

# ANGLICAN ALLIANCE RELIEF

## Nairobi, April 2011

### 1. Introduction

The objective of this paper is to explore *how can the Alliance “add value” to what Anglican churches and agencies are already doing with respect to humanitarian relief*. It will focus on natural disasters, but will also refer briefly at the end to conflict related emergencies.

In the first part, this document will review some essential definitions of natural disasters and present some recent examples. The second part explores the components of disaster management: mitigation, preparedness, response and recovery. Regarding, the experience of the Anglican agencies and churches and the role that the Alliance can play in this area two of these components will be further analysed:

- *Preparedness*: this section, will concentrate specifically on public education, as one of the most effective strategies to prepare these calamities. It begins by explaining the three main goals of education: awareness, behaviour and warning, and it will then go to expose also the obstacles that it faces.

- *Response*: Because the Anglican Communion is present in 163 countries around the world, including those that are most disaster-prone, the Church and church agencies are on the ground to respond to emergencies. This section will look at how disaster assessment (situation and needs) is a key element to achieving a co-ordinated response. This will be followed by a Table with relevant information about Anglican agencies and the kind of work that they do addressing emergencies as well as information about key international networks.

Finally this paper will finish pointing out some of the difficulties faced by relief organisations in general when responding to disasters and also problems that Anglican agencies, in particular, have to deal with.

The present paper is just a starting point to initiate the discussion. We are already responding, we are already engaged in multiples activities to mitigate the impact, to reduce the risk, to respond and to work towards a recovery that is fully linked to development. However, this can be enhanced with the role of the Alliance, and this document offers some elements towards a way forward.

### **1. Natural Disaster**

The following section provides a brief definition and characterisation of the most common natural disasters, with an example of each.

**1.1 Tropical Cyclone** - These combine high winds, heavy rainfall and coastal storms. Depending on sustained wind speed these may be classified as depressions, storms or hurricanes. With few exceptions, most coastal and island regions of the world are vulnerable to tropical cyclones.

**Case: Hurricane Mitch 1998** Central America: Honduras: 7000 dead, 8300 missing; Nicaragua: 3000 dead, 2200 missing; Guatemala: 258 dead, 121 missing; El Salvador: 272 dead, 100 missing.

**1.2 Flood** - This is the most common natural hazard and registers annually the highest numbers of people killed. Floods can be either slow or fast rising and frequently they are a secondary hazard resulting from other meteorological processes such as prolonged rainfall, intense thunderstorms and onshore winds. .

Urbanisation worsens floods because natural permeable ground surfaces are replaced by impermeable ones which increase runoff rates generating higher and more frequent floods.

**Case:** Flooding in Pakistan 2010. More than 1,750 people are thought to have died, with an estimated 18 million people affected by the floods.

**1.3 Drought** - this hazard may be defined as the sum of the geophysical elements that cause a shortage of moisture – including rainfall, temperature, humidity, radiation, soils, vegetation and land cover. This hazard requires many months to emerge and may persist for many months or years thereafter. In poor countries, the ensuing consequences are starvation and famine.

**Case:** Over 23 million people across East Africa faced critical shortages of food and water in 2009 following successive years of failed rains and worsening drought.

**1.4 Earthquake** - The underlying cause of earthquakes is the accumulation of stress in the earth, due to long-term movements of its outer layers, driven by thermal energy in its interior, relieved by a sudden release of energy from a volume of rock. The rupture spreads from a point of initiation known as the focus and may extend for up to a hundred kilometres or more. One of the main plate boundaries encircles the Pacific, and about 80% of the total earthquake energy is concentrated in this zone; in most places such as Japan, the Philippines, the Southwest Pacific and South America.

**Case:** Japan March 2011 (followed by a tsunami and nuclear crisis) in the last report of the 1<sup>st</sup> of April 11,578 people killed and 16,451 people still missing.

**1.5 Tsunami** – This is a series of waves generated undersea by abrupt and large disturbances, such as earthquakes, volcanic eruptions, landslides, slumps and meteor impacts. Human suffering is enormous: people are swept along with other debris in the tsunami-induced currents at speeds up to 60 kilometres per hour resulting in deaths and multiple injuries.

**Case:** Indian Ocean 2004. It left at least 226,000 dead, including 166,000 in Indonesia, 38,000 in Sri Lanka, 16,000 in India 5300 in Thailand and 5000 foreign tourists.

**1.6 Volcano** – It is a fissure in the Earth's crust through which the magma (super-heated gases and molten rock) escapes to the surface to become lava. There are currently over 500 active volcanoes throughout the world.

One of the most important aspects of volcanic eruptions is the simultaneity of different hazards that can occur as a result: earthquakes, landslides; formation of clouds of toxic gases and aerosols, or sectors of the volcanic cone may collapse to form rock avalanches and, if it reaches the sea, can cause tsunamis.

**Case:** Nevado del Ruiz, Colombia 1985. The second deadliest in the 20th century and the fourth deadliest in recorded history, 23,000 people died.

**Discussion point: Should the Alliance address all major and minor emergencies?**

## **2. Disaster Management**

A comprehensive disaster management comprises four components: mitigation, preparedness, response and recovery. In this section, the paper will focus on preparedness and response.

## 2.1 Preparedness

According to the United Nations Office for the Coordination of Humanitarian Affairs, emergency preparedness is the knowledge and capacity developed by governments, recovery organisations, communities and individuals to anticipate, respond to and recover from the impact of potential, imminent or current hazard events, or emergency situations that call for a humanitarian response. It covers a wide range of activities such as planning, training, equipment, alarm systems, and public education..

Preparedness education has three main goals:

- a. Awareness of the hazard risk: this stage involves changing feelings of apathy towards preparedness. Many people are concerned with other immediate needs such as employment, family, studies or they have mistaken assumptions that this kind of event will never affect them. For the same reason, the time devoted to consider these issues is usually limited.  
Many groups, specially the poor, gather much of their information through informal social networks rather than newspapers, government sources or other formal communications means. Churches and faith-based organisations are able to reach the neediest, have an opportunity to promote preparedness, using means that are accurate, trustworthy and effective.
- b. Behaviour: this stage involves four types of conduct:
  - Pre disaster risk reduction behaviour (Mitigation): seeks to instruct about the available options to reduce vulnerability. E.g. secure furniture and windows
  - Pre disaster preparedness behaviour: what people can do before the disaster occurs. E.g. Establishing meeting points
  - Post disaster response behaviour: inform the public how to react in the midst or aftermath of a hazard. E. g. evacuation, rescue
  - Post disaster recovery behaviour: help to rebuild life. E.g. inform how to locate resources from international aid organisations.
- c. Warning: help recipients to understand that their risk situation has changed to one with increased or certain likelihood and to provide authoritative instructions. Inform people of an impending hazard or disaster.

### Example of preparedness: the Caribbean

*The Church in the Caribbean provides an excellent example of how the Church has supported the development of a preparedness process in islands that are regularly affected by hurricanes. Work starts before the hurricane season from June to November. From May there are announcements in TV and Radio reminding people about the coming period. Also, the National Hurricane Centre in Miami track and informs about the development of the hurricane from its beginning in West Africa, and during the whole process of formation. People get informed of the expansion of the hurricane (stronger winds, heavy rains and high pressure) and know the moment when the storm will strike. As a result people can decide whether stay at home and get ready (stockpiling food, water batteries) or go to shelters (churches, schools, public buildings). The church in Barbados is involved in raising awareness, promoting public education to cope with the hazard, and to provide shelter. Because of the role of the church in acting as a place of shelter, it is relevant to consider this in church construction.*

### Challenges in disaster preparedness

In practice there are important obstacles to effective public preparedness, such as:

- Literacy and education: according to the most recent UNESCO Institute for Statistics data, there is an estimated of 796 million illiterate adults in the world, about 64% of whom are women, mostly the poor who live in risk-prone areas. Any information campaigns have to reach these critical groups.
- Language: when giving instructions for preparedness it should be taken into account that within a significant number of countries there are many dialects spoken by different communities. It must not be assumed that the official language is used by the whole population.
- Access to technology and media: the utilisation of telephone, radio and television is still precarious in some parts of the world; even rarer is access to internet. Of the 5.5 billion people who do not have access to internet, most live mainly in Middle East, Africa, South Asia and Latin America which are disaster prone regions.
- Cultural understanding: risk communicators should be aware of “cultural sensitivity” regarding local meanings of words, gestures, actions, etc.
- Lack of government sponsorship and hostile and restrictive regimes.

### **2.2 Response**

This includes the set of actions aimed at limiting injuries, loss of life, and damage to property and the environment that are taken prior to, during and immediately after a hazard event. The first priority is saving lives which include rescue operations, first aid and evacuation. This is followed by assessing the disaster, treating remaining hazard effects, providing water and food, shelter, fatality management, sanitation, security, social services, resumption of critical structure and donations management.

#### United Nations Office for the Coordination of Humanitarian Affairs

The primary responsibility for coordinating humanitarian assistance rests with national authorities. If international humanitarian assistance is required, the United Nations Resident or Humanitarian Coordinator, who is usually the most senior United Nations official in the country, is responsible for leading and coordinating the efforts of humanitarian organizations (both UN and non-UN).

*The cluster approach* was introduced to ensure that there is predictable leadership and accountability in all main sectors or areas of humanitarian response and to strengthen system-wide preparedness and technical capacity to respond to humanitarian emergencies. To this purpose, global cluster leads were designated in the following sectors: agriculture; early recovery; education and nutrition; emergency shelter; emergency telecommunications and logistics; health, among others.

At the field level, the Humanitarian Coordinator is responsible for designating Cluster Lead Agencies for all key humanitarian response sectors. At the strategic level, inter-cluster coordination takes place within the Humanitarian Country Team, which comprises the Cluster Lead Agencies (at Country Representative/Director level) and selected operational partners involved in the response, and it is within the framework of this strategic decision-making forum that the overall humanitarian response operation is guided and led. At the operational level, inter-cluster coordination generally takes place within the framework of an inter-cluster coordination forum/group (at Cluster Coordinator level).

The Cluster Coordinator for each individual cluster provides leadership and works on behalf of the cluster as a whole, facilitating all cluster activities and developing and maintaining a strategic vision and operational response plan. He/she also ensures coordination with other clusters in relation to inter-cluster activities and cross-cutting issues, and in accordance with the Principles of Partnership. Cluster coordination should support national responsibilities and leadership in the respective sectors.

**Discussion point: How can we facilitate coordination with the international community? What is going to be our relation with international networks?**

#### Broader international response

Natural disasters events can occur at any time in any part of the world, regardless of their wealth. However, it is widely recognised that the vulnerability is not solely related to the geographical location, but also to level of poverty, the capacity of the state and the organisation of the society as a whole. In this sense, the response from the international community is also different when addressing catastrophes in low or higher income countries. It might be said that there is a tendency to strongly intervene in poor countries and to leave the richer countries to deal with their calamities on their own. As a Communion, we want to respond to all communities in need, as it was shown for example with the recent emergency in Japan. This makes us different from those organisations with a pro-poor Mandate.

Response to humanitarian emergencies may come from a range of organisations and actors but fight-based groups tend to be in action before UN agencies or governments, often have people and resources already in a country where there is a sudden natural disaster or outbreak of violence. They can also provide assistance in places where and at times, for political reasons the official organisations cannot and they have flexibility to provide different types of relief.

**Discussion point: Should we respond to emergencies in all the countries?**

As set out above, as soon as possible it is necessary to obtain a disaster assessment of what is happening, where, what is required to address those needs and what resources are available. This information can be grouped in two categories:

*Situation assessment:* area affected, number of people affected, number of injured and killed, types of injuries and illnesses, description of the health and sanitation situations, ongoing or emerging hazards and its effects, damage to structure and critical facilities, damages to residences and commercial structures, vulnerability of the affected population to ongoing disaster or expected hazards, damage to the agricultural and food distribution system, current response effort in progress.

*Needs assessment:* involves gathering data on the services, resources and other assistance that will be required to address the disaster and to save and sustain lives.

Disaster Assessment is an essential element for organisations abroad which are waiting to put forward their resources. As Anglican agencies and programs worldwide try to connect their efforts in addressing emergencies, this constitutes a key element to reach a co-ordinated response.

The following Tables show relevant information about Anglican agencies and the kind of work that they do addressing emergencies. They have some common futures that are relevant to highlight:

- a. For most of them the emergency response is part of a wider repertoire of programs.
- b. Usually when a natural (or other human made) disaster strike each of them launches appeals in their websites.
- c. If they have an established relationship with the local church or an Anglican agency or other like-minded organisation in the zone of the disaster they send directly to them the donations collected; otherwise they send the aid through international networks.

The Table also registers additional information about some international networks.

**Discussion point: at what point should the Alliance trigger a cross-communion intervention?**

### **Problems in managing disaster response**

Although there is often an overwhelming public response to disaster relief, practically there are often difficulties in managing disaster response including:

- Lack of coordination among relief agencies at the administrative level but also in practice during the operations themselves - duplications of efforts
  - Inefficiency: managing donations and achieving results
  - Mistrust of the public to donate as a result of mismanagement of the financial aid
  - Administrative difficulties due to inexperienced personal
  - Poor communication from the top administrator to the field aid workers
  - Inability to apply experiences from previous relief operations
  - The relation with the donor shapes the way in which organisations handle responses “most information produced by international relief organizations about their work is designated to enhance the agencies’ reputation, to satisfy past funding sources and to elicit future support.”
  - Little coverage by the media, for instance the frequent natural events in the Solomon Islands; or uneven coverage, for example the flooding in Australia got more attention than the flooding in Brazil and Colombia. Theses situation make it harder to mobilise the donors.
  - Many actors involved with complex relations among them and each one with a different agenda.
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- **Frequent problems faced by Anglican agencies and churches**
  - Obtaining information and in a timely fashion
  - Delays in the formulation of the disaster assessment or in obtaining reliable information
  - Lack of knowledge of the capacity of a church in the place where the disaster has occurred
  - Getting proposals and budgets from church partners during the early stages of a response, which are necessary for accountability and funds.
  - Deciding whether to work through a local church or church agency where the disaster has occurred, or to go through a third party such as an international network
  - Deciding whether to deploy a member of the staff or to work entirely remotely
  - Churches can be disconnected of major relief providers such as the United Nations, leaving the parishioners without important aid; this was the case of the Diocese of Peshawar in the past flooding in Pakistan.

**Discussion point: When do we should switch away from relief in a particular context?**

Organization	Vision – purpose – related programs	Where	Partnership	Experiences	Response
ANGLICOR Australia	<p>- It is an overseas relief and development agency of the Anglican Church of Australia</p> <p><i>Purposes:</i> a. Create and strengthen partnerships in developing countries to overcome poverty, injustice and disaster; b. Support our partners to respond and adapt to environmental challenges</p>	<p>Developing countries</p> <p>Focuses on: Africa, The Pacific and the Occupied Palestinian Territories</p>	<p>The majority of programs are delivered through Anglican partners in developing countries. Where there is limited in-country Anglican capacity, work through like-minded partners.</p> <p>Member of ACT alliance</p> <p>It receives government grants from Australian Agency for International Development (<u>AusAID</u>)</p>	Pakistan Floods 2010	-Emergency Appeal -Directed donations through the ACT Alliance
				Haiti 2010	-Emergency Appeal -Directed all donations through the ACT Alliance,
				Tsunami Samoa- American Samoa and Tonga 2009	-Emergency appeal
				Burma Cyclone Nargis 2008	ACT ALLIANCE
				Indian Ocean Tsunami 2004	
Anglican Board of Mission ABM Australia	<p>It is a national mission agency of the Anglican Church of Australia.</p> <p><i>Purposes:</i> develop and provide for the spiritual, social and material needs of people, both overseas and within indigenous communities in Australia</p> <p><i>Programs:</i></p> <p>- Disaster Risk Reduction -Global Rapid Response Fund: Rather than waiting for funds to come in after launching an emergency appeal every time a disaster strikes, the program enables the organization to respond to emergencies immediately</p>	<p>Program Disaster Risk Reduction for Solomon Islands and Vanuatu</p> <p>Program Global Rapid Response for developing countries</p>	<p>In the event of an emergency in any country in which ABM maintains a relationship with a church partner, it channels funds through their respective church emergency committees.</p>	Pakistan Floods 2010	-Emergency Appeal -Sent all donations to the Church of Pakistan in the Diocese of Peshawar
				Haiti 2010	-Emergency appeal -Direct donations through website -Partnership with Episcopal Relief & Development (ERD)
				Chile 27 Feb 2010 Earthquake	-Act alliance partnership with local ACT member FASIC (Foundation of Social aid of Christian Churches) and other local partners.
				Indonesia 30 – Sep 2009 Earthquake	ACT alliance
				The Philippines Flooding Oct 2009	Donations collected with ACT for Peace on behalf of ACT International and given to the National Council of Churches in the Philippines
				Samoa Sep – 2010 Tsunami	Collected donations on behalf of Uniting World, which is its partner in Samoa

<b>Episcopal Relief and Development ERD</b> The United States	ERD is an international relief and development agency on behalf of The Episcopal Church of the United States  <i>Programs:</i> - Responding to Disasters and Rebuilding Communities - US Disaster Program: relief ,preparedness, recovery	Worldwide	Partner with the worldwide Church and local agencies	New Orleans – USA August 2005 Hurricane	<ul style="list-style-type: none"> <li>- Sent emergency response funds to Episcopal and ecumenical partners</li> <li>- Implemented short-term and long-term recovery programs</li> <li>- Developed preparedness program for churches and congregations in the USA</li> </ul>
				Haiti 2010  Exception: normally it just provides financial aid but with Haiti there was further involvement	ERD supported the development office of the Episcopal Diocese of Haiti, getting directly involved in rescue operations and the provision of services, such as health care.  They intervened providing support for short term and long term measures (recue-relief and recovery)
<b>The Primate’s world Relief and Development fund PWRDF</b> Canada	PWRDF is the Anglican Church of Canada's agency for sustainable development, relief, refugees, and global justice	Africa, Asia Latin America, South Pacific and Middle East	It receives contribution from the Canadian International Development Agency (CIDA).  PWRDF responds to emergencies through – ACT alliance	Haiti 2010 Earthquake	Send donations through ACT Alliance and to the Episcopal Diocese of Haiti
				Pakistan 2010 Flooding	<ul style="list-style-type: none"> <li>- Partnership with ACT, the Canadian Foodgrains Bank and Manitoba Council for International Cooperation.</li> <li>- PWRDF focused on three areas: emergency food aid, emergency shelter, and support for health care and livelihoods.</li> </ul>
				Sri Lanka 2011 Flooding	<ul style="list-style-type: none"> <li>- It sent an initial emergency grant of \$20,000 for rapid response.</li> <li>- Partnership with ACT Alliance and the ONG Organization for Eelam Refugees Rehabilitation</li> </ul>

**INTERNATIONAL NETWORKS AND INSTITUTIONS**

Organisation	Relevant Information	
<b>United Nations Office for the coordination of humanitarian affairs (OCHA)</b> (Website)	It is the part of the United Nations Secretariat responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. OCHA also ensures there is a framework within which each actor can contribute to the overall response effort.	Three pillars to deliver: a. Partnerships: broadening the coalition for multilateral humanitarian action b. Service provider: strengthening coordination mechanisms, and improving the base for humanitarian decision-making, planning and resource allocation c. Reliability and professionalism: better staff to ensure the right people are on the ground immediately after a new disaster



<b>International Red Cross and Red Crescent Movement,</b>	The International Committee of the Red Cross	ICRC is an independent humanitarian organisation, whose role is defined in the Geneva Conventions (International Humanitarian Law)	ICRC just intervene in situations of armed conflict
	The International Federation of Red Cross and Red Crescent Societies	The IFRC carries out relief operations to assist victims of disasters, and combines this with development work to strengthen the capacities of its member National Societies. The IFRC's work focuses on four core areas: promoting humanitarian values, disaster response, disaster preparedness, and health and community care	
	National Red Cross and Red Crescent Societies	Most countries around the world have a National Red Cross or Red Crescent Society. Each Society has a responsibility to help vulnerable people within its own borders, and to work in conjunction with the Movement to protect and support those in crisis worldwide.	
<b>The Sphere Project</b> www.sphereproject.org	It is an initiative to define and uphold the standards by which the global community responds to disasters, principally through a set of guidelines that are set out in the Humanitarian Charter and Minimum Standards in Disaster Response (the Sphere Handbook). It describes the core principles that govern humanitarian action and the minimum standards and indicators	<p>Sphere is based on two core beliefs: first, that those affected by disaster or conflict have a right to life with dignity and therefore a right to protection and assistance, and second, that all possible steps should be taken to alleviate human suffering arising out of disaster and conflict.</p> <p>Sphere is three things; a handbook, a broad process of collaboration, and an expression of commitment to quality and accountability. First handbook 2004 and 2011 edition is coming after a broad consultation</p>	
<b>ACT Alliance</b>	ACT work together for positive and sustainable change in the lives of people affected by poverty and injustice through coordinated and effective humanitarian, development and advocacy work.	<p>ACT Alliance is composed of more than 100 member organisations working in long-term development and humanitarian assistance. Members are:</p> <ul style="list-style-type: none"> <li>- related to the World Council of Churches and The Lutheran World Federation</li> <li>- work in the area of humanitarian assistance and/or development as their primary mandate (for church-related organisations)</li> </ul>	

## EMERGENCIES CAUSED BY CONFLICT

Humanitarian relief is also crucially needed when the disaster is the consequence of civil wars, internal or internationalised armed conflicts or lawless territories. For example: Afghanistan, Sudan, Democratic Republic of Congo, Afghanistan, Iraq, and Somalia, among others. Increasingly, these scenarios are also affected by environmental disasters as it has occurred in Somalia.

This kind of situation makes the intervention more difficult since all the aspects have to be carefully taken into the account, in order not to endanger the population. Church workers can face serious persecutions for helping people in these emergencies. An example is Zimbabwe, a country affected by political violence, economic crisis, cholera outbreak among others, where the Anglican Church has been subjected to sustained and brutal persecution. There is not police protection for the congregations and the clergy are frequently arrested without charge.

**Discussion point: How should the Alliance respond to disasters caused by conflict and political violence? How long should the intervention last if the conflict continues for a long time?**

### 3. WORKING TOGETHER FOR EMERGENCY RELIEF

In all these disasters, the Anglican Alliance can enhance the work that has been taking place with respect to humanitarian relief. In the case of the Japanese earthquake and tsunami, the Alliance organised a conference call including all the Anglican Agencies involved in appeals for Japan in order to coordinate immediate and future actions and agree on roles. The agencies are managing with the Church in Japan to do a need assessment. The Alliance will disseminate to a wide range of agencies with a practical way to avoid duplication. Building on this experience the following are key points:

- The alliance can provide links to all Anglican appeals in different countries, in this way people can make their donations more effectively.
- When major emergencies strike, the Alliance can co-ordinate the agencies more directly involved and the contributions that they can provide. Achieving in this way a more effective and accurate intervention.
- After agreeing on differentiating the emergencies and the corresponding degree of intervention, it can be established what should be done in each case.
- The Alliance can build relations at the strategic level with the international humanitarian agencies.
- Based on the experience of agencies and churches in preparedness and response, this is an opportunity to formulate a best practice guide for churches and the communities.
- The Alliance can initiate a record keeping of the coordinated effort in humanitarian relief.

**Final note:** The information in this paper was found in the official websites of the named institutions and in the following books: *Introduction to international disaster management*, written by Damon Coppola (2007) and *Natural Disaster Management* edited by Jon Ingleton (1999).