses, supporting, and participating in disaster management training and needs assessment, and ensuring post-disaster monitoring.

✚ In shelter, MINALOC and districts operationalize settlement committees together with disaster management committees to ensure shelter resilience to disaster risks, community mobilisation for resilience, and anticipate fraudulent risks.

➤ **Responsibility:**

- Strengthen capacities of disaster management committees to oversee and ensure shelter risk resilience.
- Enhance rapid assessment and ensure regular monitoring of provided assistance.
- Enhance compliance to the laws, regulations and enforcement related housing and settlement.
- Consider land scarcity and propose adequate solutions on land use and management
- Ensure that disaster risk mitigation is among its top policy priorities to safeguard development gains made.
- Enhance Community mobilization for housing resilience.
- Establish community-based disaster management (Volunteer, local community, local leaders, opinion leaders)
- Ensure disaster risk reduction and management is integrated into district development plans and budget.

- Increase awareness on house retrofitting, resilient shelter, and building back better.
- Mapping and relocate people in risk zones.

3.3.3. MININFRA/RHA

➤ **Role:**

- ✚ The mission of MININFRA is to ensure sustainable infrastructure development covering transport, energy, water supply and sanitation, housing, and human settlement sectors aiming to drive Rwanda`s economic growth and enhance the quality-of-life citizens.
- ✚ RHA is a public institution overseen by MININFRA. Its responsibility is in planning, organizing, and spearheading rural settlement, urban settlement, public building construction, and affordable housing.
- ✚ In the shelter sector, MININFRA/RHA are institutions that can enforce guidelines for constructions shelters,
- ✚ to reinforce One Stop Centres for appropriate implementation of housing regulation, and to participate in the preparation of training provided to local masons for resilient construction practices and to design intervention plan for shelter during and after Emergency.

➤ **Responsibility:**

- Disseminate and enforce guidelines for construction to all institutions involved in settlement including MINALOC (FARG, districts), MINEMA /UNHCR/NPDM, MoD/Reserve force, Private sector/professional bodies. Enforcement should consider risks, vulnerabilities and resources and long-term resilience. The guidelines should differentiate rural and urban areas.

- Fast track implementation of demarcated settlement sites boundaries with local government
- MININFRA to collaborate with MINALOC to reinforce (staffing capacity and skills) one-stop centres for better implementation of housing regulation and focus on resilience
- To collaborate with MINEMA and MINALOC and harmonize training provided to local masons for resilient constructions practices.
- To put in place intervention plan for shelter in big disasters (large earthquake, big influx)

3.3.4. RDF/RNP

➤ Role:

- ✚ Rwanda Defence Force (RDF) and National Police (RNP) play the main role in disaster management and provide support for domestic emergencies, especially natural disasters, with collaboration with MINEMA,
- ✚ RDF and RNP can provide support in setting mechanisms for temporary shelter provision and shelter construction in emergencies and in collaboration with districts as part of the committee of district disaster management, in insuring resilience to disaster risks.

➤ Responsibility:

- Collaborate with MINEMA to set mechanisms for temporary shelter provision and CIMIC (Civil Military Cooperation/Coordination) for shelter construction in emergencies
- Include messages for disaster risk awareness adaptation and resilience in their community outreach programs
- Collaborate with MINALOC and districts in law enforcement to ensuring resilience to disaster risks.

3.3.5. UN Agencies

a. UNHCR

- Raise awareness of humanitarian partners and Government on Shelter and the Shelter Cluster.
- Ensure that CRRF (Comprehensive Refugee Response Framework) include the shelter sector (UNHCR) Mobilize additional financial resources for the rehabilitation, upgrade of shelter in refugee camp
- Advocate for Activation and leadership by UNHCR Analyse the country context and the possible forthcoming emergency situations.
- Pre-identify Shelter Cluster Partners, particularly the Government – Start getting in contact with shelter actors present in country. Identify which of the different government bodies will be best placed to be the counterpart of the Shelter Cluster.
- Ensure that coordination mechanisms are established and properly supported.
- Serve as first point of call for the Government and the Humanitarian Coordinator.
- To monitor and report on the cluster strategy and its results and recommend corrective action where necessary.
- To conduct contingency planning, preparedness, and capacity building where needed.

b. IOM

- ✚ International Organization for Migration (IOM) is a UN agency mandated to help to ensure the orderly and humane management of migration for the benefit of all, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and provide the humanitarian assistance to migrants in need.
- ✚ IOM's activities relating to emergency and post-emergency operations assistance focus on four phases: mitigation, preparedness, response, and recovery.

- ✚ With its partners, IOM engages in programmes that decrease the community`s vulnerability to disasters. These programs contain trainings on disaster management and vocational trainings.
- ✚ IOM provides emergency shelter materials and NFIs to the most affected communities, including iron sheets, cement, nails, and galvanized wire for households affected by floods, landslides, and other disasters.
- ✚ In addition, IOM plays the main role in the provision of alternative livelihood opportunities to vulnerable families affected by disasters through vocational training skills, as well as in the provision of WASH materials to affected communities.

3.3.6. NGOs

a. Rwanda Red Cross (RRC)

- ✚ RRC acts as an auxiliary to the Government mandated for the response during disaster situations, assisting the affected people by providing immediate assistance to the affected people.
- ✚ The kind of assistance depends on the needs from the assessment done by RRC and its partners.
- ✚ RRC supports the affected people to recover from the emergency crisis to normal life through the initiation of the community resilience projects.
- ✚ RRC works closely with other institutions that are active in the humanitarian response. In emergency shelter intervention,
- ✚ RRC provides multipurpose cash grant for rental solution and activates its trained team to assist affected people in rehabilitation or construction of their houses.

b. IFRC

- The IFRC acts before, during and after disasters and health emergencies to meet the needs and improve the lives of vulnerable people.
- It is an international membership organization that unites 192 Red Cross and Red Crescent Societies and supports them through a global secretariat.
- The IFRC supports National Societies to continually improve their local preparedness and response capacity—ultimately preventing and reducing the impacts of disasters on communities.
- When the emergency shelter is about internally displaced persons due to natural disasters or conflict situations, the IASC lists that IOM or IFRC leads the shelter sector.
- In principle the IFRC should lead the shelter cluster in a natural disaster. It is usually an important shelter actor in natural disasters or mixed situations but does not often engage in conflict situations.

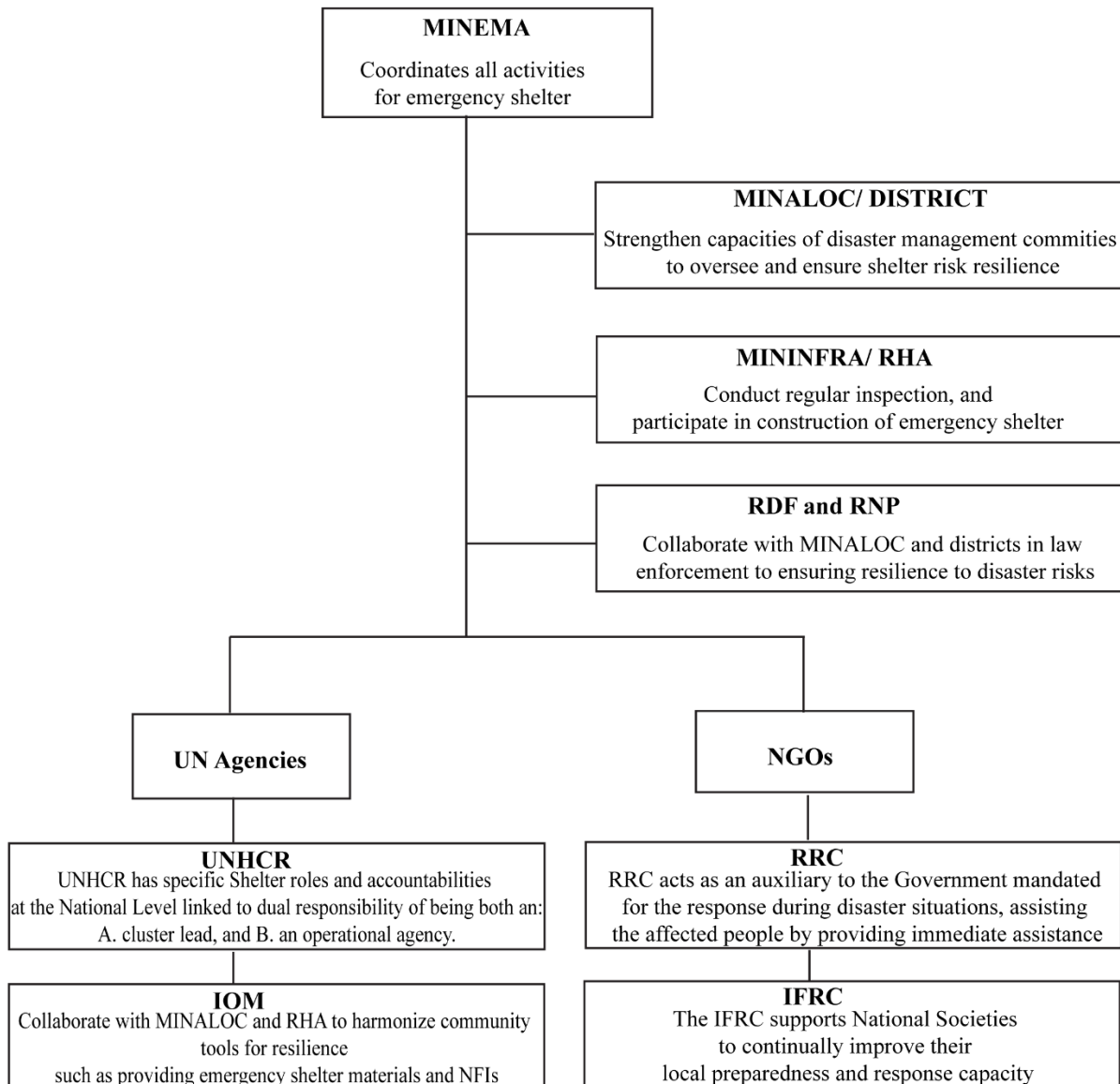


Figure 5: Summary of role and responsibilities for key stakeholders in emergency shelter

4. IMPLEMENTATION FRAMEWORK

4.1. Sector Response Standard Operating Procedures

- ✚ Standard operating procedures (SOPs) for emergencies and disasters for shelter are essential part of preparedness and response before or after a disaster.
- ✚ They are a set of written and required safety procedures to be known and followed by

all leading sectors and stakeholders, in the event of disasters or emergencies.

- ✚ These SOPs are designed to be a template for government and non-government involved institutions to adapt and adopt as standard guidance for emergency shelter.
- ✚ In this regard, the SOPs should be prepared according to the developed checklist by the leading sector.
- ✚ The checklist intends to help people, communities and institutions understand issues of disaster recovery, taking multi-sector approach to deal with the challenges and incorporating disaster risk reduction (DRR) measures into the recovery process.

4.2. Checklist for Temporary Emergency Shelters

- ✚ According to the Global Shelter Cluster, every person has the right to access and enjoy an adequate standard of living even in emergency situations.
- ✚ This checklist (**Table 7**) shall guide the Shelter Cluster and the Local Government Units in ensuring the minimum requirements (privacy, security of person, health, and food) for an adequate shelter are equally prioritized in relation to nature of disaster.
- ✚ This checklist can also help to account for the integration of cross-cutting themes in emergencies shelter preparedness and response (ANNEX2).

Table 7: Checklist for temporary emergency shelter

Element	Explanation
Data	✓ Sex- and age-disaggregated data are collected, analysed, and routinely reported on including the data on pregnant and lactating women, single parent/female or child headed households, elderly, persons with disabilities, etc.
Health	✓ Health care delivery strategies (including emergency referral, psychosocial activities and reproductive health

	<p>care information and services) and facilities (e.g., satellite medical posts) address the health needs of women, girls, boys, and men equitably.</p> <ul style="list-style-type: none"> ✓ Provision of 24-hour access to confidential care for survivors of sexual and gender-based violence.
Livelihood	<ul style="list-style-type: none"> ✓ Women, girls, boys, and men benefit equally from livelihood opportunities/alternatives. ✓ Livelihood programmes are tailored to the unique needs of the various segments of the affected community (e.g., female heads of households, adolescent girls and boys, displaced women and men, elderly person, survivors of GBV, persons with disabilities, etc.)
Security Provisions	<ul style="list-style-type: none"> ✓ Appropriate lighting in areas frequently used by women and children. ✓ Regular observation visits or monitoring of water and sanitation access points and facilities; and service institutions (e.g., schools, health centres). ✓ Police officers (female and male) patrol the camps with Help Desks established. ✓ Mechanisms put in place to ensure people can report any harassment or violence such as referral system and violence against women (VAW) desks.

	<ul style="list-style-type: none"> ✓ Information and awareness-raising about the temporary sites and security management are provided equally to women, girls, boys, and men (posting of signage). This can be done thru regular meetings of organized groups and homeowners' associations.
<p>Child-Friendly</p>	<ul style="list-style-type: none"> ✓ Provide a common area and/or facilities for children to play where family members can watch them from the shelter to avoid children playing in remote areas.
<p>Shelter</p>	<ul style="list-style-type: none"> ✓ Ensure that individual plot/shelter allocation does not compromise protection (e.g., presence of house partitions, free from any form of hazards, posting of signage in local dialect). ✓ Plan location of shelter areas to promote a sense of community and reinforce community-based protection, while also preserving the privacy of the family unit. ✓ Prioritize pregnant/lactating women, families with children especially those female- or adolescent-headed households, persons with disabilities and elderly in the distribution of temporary relocation sites/bunk houses.
<p>Safe Spaces</p>	<ul style="list-style-type: none"> ✓ Allocate space and structures for multi-functional women and child-friendly spaces (WCFSs) in temporary relocation sites. ✓ Note: The WCFSs are facilities or structures that serve as venues for women and children who have been internally

	<p>displaced by any disaster to gain access to various services such as:</p> <ol style="list-style-type: none"> 1. psychosocial support interventions and counselling, 2. medical and reproductive health services and information, 3. health and GBV awareness and education sessions, 4. entry points for the gender-based violence referral system 5. access to cash for work/food for work programs, emergency employment and sustainable livelihood opportunities, 6. life skills training, and 7. other activities contributing to women's empowerment including protection
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4.3. Response Systems Activation

- ✚ At national level, the leading sector in emergency shelter is MINEMA can activate the response system and take initiative for emergency shelter response.
- ✚ At district and sector level, the DIDIMAC, and SEDIMAC, respectively, can activate the response system and take initiative for emergency shelter response.

4.4. Monitoring and Evaluation

- ✚ In emergency shelter, we need a Monitoring and Evaluation Framework to ensure the emergency shelter implementations are evaluated to gauge their effectiveness.
- ✚ By improving the quality of evaluations, it makes it possible to improve subsequent disaster recovery programs (Annex 11).
- ✚ Monitoring and evaluation are processes that provide key information on:

- ✓ Guidance on future intervention activities.

- ✓ What an intervention is doing, how well it is performing and whether it is achieving its aims and objectives.

ANNEXES

Annex 1 - Principles

- **Cultural:** Respect expression of cultural identity and ways of life using locally available material, design, and technologies.
- **Local context:** Addressing the particular needs of communities and households such as Hard to Reach, Rural and Urban context.
- **Environmental:** Minimise adverse impact to and from the local and natural environment, enhancing the environment where possible, reusing and salvaging materials where possible.
- **Alignment:** With best practice, laws, regulations, policies and code agreed through the humanitarian response plan and mechanisms agreed at cluster levels.
- **Coordination:** With local government, coordinating agencies and other actors to avoid overlapping, gaps and ensure efficiency.
- **Transition:** Ensuring a smooth transition from emergency and relief phases supporting self-recovery and building to permanent solutions. Avoiding households becoming “stuck” on their pathway to recovery.
- **Markets:** where appropriate (where markets are able to provide items in sufficient quality and quantity) cash and / or vouchers support local procurement and local trade.
- **Life Saving:** Ensuring that households in priority caseloads are supported to design, rebuild and maintain their shelter and settlements in ways that promotes resilience to future hazards
- **Participation and Consultation:** Ensuring participation of affected populations at all stages of a shelter solution, using a process driven and inclusive approach, including involvement in assessments, procurement, design, construction, monitoring and evaluation.
- **Integrated Software and Hardware approach:** Ensure that software (for example, community training sessions in the use of materials distributed) is integrated into assistance to ensure the quality of assistance.
- **Engagement:** Shelter assistance solutions should be negotiated with local government, addressing specific vulnerabilities, hazards, local policies and capacities, actively engaging affected communities in the discussion of their future and planning for permanent solutions.

- **Accountability & Transparency:** particularly to affected populations, should be mainstreamed in all shelter programs from the beginning.
- **Protection, Safety and Security:** Programs must ensure that human rights are respected
- **Vulnerability:** The most vulnerable members of the affected population are identified, prioritised and appropriate solutions are found to target specific needs that are suitable to specific contexts.
- **Livelihoods:** Ensuring that programmes are designed with an understanding of livelihoods and markets, which are supported and kick-started through the emergency and relief phases, through markets, labour, transport and other opportunities.
- **Evaluation:** Determining whether appropriate outcomes have been achieved will include evidenced based triangulation of input from household-level surveys, community-level participative approaches, along with the reporting of agencies to the Shelter Cluster and the Government.

Annex 2 – Cross Cutting Themes to Consider for Emergency Shelter

1. Gender and Diversity

Understanding that females and males of all ages, including those with specific needs, face different obstacles can help the development of more effective programmes and ensure that people's needs are met. Consequently, emergency shelter response programming needs to be tailored to meet the specific and diverse needs of all. This is achieved through consultation and gender and diversity analysis, design, and implementation. Adopting a gender and diversity perspective also highlights opportunities and resources that support reconstruction and recovery. The Shelter Cluster will take a 'do not harm' approach to ensure that the distribution of relief and recovery does not exacerbate gender-based violence.

The Shelter Cluster acknowledges structural causes of injustice and that disadvantaged groups can experience multiple forms of exclusion. The Shelter Cluster is committed to being inclusive and enabling the full and equitable participation of women and men, people with disabilities, indigenous and minority communities, and Dalits/untouchable groups of lowest people in all programs and decision-making processes.

2. Disability

The Shelter Cluster promotes socially inclusive shelter programming that ensures the participation of persons with disabilities in all aspects of relief and recovery planning, design, implementation, and monitoring.

3. Environment

When planning, designing, and implementation shelter programmes, it is important for shelter agencies to consider the environment throughout the programme cycle. This includes relief programmes and longer-term recovery programmes. Good environmental planning of projects supports disaster preparedness and reduces exposure to natural hazards and therefore militates against the risk and decreases households and community's vulnerability.

4. Housing, Land and Property

Security of land tenure is essential to effective humanitarian action and can promote early and

longer-term recovery. Equally, insecure land tenure or displacement can undermine recovery. Where possible, the Shelter Cluster will work with partners to ensure housing, and property obstacles to recovery are addressed so that people whose houses have been lost can begin to rebuild with certainty.

Annex 3- Emergency shelter and essential household NFIs kit content (minimum lifesaving) with basic specifications

Kits based on a family size of average size up to 6 persons.

S/N	Items	Specification	Unit	Qty
1	Tarpaulin	Woven high-density polyethylene (HDPE) black fibers fabric laminated on both sides with low-density polyethylene (LDPE) coating; Size (12'x18') m; Weight: 5 kg; No welding is allowed in the middle of the sheet; Number of eyelets 18; for more detailed specs see tarpaulin int. specs.	pc	2.00
2	Nylon rope	8mm diameter; Polypropylene recycled fibers UV stabilized; minimum 3 strands; colour black/blue; Packed in roll	kg	1.5
3	Blanket	80% wool, 1.5 m x 2.25 m, high thermal resistance	kg	2
4	foam (mattress)	closed cell PPE (Polyphenylene Ether), min. density 27 kg/ m3; min thickness 12 mm, size according to blanket	pc	2
5	kitchen set	as specified in ANNEX 2a	pc	1
6	Water Bucket	Capacity: 20 liters, Heavy duty food grade HDPE (High Density Polyethylene) with metal handle, Weight 900 g (\pm 5 gm) including lid and handle	pc	1
7	Female hygiene kits	Width 110-115 cm, Length 5 m; 100% cotton	pc	1
8	Print Cloth	65% cotton and 35% polyester, Width: 100 cm (40 in) x length 7 m	m2	7
9	Plain Cloth	100% cotton, Width: 100 cm (40 in) x length 6 m	m2	6
10	Packaging Bag	woven polypropylene: Size app. 1300x400mm (confirm with items to be packed); with eyelets and 4 mm diameter nylon rope on top to tie	pc	1

Annex 4 - Optional items to be added as per need and capacity

Item	Suggested specifications
Solar lamp	12 LEDs, built in solar panel, 2 AAA batt; more detailed specs
Stove	Shelter Cluster recommendation
Fuel	According to local stands

Annex 5- Early recovery shelter kit with specifications

Sn	Items	Specification	Unit	Quantity	Remarks
A	Construction materials				
1	CGI min 26 Gauge	Shelter Cluster recommended specs	bundles	2	
3	Nylon rope	8mm diameter; Polypropylene recycled fibers UV stabilized; minimum 3 strands; colour black/blue; Packed in roll	kg	1.5	
4	Tie wire	Low carbon steel, galvanized binding wire; 16 gauge; Commercial type medium coated, Packed in roll;	kg	2	
5	Roofing nails	Iron nails, made of polished low carbon steel, cold processed, not heat treated except for galvanization; Spiral rolled or twisted shank, sealed umbrella-type spring-head Size: 75x3.6 mm, attached rubber washer to each nail; head diameter 22 mm thick; Packed in a strong and thick plastic bag	kg	0.25 confirm procurement packages	
6	Nails for wood	Iron nails, polished low-carbon steel; cold-processed, not heat treated except for galvanization; Large type-(75x3.6) mm, head diameter 7.7mm and large type-(40x2.2) mm, head diameter 5.5mm; Packed in a strong and thick plastic bag	kg	0.5	

Annex 6- Shelter tool kit with specifications

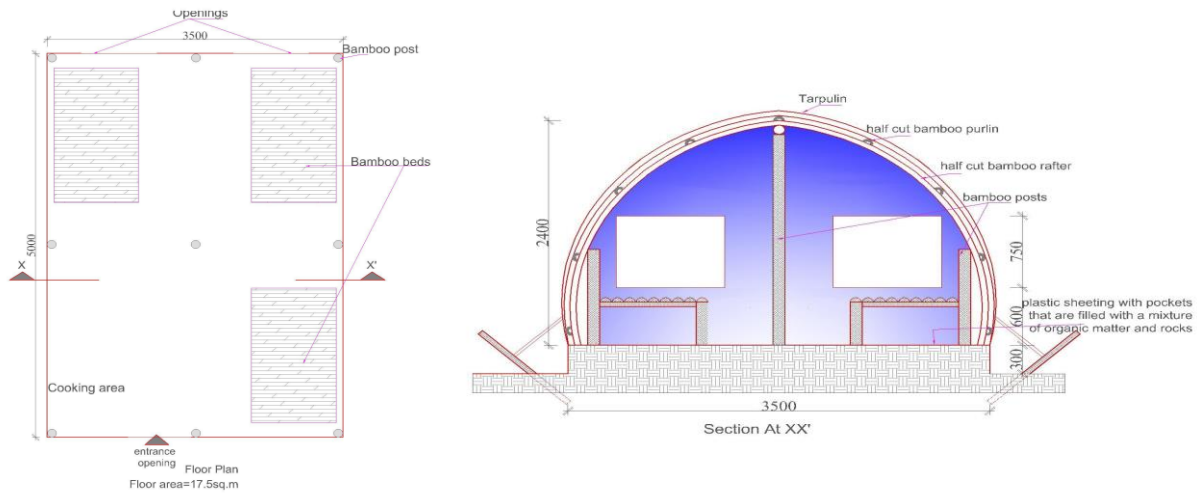
Rwanda being a country with a high percentage of the rural population depending on agriculture for livelihood, the shelter tool kits distributed will also assist the affected families to make use of the tools for farming to support their livelihoods.

B	Toolkit (packed separately) detailed specs for procurement			
1	Hand saw	Carpenter's hand saw, 400-450 mm blade, lacquered, overall length 550 mm±50 mm; Blade thickness: 1 mm, protected against oxidation; Protective cardboard, teeth protection with hard plastic cover; 7 teeth per inch; Wooden dismountable handle, polished varnish hardwood	pc	1.0
2	Shovel	Pressed carbon steel, hardened and tempered; Size: (295x225) mm, hole diameter: front side 36mm, the back side 40 mm; Weight: 1000 gram without handle; Handel: Length 1070 mm, Smooth polished, varnished surfaces with Dry, strong, and flexible wood.	pc	1.0
3	Machete	Curved blade, 405 mm (16 inches), lacquered against oxidation, overall length 55 cm; Blacksmith made and locally available	pc	1.0
4	Combination pliers	Heavy-duty Hot-forged carbon steel, side cutting pliers known as linemen pliers or side cutter; protected against corrosion with special paint; having gripping jaws, a cutting edge and insulating Handel; Size 200 mm;	pc	1.0
5	Claw hammer	Carpenter hammer, head, and handle, hammerhead with flat and claw side: High carbon steel head, treated to achieve a martensitic structure, with dressed striking faces; Weight of head: 750 grams; Handel: Smooth polished, varnished surfaces with Dry, strong and flexible wood.	NRP	1.0
6	Gall (Crowbar)	Iron; Circular shape, smooth and sharp in one end for digging; Size: Diameter 25 mm, Length 1000 mm; Weight: 4 kg	pc	1.0
	Woven sack	woven polypropylene; Size: 1300x400 mm; Colour: White;	pc	1.0

	All tools (1 to 7 items) should be packed in a woven sack with eyelets and 4 mm diameter nylon rope on top to tie	
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Annex 7- Proposed emergency shelter model designs (to be complemented by further successful models from partner agencies)

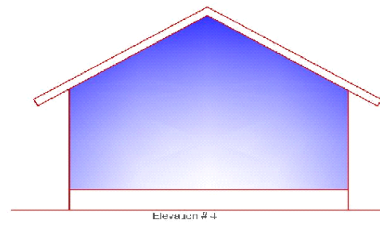
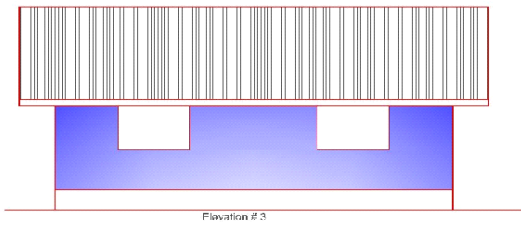
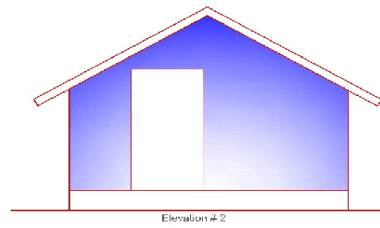
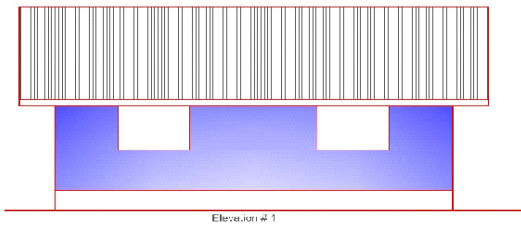
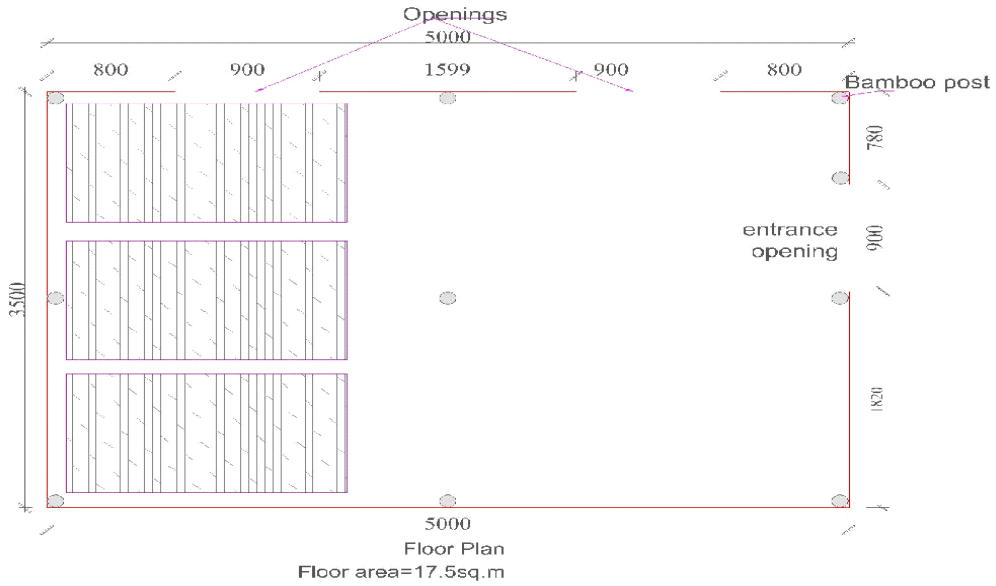
Tunnel shape Model: This model is suitable especially for winds regions.

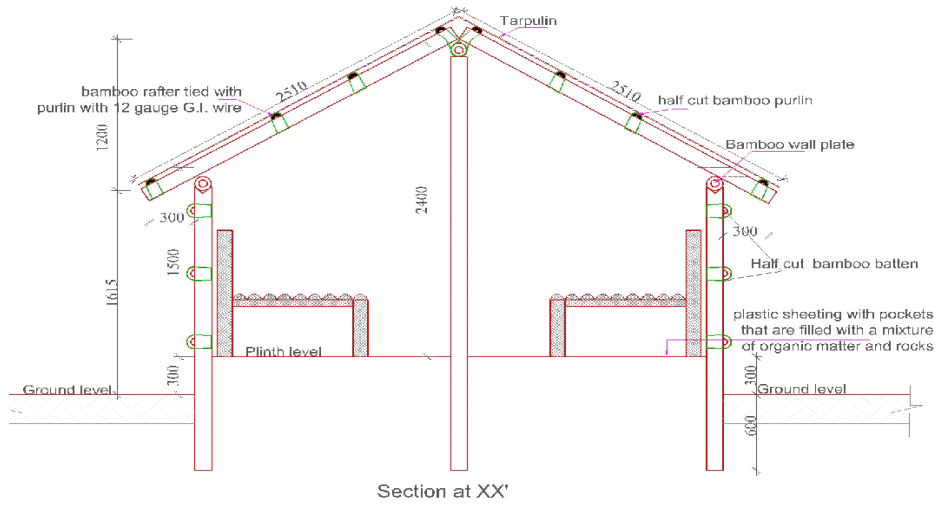


The Bill of Quantity (BoQ)

BoQ		Updated in January 2022	
Sn	Particulars	Unit	Remarks
1	Tarpaulin	2 pcs	
2	Labour	4 number	
3	Plastic sheet	3 kg	Optional
4	Bamboo	15 pcs	
5	Nails for roof	1.5 kg	
6	Nails for bamboo	1.5 kg	
7	rope	1.5 kg	
8	Binding wire	1.5 kg	
	Total		

Basic house type Model: This model is applicable to all geographical regions





Annex 8 - Emergency Shelter

The emergency shelter will primarily be provided through the distribution of key In-Kind Shelter and NFIs Material or/and through Cash Transfer Programmes (CTP) (voucher arrangements, or other market-based interventions) suitable to address life-saving shelter needs for affected and vulnerable populations.

Emergency shelter support prioritizes tarpaulins and blankets along with rope and fixings. Tents may be useful in particular areas or contexts; agencies are required to carry out an adequate needs assessment to ascertain if tarpaulins or tents are appropriate. Tarpaulins are viewed as flexible materials that can be used for other purposes.

Where possible, basic tools and shelter software should be part of packages of assistance. Shelter software may take the form of IEC material, training, and follow-up technical assistance where needed. Shelter software activities are essential to ensure effective and safe use of shelter materials.

Minimum package: Tarpaulins/tents and blankets

- 2 tarpaulins per household or a tent
- 2 blankets per household

Item	Link to detailed specifications
Tarpaulins	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_tarpaulins_05.08.2015.pdf
Tents	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_tents_05.08.2015.pdf
Blankets	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_blankets_05.08.2015.pdf

Supplementary packages: Non-food items (NFIs)

- The “household kit” includes tarpaulin, blankets, nylon rope, kitchen utensils and clothing.
- The estimated value is 65000Frw, for one family of 5 people as family size standards. Excluding transport costs.
- The “tool kit” includes a shovel, pick, hand saw, and claw hammer.

Item	Link to detailed specifications
Household kit	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_household_kits_05.08.2015.pdf
Rope	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_rope_05.08.2015.pdf
Blankets	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_blankets_05.08.2015.pdf
Kitchen utensils	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_kitchen_utensils_05.08.2015.pdf
Tool kits	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_tool_kits_05.08.2015.pdf

Annex 9 - Temporary Shelter and Self-Recovery

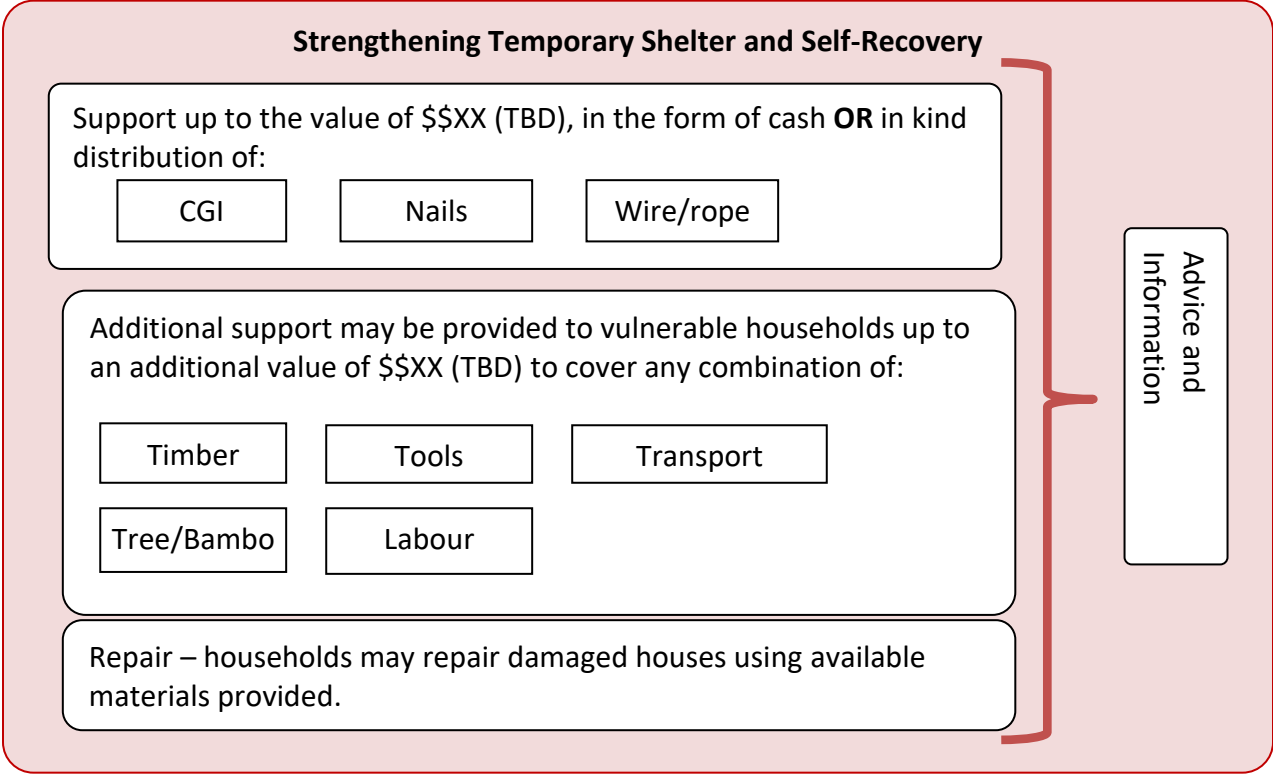
The Shelter Cluster (SC) advocates that agencies identify response options that support self-recovery to reduce disruption and ensure a smooth transition for affected populations to rebuild and reconstruct. The process for selecting response options should consider recipient choice and the unique set of contextual circumstances and conditions. All shelter interventions should contribute to self-recovery and therefore programmes and projects should be case-specific. The products and assistance provided for temporary shelter should be designed to support a smooth transition to safe permanent reconstruction. Ideally, assistance should be reusable, resealable, and relocatable-transferable, upgradable, or extendable.

The Shelter Cluster recommendations for assistance towards self-recovery and temporary shelter are outlined in the diagram below: This package can be a combination of cash and reconstruction materials, or Cash Transfer Programming (CTP) based on the appropriate identification of the needs of the targeted household and/or community, as well taking into account the level at which local markets are functioning.

Agencies delivering a temporary shelter package are responsible for determining the optimum combination of the recommended shelter package based on the knowledge of the local context in which they are working.

The shelter cluster recommends material and cash support, with the addition of advice and information, to support households build and improving temporary shelters in the most appropriate and suitable way. Households must be able to choose how they use the materials and to set their own standards and priorities for temporary shelter.

Reconstruction packages of materials, tools and cash, which are complemented by advice and information, can be used to support the on-going self-recovery process of the affected households. Where possible cash and vouchers are preferred in accessible areas in order to support local markets, and to provide households with opportunities to prioritise their needs.



The shelter cluster has identified durable roofing solutions to be critical to sustainable self-recovery.

As such support to self-recovery should provide adequate resources for beneficiaries to achieve durable roofing solutions.

Annex 10 - Displacement sites

However, these tend to be some of the most vulnerable households. It is important to coordinate any activities with the Camp Coordination and Camp Management (CCCM) Cluster and refer to their guidelines when designing any assistance in displacement sites.

For shelter response in displacement sites, the Shelter Cluster recommends working in close coordination with site management agency and/or site committees, as well as identifying and discussing possible assistance with landowner, prior to implementation. In some cases, only provision of emergency shelter will be permitted.

It may also be necessary to provide additional tarpaulins to help extend the life of any tents or deteriorated plastic sheeting/tarpaulin. Where possible, more durable construction materials (Iron sheet/CGI for example), should be provided in sites that are likely to stay through winter. Guidelines should be provided on safe use of shelter materials being provided, especially as many may plan to re-use the same material upon return.

Additionally, efforts should be made to include those living in displacement sites in any shelter programs, and consideration should be given to carrying out safer shelter construction training in displacement sites to support return.

Annex 11 -Template for Risk Analysis for Shelter

To develop an effective template for risk analysis regarding shelter, it is recommended to follow the guidelines published in the following documents:

1. SHELTERS AND SHELTER Management: Reference Guide.

<https://scms.usaid.gov/sites/default/files/documents/1866/SSM%20-%20RM.pdf>

2. Risk Assessment - children in emergencies toolkit.

<https://childreninemergencies.files.wordpress.com/2019/01/risk-assessment-template-shelter-1.docx>