

# REPUBLIC OF RWANDA



**MINISTRY OF DISASTER MANAGEMENT  
AND REFUGEE AFFAIRS  
P.O.BOX: 4386 KIGALI**

## **NATIONAL CONTINGENCY MATRIX PLAN**

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## FOREWORD

Rwanda, like other Africa countries and in the whole sphere, faces natural and manmade disasters which are causing deaths, injuries, and other different losses and human and environmental impacts to be take care off. The disaster risks are multiplying on daily basis due to some critical seasonal conditions and climate change (hydro-meteorological conditions). These could cause an extreme wide range of weather hazards including floods, landslides, severe storms, drought, fires, thunder, storms, earthquakes, volcanic eruptions that can trigger widespread of other related risks and devastations. Rwanda is also prone to human epidemics, animal and plant diseases that require preparedness and intervention mechanisms and appropriate operations during emergencies as well. Similarly, our shared borders and in the whole region of Africa and in the whole world present both natural and human-induced cross-boundary risks, as well as humanitarian assistance obligations in times of emergency.

Rwanda is prone to different types of Disasters which are affecting human, environment, properties, and infrastructures in different occasions thus; efforts should put in response and initial recovery processes to mitigate the level of significant effects face to face to the community who were affected. All involved institutions in Disaster management should be active and play their roles and responsibilities during emergencies follow disaster management policy, specific national contingency plans in place and humanitarian principles and code of conduct as well.

A disaster is something that captures attention of everyone and many institutions and organizations want to intervene by provide assistance to victims. This is a normal human behavior and acceptable Rwandan culture; it needs to a well coordinated response in order to avoid extra-consequences to people's live.

This is why the Ministry of Disaster Management and Refugee Affairs (MIDIMAR) should lead and coordinate any emergencies in the sense to overcoming duplications which could appear to different stakeholders and other partners in matter.

This National Contingency Matrix Plan should allow MIDIMAR and stakeholders to improve their partnership and to achieve better well coordinated internal and external interventions.

**MUKANTABANA Séraphine**  
**Minister of Disaster Management and Refugee Affairs**

**ACRONYMS**

DCS	Disaster Communication System
DIDIMAC	District Disaster Management Committees
FRB:	Fire and Rescue brigade
HI:	Handicap International
JIMC:	Joint Intervention Management Committee
MIDIMAR:	Ministry of Disaster Management and Refugee Affairs
MINAGRI:	Ministry of Agriculture
MINALOC:	Ministry of Local Government
MINECOFIN:	Ministry of Finance and Economic Planning
MINEDUC:	Ministry of Education
MININFRA:	Ministry of Infrastructure
MININTER:	Ministry of internal Security
MINIRENA:	Ministry of Natural Resources
MoD:	Ministry of Defense
MoH:	Ministry of Health
MoU:	Memorandum of Understanding
NCMP:	National Contingency Matrix Plan
NADIMAC	National Disaster Management Executive Committee
NADIMATEC:	National Disaster Management Technical Committee
NDMP:	National Disaster Management Policy
NDRMP	National Disaster Risk Management Plan
NGO	Non-Governmental Organizations
NPDM:	National Platform for Disaster Management
PDNA	Post Disaster Needs Assessment
PI	Plan International
PSF:	Private Sector Federation
RAB:	Rwanda Agriculture Board
RBC:	Rwanda Biomedical Center
RDF:	Rwanda Defence Forces
REG:	Rwanda Energy Group
REMA:	Rwanda Environment Management Agency
RHA:	Rwanda Housing Authority
RMA	Rwanda Meteorology Agency
RNP:	Rwanda National Police
RNRA:	Rwanda Natural Resources Authority
RRC:	Rwanda Red Cross
RSB:	Rwanda Standard Bureau
RTDA:	Rwanda Transport Development Agency
SAR:	Search and Rescue
SEDIMAC	Sector Disaster Management Committee
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund

UNHCR	United Nations High Council for Refugees
UNICEF	United Nations Children's Fund
WASAC	Water Sanitation Corporation
WASH:	Water sanitation and hygiene
WFP	World Food Program
WHO	World Health Organization

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## 1. INTRODUCTION

Rwanda as other countries in the sphere is not divesting to natural and manmade disasters. The government of Rwanda established a Ministry of Disaster Management and Refugee Affairs to deal with disaster issues and refugee affairs in general. To cope with disasters related issues, is very crucial to have and put in place mechanisms to operate and coordinate disaster management once it occurs.

With its geographical location in the East African Rift Valley near volcanoes and the effect of the Inter Tropical Convergence Zone on the continent, Rwanda is vulnerable to natural disasters emanating from climatic or seismic disturbances, meteorological troubles. Some of these disasters include volcanic eruptions, drought, torrential rains, floods, landslides, earthquakes, fires, mass movement, strong winds, epidemics, etc. Such disasters are exacerbated by poor farming practices, deforestation, environmental degradation and climate change, among others.

The Ministry of Disaster Management and Refugee Affairs (MIDIMAR) based on the critical conditions related to disaster effects which may occur in the future coming, it intends to develop a "National contingency matrix plan" which provides general guidance in emergencies management and operations of crises. Hence, in the sense of being prepared for better response, a country is getting ready for interventions when disaster occurs.

It is on this context that putting in place National Contingency Matrix Plan is of paramount importance. The Matrix Contingency Plan will enable the concerned ministries and institutions to analyze the impact of potential disaster and ensure that adequate and appropriate arrangements are made in advance to respond in a timely, effective and appropriate way to the needs of the affected population in case of emergency.



### 1.1 Rationale

- In 2012, the Disaster management policy was reviewed and approved to link the DM framework with the main strategic document (Vision 2020, EDPRS, 7YGP) and to provide general guidance for interveners in disaster crises in Rwanda.
- In 2013, the National Disaster Risk Management Plan was published to provide strategic guidance and define more specifically roles and responsibilities of each institution with disaster management linkage during crises,
- From 2013, the contingency plans were developed and validated (so far earthquake, fire incidents, floods and landslides, human epidemics, mass movement and population influx, droughts,).
- From 2014-2015 other different contingency plans were developed in the sense to operationalize response mechanisms and coordination during the events of disaster occurrence. The said contingency plans are technological and industrial disasters, crops, animal disease and famine, volcanic eruption, terrorism effects, and storms contingency plans.

Therefore, in the sense to harmonize, and having one comprehensive document detailing and combining contingency plans per hazards, MIDIMAR initiated to develop a National Contingency Matrix Plan which gives general guidance on response mechanisms and operations during emergencies, responsibilities, roles of partnering institutions.

Even if the contingency plans provide a procedure and specific response mechanisms for each specific disaster (type), the implementation would be very difficult due to lack of general guidance and common understanding among institutions involved in response and recovery to disasters.

Developing a contingency matrix (comprehensive) plan involves making decisions in advance about the management of human and financial resources, coordination and communications procedures, and being aware of a range of technical and logistical responses. Such document is a management tool, involving all sectors, which can help ensure timely and effective provision of humanitarian aid to those in need when a disaster occurs. *"Time spent in contingency planning equals time saved when a disaster occurs"*.

## 1.2 General Objectives for a National Contingency Matrix Plan

- To combine the existing developed contingency plans within a comprehensive document
- To identify and clarify the roles and responsibilities of the internal and external stakeholders throughout the entire cycle of disaster management
- To effectively make a comprehensive coordination during emergencies
- To familiarize key role-players with response mechanisms and disaster management policy
- To be better prepared to the initial recovery from a disaster.
- To engage needed resources in operations and allocate them according to the emergency needs.

## 2. Key concepts and terminologies

- **Disaster:** A serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources. (UNISDR 2008)
- **Climate change:** A change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.
- **Coping capacity:** The ability of people, organizations and systems, using available skills and resources, to face and manage adverse conditions, emergencies or disasters.
- **Disaster risk management:** The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.
- **Disaster risk reduction:** The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property,

wise management of land and the environment, and improved preparedness for adverse events.

- **Early warning:** The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss.
- **Emergency management:** The organization and management of resources and responsibilities for addressing all aspects of emergencies, in particular preparedness, response and initial recovery steps.
- **Hazard:** A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.
- **Natural hazards:** Natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.
- **Mitigation:** The lessening or limitation of the adverse impacts of hazards and related disasters.
- **Prevention:** The outright avoidance of adverse impacts of hazards and related disasters.
- **Preparedness:** The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.
- **Response:** The provision of emergency services and public assistance during or immediately after a disaster in order to save lives reduces health impacts, ensure public safety and meet the basic subsistence needs of the people affected.

- **Resilience:** The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions
- **Recovery:** The restoration, and improvement where appropriate of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors.
- **Risk:** The combination of the probability of an event and its negative consequences.
- **Risk assessment:** A methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.
- **Vulnerability:** The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.
- **Vulnerability:** The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

### 3. Major Hazards Overview in Rwanda

Rwanda has witnessed a number of natural and man-induced disasters that have culminated into the loss of lives and property and displacement. Hazards prevailing in Rwanda include droughts, floods, earthquakes, landslides, various storms (i.e. windstorms, lightning, rainstorms and thunderstorms), forest fire, accidents, diseases and epidemics that disrupt peoples' lives and livelihoods, destroy infrastructure, etc. Over the last decade, the frequency and severity of disasters, particularly caused by floods, landslides and droughts, have significantly increased, with increasing toll of human casualties as well as economic and environmental losses.

### **3.1 Storms**

Rwanda is prone to several extreme storms such as thunderstorms, hailstorms, windstorms, lightning which have caused the loss of lives and property as well as injuries in our population. Their frequency, the seasons during which they occur and the areas usually threatened can be established with some precision but their occurrence and trajectory cannot, until they are already developing.

Thunderstorms are often accompanied by high winds, hail, lightning, heavy rain and in rare cases can produce tornadoes.

Windstorms have been of the major hazards that caused several damages in some areas of Rwanda. MIDIMAR assessment report states that the windstorms associated with heavy rain have destroyed houses, schools, churches, health facilities, buildings, vehicles, crops, other infrastructures like cut off electricity and downpour of electrical wires supports, bridges, roads, etc.

Lightning has become one of the most alarming hazards to affect the country in recent years as these have been causing deaths and injuries to Rwandan population. MIDIMAR Disaster Data from 2011 to 2014 revealed a total of 134 deaths and 291 injuries in different Districts across the country. Some Districts also reported damages to houses and loss of livelihoods specifically to plantations and livestock.

MIDIMAR has developed a contingency plan guiding people, the government and other stakeholders to properly respond in case of a disaster occurs, containing also preventive and protective measures.

### **3.2 Floods and Landslides**

Floods and Landslides have been amongst the major disasters in Rwanda and have had a great impact on human development, properties, infrastructures as well as environment. Floods and landslide are key disasters that frequently affect localized areas of the country and most of the affected people do not have efficient mechanisms to cope with natural hazards.

The hilly topography and high annual precipitation rates with overexploitation of the natural environment such as deforestation, inappropriate farming and poor housing techniques accelerate the disaster risks and hence result into losses of lives and damages to property from the community exposed to these disaster risks.

In Rwanda, most vulnerable areas prone to landslides and floods are located in the North-Western, Southern parts of Rwanda and the City of Kigali.

### **3.3 Volcanic activities**

The North Western part of Rwanda has a chain of volcanoes, some of which are inactive and other active. In 2002, Nyiragongo volcano erupted in Eastern DRC and caused damage, 400,000 Congolese fled to Rwanda, Rubavu District bordering Goma.

The volcanoes in Rwanda are “sleeping” but not dying but NYAMULAGIRA and NYIRAGONGO volcanoes on DRC side are still active and the eruption signs are perceptible regularly and the effects of their eruption can be catastrophic for the population of Rwanda near the border.

The City of Goma is exposed to permanent risks related to natural disasters due to its proximity to active volcanoes namely Nyiragongo and Nyamulagira this lead to the mass movement of population to impacted Rubavu District.

Volcanoes related risk prevention is a priority for the national disaster management framework for better preparedness measures and effective response.

### **3.4 Drought**

Rwanda water resources especially in eastern province have been stressed by periodic drought cycles and unprecedented restrictions in water diversions in recent years.

Droughts in Rwanda are mainly triggered by a prolonged dry season or a delay in the onset of the rainy season. Recurrent drought incidences over the past decade, between 1998 and 2000 and annually from 2002 to 2005, have caused a serious deterioration in food security. Recurrent droughts have caused crop failures and severe food deficits, threatening the most vulnerable with malnutrition and famine.

Drought adversely has an impact on other key sectors. Livestock production has suffered due to water shortages and there has been a decline in both the quality and quantity of pasture.

In response to the drought and famine cases the MIDIMAR has prepared in partnership with key government and non-government institutions a drought contingency plan to take immediate, mid and long term actions to manage the crisis in a bid to minimize drought impacts by improving institutional coordination; enhancing monitoring and early warning capabilities; water shortage impact assessments; and preparedness, response, and recovery programs.

### **3.5 Earthquake**

Owing to Rwanda's geographical location and its geological formation, the country is susceptible to earthquakes. Population growth has and still is positive and this has been accompanied by an escalated vulnerability of the population to earthquakes among other hazards especially in prone areas, district along the Lake Kivu and the rift valley.

The most powerful earthquake occurred in 2008 with magnitudes of 6.2 and 5.0. Schools, hospitals, houses have been damaged and people died.

### **3.6 Fires**

Fire hazards include unplanned and massive burning which may cause the destruction of equipment, settlement, property and lives. Hazardous electric wiring, poor construction standards, accidents, and uncontrolled burning of bush are among many factors that cause fire hazards. Fires are common in industries, congested human settlements, learning institutions and markets places .It calls for preparedness and management of fire hazards and for the intensification of sensitization and public awareness. Rwanda experienced a significant number of fires not only in its cities but also in its natural parks. These include the incident of a forest fire in 2009 that spread to the top of mount Muhabura in the Volcanoes National Park, consuming 150 hectares of the park, and more recently the outbreak in Nyagatare District that

consumed 30 hectares of forest and farms. Fire response, while focusing on saving lives, is a key component for the protecting the environment.

### **3.7 Human epidemics**

An epidemic is the occurrence of more cases of a disease or a health event than expected at that place and at that time. Diseases include: Food and water borne diseases (cholera, Typhoid fever, dysentery, others food and water poisoning highly, pathogenic viral diseases such as (Yellow fever, Ebola, Influenza, etc.) Epidemics could be addressed through making contingency plans and structuring emergency health services. It is also important to establish the development of early warning systems.

A pandemic is a worldwide epidemic of diseases. With the increase in global transport, as well as and overcrowded in some areas, epidemics due to a new influenza virus are likely to take hold around the world, and become a pandemic faster than before. Pandemic can be either mild or severe in the illness and death they cause, and its severity can change over the course of that pandemic. It is noted that epidemic occurrence in Rwanda is more important but, does have in the past lead to a major disaster.

### **3.8 Crops and Animal epidemics**

Animal epidemics include swine fever, foot and mouth disease, bird flu, crop diseases epidemics include coffee wilt, banana bacteria wilt and cassava mosaic. By nature animal epidemics are under the Ministry of Agriculture and Animal Resources responsibility. Nevertheless, due to the potential associated impact on human lives MIDIMAR is pro-active in evaluating the risk and developing required plans to cope with an eventual situation.

### **3.9 Terrorism**

During the period from 2010-2014 many terrorist attacks using mainly explosives have been recorded in Rwanda. The attacks targeted especially markets and car parks to harm a big number of victims and as the other sensitive public areas were highly protected. Even though



some measures have been taken, in the current global situation, any country can't state that the risk of terrorism is totally prevented or mitigated.

In case of terrorism incident, the country has designed a guide to help for managing the consequences of terrorist incident with bombs, weapons, hostages taking and so on.

### **3.10 Industrial and Technological Hazards**

Rwanda's long term socio-economic development programs focus on agriculture modernization and industrialization. The later however, increase the risk of industrial hazards such as large scale chemical spillage, pollution and industrial accident. It is therefore imperative to develop the awareness and preparedness for emergency areas within or near industrial installations. Preparedness involves building the capacity to evacuate people from the associated danger.

### **3.11 Mass movement of population**

Mass movement of population can lead to a major crisis disrupting the livelihood of the local population and affecting every sector of the society including negative impacts to health, water and sanitation, agriculture and safety.

The term is used to describe the sudden and rapid crossing of international borders by large numbers of uninvited foreigners who are seeking safety from acute danger or other threats to their life and liberty; and the sudden displacement of people within the borders of Rwanda who are seeking safety from acute danger or other threats to their life.

## **4. Preparedness plan**

Before disaster occurrence, MIDIMAR should take all necessary actions to enhance preparedness measures including setting evacuation plans, resource inventory, increasing public awareness, organizing simulation exercises and training sessions, sensitization on the risks and what measures to be taken when disaster occurs etc.

#### **4.1 Preparedness measures at national level.**

In disaster preparedness as in other phases of disaster management cycle, measures to be taken at national level are linked to guidelines development coordination and monitoring activities while at local level, main activities concern organization and implementation of disaster management key actions. During rain seasons there are threats from floods, landslides, thunderstorms and destructive winds. Other hazards such as earthquakes, volcanic eruptions, fires etc, can strike at any time. Therefore, the following preparatory actions should be taken.

MIDIMAR should:

- Convene NPDM meetings on a regular basis (at least once a quarter basis) to discuss preparedness and any changes needed to plans and procedures (including updated risk assessment)
- Strengthen public warning and information systems disaster related
- Develop/update community guidelines for disaster preparedness (for earthquakes, floods and other hazards) and organize public awareness campaign supported by educational material

#### **4.2 Mainstreaming gender into preparedness activities**

Gender refers to the culturally based expectations on the roles and behaviours of males and females. The Gender working group for disaster management is the main team responsible for this aspect. Gender has to be mainstreamed in disaster preparedness measures through following points:

##### **4.2.1 Legal infrastructure:**

Measures to enhance legal protection in the domain of disaster preparedness should be taken into consideration:

- To ensure regularly review policies and plans and take immediate action to mainstream gender into all planning and programmes related to disaster risk management;
- Support research institutions to study the cost-benefit and efficiency of gender-sensitive policies and programmes in disaster management, climate change adaptation

and poverty reduction promoting gender in being sustainable and resistant to disaster risks

- Establish gender specific data and statistics on impact of disasters, carry out gender-sensitive vulnerability, risk and capacity assessments and develop gender-sensitive indicators to monitor and measure progress.
- Establish Standard Operating Procedures (SOP) for gender violence in emergencies

#### **4.1.3 Human development and knowledge dissemination:**

- Increase women's participation in Programme and project coordination and secure equal access to relief assistance between men and women;
- Increase awareness of the public, governmental institutions, development partners and media on gender sensitive vulnerabilities and capacities in disasters and gender specific needs and concerns in disaster risk reduction and management;
- Ensure women and men's equal access to early warning systems;
- Build and enhance the capacities of professional communities and pertinent national institutions to enable gender mainstreaming into all development sectors.

## **5. Crisis Management and Response**

### **5.1 Objectives**

Based on the NDMP and the NCMP, humanitarian agencies should support the Government in mounting a timely, consistent and coordinated response to the crisis in order to save lives and to respond to the humanitarian needs of the affected population.

### **5.2 Strategies**

To achieve this objective, the following strategies should be used:

- The Government should work through a sector-based approach, as defined in the Rwanda National Disaster Management Plan.

- Engaging Humanitarian organizations in direct implementation in response to the “humanitarian imperative” based on the frameworks set down by Government, MIDIMAR, JIMC, and NPDM.
- All humanitarian actors must respond in accordance with recognized international standards.
- The response must involve the participation of the affected communities’ leaders and the opinions of the beneficiaries at the earliest opportunity.

### **5.3 Guiding Principles for response**

Humanitarian action is grounded on the basic principles of humanity, neutrality, and impartiality. Additionally, humanitarian organizations must embrace fully the principles of accountability and ‘do no harm’. The Guiding Principles and Code of Conduct contained in the National Disaster Management Policy will be rigorously applied by all stakeholders operating in the country with a matter of disaster management.

### **5.5 Coordination of Response Activities**

The response coordination should be made through disaster management committees with respect of the level of decision to be taken. The concerned DM committees are the National Disaster Management Executive Committee (NADIMEC) at high level and the National Disaster Management Technical Committee (NADIMATEC) at technical level to be involved at field assessment.

The NADIMATEC at technical level should engage and involve the non-government humanitarian actors to constitute the National Platform for disaster management and the emergency operation committee.

The sequence of decision making and activities should be referring to the NDMP and the National Strategy for Response and Recovery.

## **5.6 Decision Making Process**

If the crisis is confirmed, the alerts should be triggered and the NCMP should be immediately activated by MIDIMAR. The final decision shall be taken by the NADIMEC.

The sector plans should be activated by the NADIMEC and special focal points appointed for its implementation.

## **5.7 Operational management Structure**

### **5.7.1 Operational Response**

Once the confirmation of any disaster is issued, the NCMP should be activated by MIDIMAR and the sector plans be activated by NDMEC. The pre-assessment teams should ensure the evaluation of elements at risk and needs determination and start to implement the evacuation plan. Members of the NPDM should start to provide assistance to the affected population according to the National Response mechanisms and the National Disaster Management Policy.

The immediate actions should be taken immediately aftershocks and relief should be provided on time in the sense to manage the assist the affected population.

Once a disaster occurs, the responsible institution should organize an urgent meeting calling all partners and stakeholders to manage effectively the crises putting together efforts, mobilizing needed resources to facilitate emergency operations. Human resources, equipment should be available and ready for interventions as well in their respective sectors/clusters. MIDIMAR should play the role of coordination during the crises

### **5.7.2 Response activities to be carried out during emergencies.**

#### **1. Warning**

Warning refers to information concerning the nature of the danger and imminent disaster threats. Warnings must be rapidly disseminated to government officials, institutions and the population at large in the areas at immediate risk so that appropriate actions may be taken, namely, either to evacuate or secure property and prevent further damage. The warning could be disseminated via radio, television, the written press and telephone system.

The Ministry of Disaster management (MIDIMAR) will work closely with Rwanda Natural Resources Authority (RNRA) and the Rwanda Meteorological Agency (RMA) among others to ensure that the situation is being monitored as it is unfolding.

Regular bulletins preferably on weekly basis generated by RMA will be circulated as a way of sharing information as the triggers begin to show that the situation is getting worse. MIDIMAR which is a coordination mechanism will be called regularly to update the stakeholders on the situation as well as progress on disaster preparedness activities.

## **2. Evacuation**

Evacuation involves the relocation of a population from zones at risk of an imminent disaster to a safer location. The primary concern is the protection of life of the community and immediate treatment of those who may be injured.

## **3. Search and rescue (SAR)**

Search and rescue (SAR) is the process of identifying the location of disaster victims that may be trapped or isolated and bringing them to safety and medical attention. In the aftermath of tropical storms and floods, SAR usually includes locating stranded flood victims, who may be threatened by rising water, and either bringing them to safety or providing them with food and first aid until they can be evacuated or returned to their homes. In the aftermath of earthquakes, SAR normally focuses on locating people who are trapped and/ or injured in collapsed buildings.

The main actors in searching and rescue are the following considering their responsibilities and abilities:

- MIDIMAR is coordinating the overall operation,
- Rwanda Defense Forces (RDF),
- Rwanda National Police (RNP),
- Local Government
- Rwanda Red Cross, and other Humanitarian organizations in their responsibilities

It is however important to note that SAR applies to certain disasters (earthquakes, landslides, floods,) and not necessarily to others (drought, epidemics, mass movement ...); Contingency plans are specific to this activity.

#### **4. Need assessment**

The primary objective of assessment is to provide a clear, concise picture of the post-disaster situation, to identify relief and life-saving needs and to develop strategies for early recovery. It determines options for humanitarian assistance, how best to utilize existing resources, or to develop requests for further assistance.

#### **5. Response and relief**

When a disaster has occurred response and relief have to take place immediately; there can be no delays. It is therefore important to have contingency plans in place.

Relief is the provision on a humanitarian basis of material aid and emergency assistance (i.e. medical care) necessary to save and preserve human lives. It also enables families to meet their basic needs for medical and health care, shelter, clothing, water, and food (including the means to prepare food). Relief supplies or services are typically provided, free of charge, in the days and weeks immediately following a sudden disaster.

#### **6. Logistics and supply**

The delivery of emergency relief will require logistical facilities and capacity. A well-organized supply service is crucial for handling the procurement or receipt, storage, and dispatch of relief supplies for distribution to disaster victims.

#### **7. Communication and information management**

Once the NCMP activated, the EOC is responsible to collect, verify and compile all the information regarding the crisis. Collection and validation of information provide a general assessment of the crisis and will help to identify response and recovery needs ahead of time and determine actions that require external experts. The rapporteur appointed by EOC will

facilitate the exchange and collection of information among key partners and ensure the liaison with the NDMEC and with the media.

The information management procedures are as follow:

1. All information must be transmitted by the Liaison officer appointed by the EOC who is also responsible for the collection and consolidation of data and transmission to all parties concerned.
2. Any information is validated by the Head of EOC before transmission and sharing
3. The media will be managed and helped by the EOC in order to minimize the risk for them to interfere with response activities.

## **8. Security**

Security is not always a priority issue after a sudden onset of disasters. It is typically handled by civil defense and police. However some disasters effects can trigger tensions and conflicts within affected communities.

### **5.8 Coordination Mechanisms**

The various coordination forums should continue their coordination activities under the usual overall coordination of the Ministry of Disaster Management and Refugee Affairs.

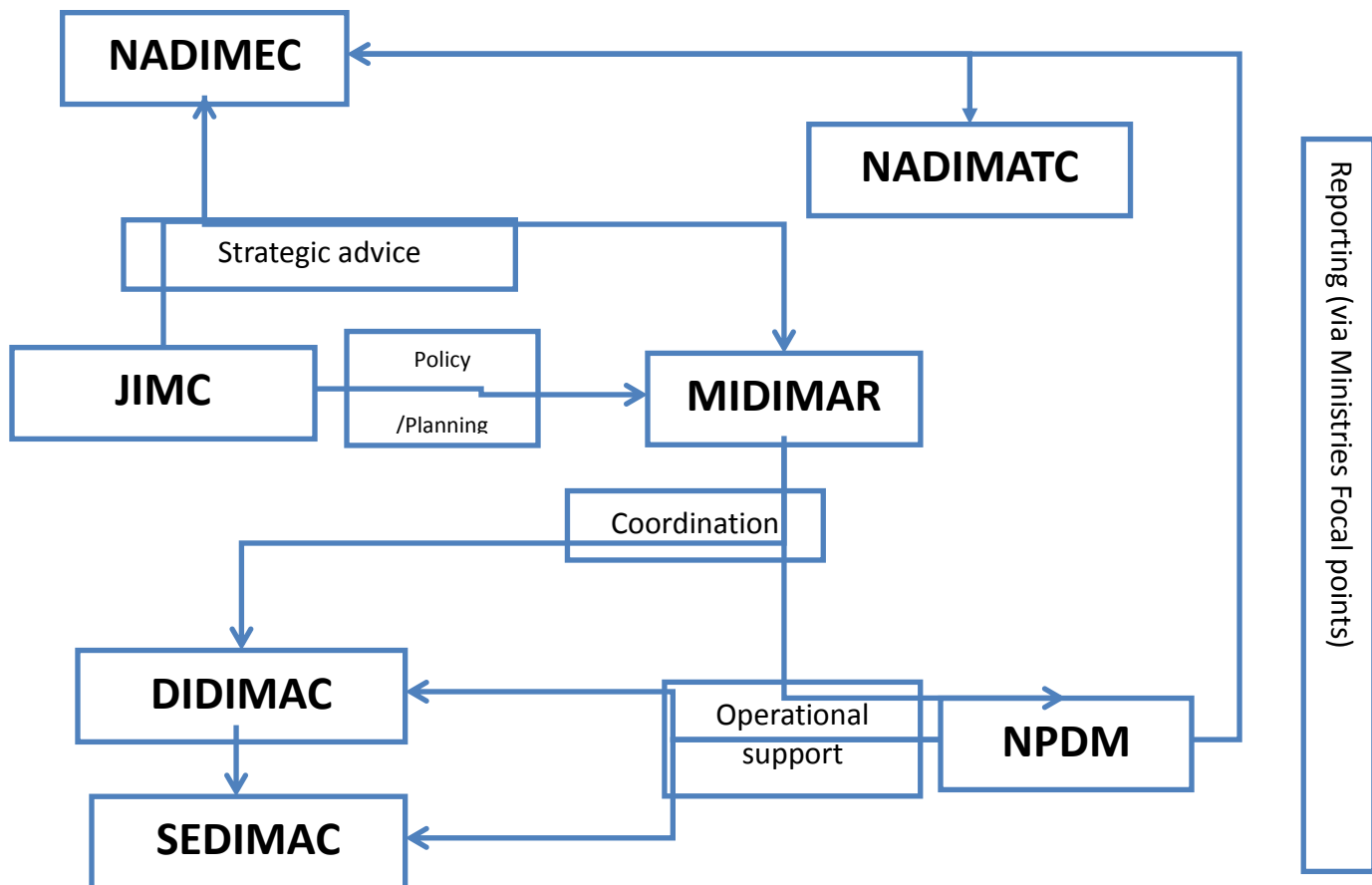
- The Government through MIDIMAR should coordinate the implementation of the contingency plan in close collaboration with the National Disaster Management Executive Committee (NADIMEC) and other partners,
- At national technical level, the national disaster management technical committee (NADIMATC) should support technically in implementing the activities spelt out in the Contingency Plan,
- Within the UN System, the United Nations Agency in charge of disaster management under the auspices of the UN Resident Coordinator should implement and coordinate the activities among the UN Agencies before, during and after the disaster. This should be done together with the National Platform for Disaster Management members (NPDM) which includes the Red Cross movements and both international and national



Non-Governmental Organizations and MIDIMAR/UN Joint Intervention Management Committee (JIMC) chaired by the Minister of Disaster Management and Refugee Affairs and co-chaired by the representative of the United Nations in Rwanda.

### 5.9 Structure Framework

The organizational structure for Disaster Management in Rwanda is presented in the chart below. The functions of the different stakeholders within the system are described below.



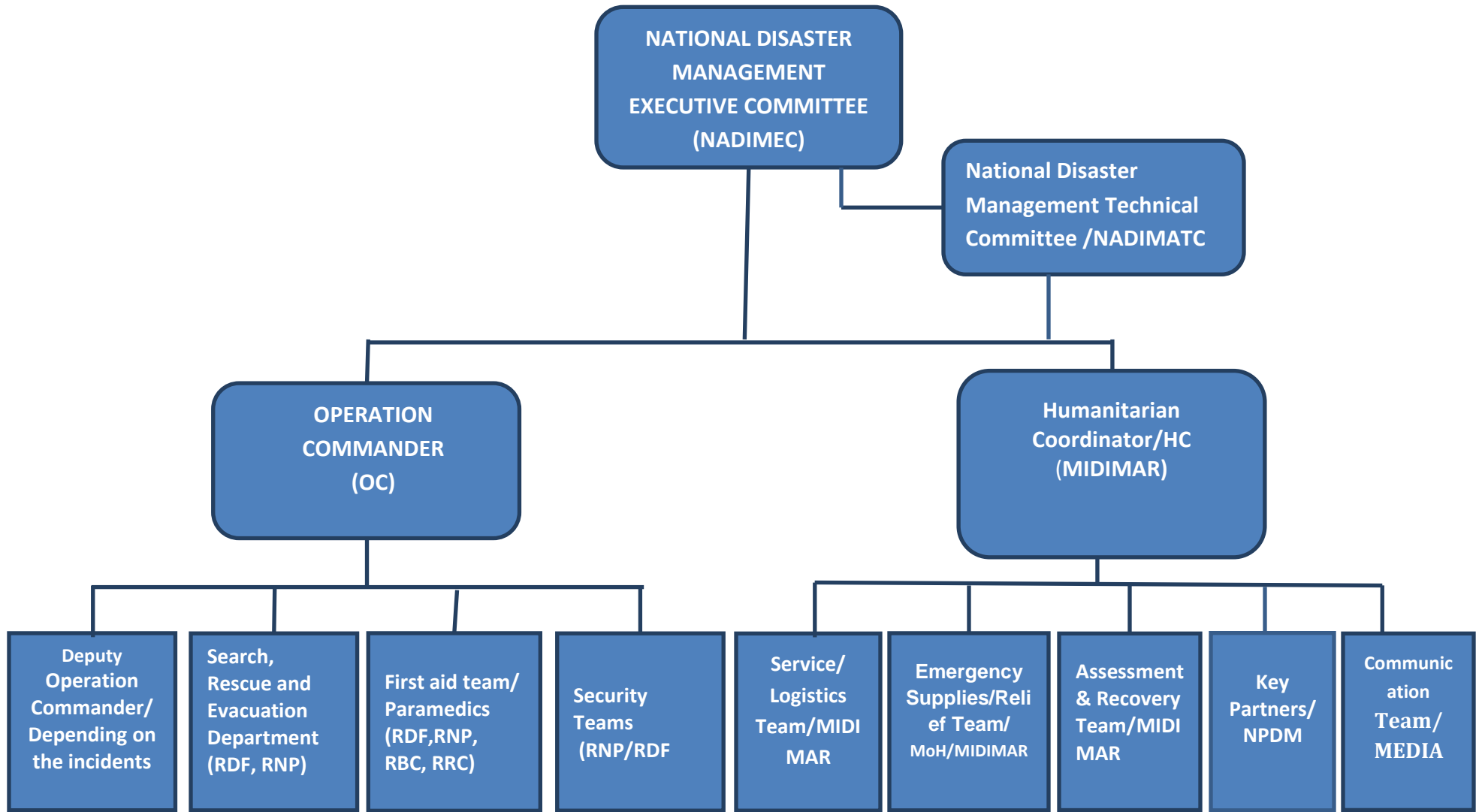
Source: MIDIMAR 2015

The Ministry of Disaster Management and Refugee Affairs works hand in hand with a broad range of actors from the government, the civil society, the development and humanitarian community. The institutional framework for Disaster Management is composed of the following body:

- National Disaster Management Executive Committee (NADIMEC),
- National Disaster Management Technical Committee (NADIMATC),

- District Disaster Management Committees (DIDIMAC),
- Sector Disaster Management Committees (SEDIMAC),
- National Platform for Disaster Management (NPDM),
- The UN/MIDIMAR Joint Intervention Management Committee.

Figure 1: Response Operational Structures (All Hazards)



Source: Primary data 2016

## **6. Initial Recovery Plan**

### **6.1 Rationale of Initial disaster recovery plan**

Disaster recovery is an integral part of disaster management. It refers to actions taken in the aftermath of a disaster to enable basic services to resume functioning, assist victims' self-help efforts to repair physical damages, revive economic activities; and provide support for the psychological and social well-being of the survivors.

Disasters are very costly in terms of both human life and resources and require a long gestation period of rehabilitation. Disaster management involves systematic policy making and effective use of resources to make a potent dent in disaster relief, rehabilitation and long-term recovery.

In common parlance, disaster rehabilitation involves methodical steps for bringing changes in the disaster affected site, with a view of ensuring long-term recovery. The early recovery may be considered a transitional phase between immediate relief and recovery.

Disaster Recovery, should focus on measures that should pave the way for short, medium and long-term recovery of social, economic and physical structures, as well as processes in such a way that future disasters are unable to impact severely and irreversibly.

The plan for initial disaster recovery may be able to provide for the necessary inputs to help the victims in becoming socially ready, economically self-sufficient and psychologically fit.

The broad priorities in an initial disaster recovery or rehabilitation plan could be:

- 1.** Provision of extended emergency response assistance as part of the early recovery interventions, specifically to allow transition from response to recovery
- 2.** Relocation of all the displaced people, restoration of basic and alternative means of livelihood along with community-based infrastructure and institutions; and
- 3.** Initiation of long-term development interventions, which would lead to sustainable community, based strategies for disaster risk reduction.

## **6.2 Dimensions of Disaster Recovery**

There are three types of rehabilitation, namely physical, social and psychological.

### **6.2.1 Physical recovery**

Physical rehabilitation is a very important facet of rehabilitation. It includes reconstruction of physical infrastructure such as houses, buildings, roads, bridges, communication network, water supply, electricity and so on. It comprises short-term and long-term strategies towards watershed management, canal irrigation, social forestry, crop stabilization, alternative cropping techniques, job creation, employment generation and environmental protection.

It involves rehabilitation for agriculture, artisans, small businessmen and animal husbandry.

The physical rehabilitation and reconstruction package must also incorporate adequate provision for subsidies, farm implements, acquisition of land for relocation sites, adherence of land use planning, flood plain zoning, retrofitting or strengthening of undamaged houses, and construction of model houses.

### **6.2.2 Social recovery**

Social rehabilitation is also an important part of disaster rehabilitation. The vulnerable groups such as the elderly, orphans, single women and young children would need special social support to survive the impact of disasters. Thus, construction of infrastructure such as community centers, day-care centers, women cooperatives, and crèches and so on is a vital part of social rehabilitation especially after major disasters.

The rehabilitation plan must have components that do not lose sight of the fact that the victims have to undergo the entire process of re-socialization and adjustments in a completely unfamiliar social milieu.

### **6.2.3 Psychological recovery**

Another crucial dimension of disaster rehabilitation is psychological rehabilitation.

Dealing with victim's psychology is a very sensitive issue and must be dealt with caution and concern in the sense to better back in normal conditions of life to those who have been traumatized due to unusual conditions seen.

The psychological trauma of losing relatives and friends, and the scars of the shock of disaster event can take much longer to heal than the stakeholders in disaster management often presume. Thus, counseling for stress management should form a continuous part of a disaster rehabilitation plan.

Efforts should be made to focus more on psycho-therapeutic health programs, debriefing and trauma care. While implementing the disaster rehabilitation programme, tradition, values, norms, beliefs, and practices of disaster-affected people need to be kept in mind.

It is, therefore, essential that social welfare and psychological support measures be considered immediately after a disaster event so that they could be made a vital part of a rehabilitation program.

The economic, social and psychological requirements of the affected population would vary from one disaster-affected site to the other. Even within the same site, the satisfaction of one need or requirement would not result in the satisfaction of the other needs. This makes it necessary to design and implement the rehabilitation program to cope with specific aspects of the victim's lives at all the stages of disaster rehabilitation.

## **6.3 Disaster Recovery Components**

### **6.3.1 Community participation**

Community participation at all levels of disaster rehabilitation can go a long way in making rehabilitation effective. The participation of the community should go hand in hand with the assessment of unmet needs and response capacity.

No disaster rehabilitation plan can achieve its objectives unless the disaster-affected community participates in the formulation, implementation and evaluation of its various components.

### **6.3.2 Defining institutional Roles**

The role and responsibilities of all the stakeholders (governmental agencies, NGOs, international agencies, self-help groups, and community) need to be clearly demarcated in the recovery strategy plan.

The measures pertaining to rehabilitation cannot be sustained if they are not institutionalized. Local authorities should be in active dialogue over priorities and focus of community participation.

Efforts should be made to establish and sustain some tools that may be involved in disaster rehabilitation such as micro-credit societies, environmental forums, grain/seed banks, fodder banks, and so on. There is also a need to fix accountability on each organization involved in disaster rehabilitation. The duties of the army, Police, civil defense, line ministries and agencies should be streamlined, in order to avoid chaotic coordination, multiplicity of tasks, duplicity of organizations, delay and wastage.

## 7. GAPS AND CHALLENGES IN THE NATIONAL DISASTER RESPONSE FRAMEWORK

No	CLUSTER	GAPS AND CHALLENGES
1	<b>COMMUNICATION AND WARNING</b>	<ul style="list-style-type: none"> <li>• Delay of information sharing</li> <li>• Confusing disasters to incidents or accidents</li> <li>• Inaccurate information disaster related</li> </ul>
2	<b>EVACUATION AND SAR</b>	<ul style="list-style-type: none"> <li>• Evacuation not conducted due to lack of accurate information</li> </ul>
3	<b>ASSESSMENT</b>	<ul style="list-style-type: none"> <li>• Over estimation of disaster losses or damages,</li> <li>• Under estimation of disaster losses and damages</li> <li>• Delay to conduct the assessment due to information access issues.</li> </ul>
4	<b>ASSISTANCE AND RELIEF</b>	<ul style="list-style-type: none"> <li>• Delay of Response activities due to administrative procedures,</li> <li>• Response focus on provision of NFIs and other areas are left behind (food, health services, psycho-social support, WASH)</li> </ul>
5	<b>LOGISTICS AND RESOURCES</b>	<ul style="list-style-type: none"> <li>• Lack of appropriate equipment for response activities,</li> <li>• Insufficient financial resources,</li> <li>• Low capacity in prepositioning of items in the strategic Stores</li> <li>• Lack of enough training focusing to disaster response emergencies.</li> </ul>
6	<b>COORDINATION</b>	<ul style="list-style-type: none"> <li>• No clear partnership mechanisms between government institutions for joint interventions (MoUs)</li> <li>• Bureaucracy procedures which delays response</li> <li>• NADIMATC Organ not operational,</li> <li>• Private sectors and Civil Societies are not active in response activities and operations.</li> </ul>



## 8. Roles and Responsibilities of various institutions in Disaster emergency Management

The following table shows what are the institutions responsible to carry out required task for each step of disaster response. It focuses on responsibilities on level 3 and 4 as the DIDIMAC is responsible to oversee all response activities at level 1 and 2. However institutions with representations at local level should monitor and supervise activities in their scope of work during level 1 and 2 interventions. The districts have therefore the responsibility to draw responsibilities through DDMPs.

Activities	GoR INSTITUTIONS	UN SYSTEM and NGOs	PRIVATE SECTOR/CIVIL SOCIETY
<b>Phase 1: Before the disaster (24-2hours before)</b>			
WARNING	MIDIMAR, RMA, RBA, RNRA, MoH	UNHCR, WHO, WFP, FAO, UNICEF, UNDP	MEDIA, FEWSNET, MTN, AIRTEL, TIGO
Evacuation	MIDIMAR, MoD, RNP, DASSO, MoH	UNHCR	RRC
<b>Phase 2: Immediate response period (Impact to day 5)</b>			
WARNING	MIDIMAR, RMA, RBA, RNRA, MoH, MINALOC, RNP	UNHCR, WHO,	MEDIA, FEWSNET,
Evacuation	MIDIMAR, MoD, RNP, DASSO, MoH	UNCHR, IOM,	RRC
Search and Rescue	MIDIMAR, RDF, RNP, DASSO	UNHCR, WHO, WFP, UNICEF	RRC
Rapid Needs assessment	MIDIMAR, MINALOC, MoH, MoD, RNP, NADIMATC	JIMC	RRC
Provide emergency shelter	MIDIMAR, MINALOC, RNP, RDF	UNHCR, UNDP, WVI, ADRA, ARC, UNICEF	CBOs, PSF, RRC
Provide emergency food	MINAGRI, MIDIMAR	WFP, FAO	CBOs, PSF, RRC
Provide health Care and surveillance	MoH, MIDIMAR, RBC	WHO, UNICEF, UNFPA	RRC
WASH	WASAC, MININFRA, MINIRENA, MoH	UNICEF, WVI, UNICEF, ARC, PAJER, WVI, OXFAM	RRC
Provide NFIs	MIDIMAR	UNHCR, UNICEF, UNFPA, IOM, CARE INTERNATIONAL, WVI, CARITAS RWANDA,	RRC, PSF, CBOs
Psychosocial Support	MIDIMAR, MINALOC, MoH	WHO, UNFPA	RRC, CBOs
Logistic and supply	MoD, RDF, MIDIMAR,	WFP, UNHCR, UNDP, ADRA	RRC, PSF,
Communication and information management	MIDIMAR, MINALOC, RNP, RDF, MINIRENA-RMA	WFP, UNHCR	RRC
Provide protection	MIDIMAR, MIGEPROF, NCPD, RNP	UNHCR, UNICEF, UNFPA, IOM, Handicap I., Plan I., RWN, SAVE THE CHILDREN, ICRC	RRC
Security	RNP, RDF, DASSO	-	Local Security companies

Source: Primary data 2016

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