

In Canada Emergency Preparedness and Response Guidelines



**The Primate's World Relief
and Development Fund**

THE ANGLICAN CHURCH OF CANADA

Context

The Primate's World Relief and Development Fund (PWRDF), *Le fonds du Primat pour le secours et le développement mondial*, is the Anglican Church of Canada's agency for sustainable development, relief, refugees, and global justice. With the support of Anglican parishes across Canada, PWRDF makes financial and human resources available to support partners' initiatives and to promote knowledgeable actions of solidarity at home and around the world.

PWRDF strives to be a part of the outreach ministry of every Canadian Anglican parish and an expression for all Anglicans of their baptismal covenant to strive for justice and peace and to respect the dignity of every human being.

PWRDF has its beginnings in emergency response, when a Primate's Fund was established to respond to a mining disaster in Springhill, Nova Scotia, in October, 1958. The Primate's Fund was established to ensure a more efficient and quicker response by Canadian Anglicans to sudden emergencies so that support required for other emergencies would be more readily available.

PWRDF responds to emergencies globally with the human and financial resources entrusted to it. To maximize the use and benefits of these resources, PWRDF works closely with several important coalitions, including the ACT (Action by Churches Together) Alliance, which consists of over 140 churches and faith based organizations working together in over 100 countries. This partnership allows PWRDF to reach out to some of the most devastating humanitarian crises around the World. Funds from PWRDF are pooled with funds from other church agencies from around the world to leverage a larger, more efficient, timely and coordinated response to emergencies, allowing for greater benefits and impact for those affected. PWRDF also works with the Canadian Foodgrains Bank in this same capacity as one of 15 Canadian Christian member organizations.

The scale of human suffering today is greater than at any time since the Second World War. PWRDF's priority is to respond to emergencies in the least developed countries, especially in the affected communities that are the least resourced to cope with the effects of a disaster. Often marginalized people and communities face effects of conflicts, rape, killings and forced displacement and other protection issues, in addition to impacts of droughts, floods etc., which severely impact on their lives and livelihoods. Millions worldwide have been uprooted, either as internally displaced within their countries or as refugees in neighbouring countries.

In general, communities and governments in the developed countries, such as Canada, have more resources and are better equipped to prepare for, cope with and respond to emergencies within their own borders. In recent years, some communities in Canada have been affected by particularly large and consequential disasters. These include the wildfire in Slave Lake in May 2011, the Calgary floods in June 2013 and more recently, the wildfire in Fort McMurray in May 2016. Different government jurisdictions are able to mobilize support quickly to disasters such as these, along with support from non-government sources, such as the Red Cross and PWRDF as well.

The potential for extreme weather emergencies or natural disasters has increased, including in Canada. There is a consensus amongst climatologists that these disasters are no longer isolated episodes. The David Suzuki Foundation estimates that "Rising average temperatures do not simply mean balmy winters. Some regions will experience more extreme heat while others may cool slightly. Flooding,

drought and intense summer heat could result. Violent storms and other extreme weather events could also result from the increased energy stored in our warming atmosphere.” The Canadian Government website climatechange.gc.ca states the following: “Future warming will be accompanied by other changes, including the amount and distribution of rain, snow, and ice and the risk of extreme weather events such as heat waves, heavy rainfalls and related flooding, dry spells and/or droughts, and forest fires.”

Canadian citizens respond with generosity to humanitarian needs. PWRDF has seen such generosity from Anglican parishioners in response to tragedies in Haiti (the Earthquake of 2010), the Philippines (Typhoon Haiyan in 2014), Syria and East Africa (from 2015 to the present day), to name just a few of the international humanitarian tragedies.

In Canada, when there have been disasters – floods, forest fires, storms and hurricanes – and where there has been so much damage and hurt, Anglican parishioners have offered support.¹ The support offered in response to the Fort McMurray wildfires came from dioceses all across Canada. Knowing that there is high and growing likelihood of other disasters in Canada, PWRDF wants to ensure that we can respond quickly, efficiently and in a way that responds to where the needs are most urgent and where our support is additional to what may be available from other support services, from government, insurance agencies or other organizations.

Anglicans, like many Canadian churches and faith groups, want to be part of the response to disasters, an increasing number of which seem to be caused by extreme weather events that deeply affect those in their path.

Congregations have expertise in outreach, information sharing and dissemination, volunteer engagement as well as real-time awareness of their community. Faith communities have people’s trust. They nurture and maintain relationships and build connections. Anglican dioceses and parishes play key roles in their communities, running food banks, opening up space for community gardens, supporting shelters and safety for those hurting and abused. Acts of caring and justice inform a desire also to support effective response and recovery when there is a natural disaster befalling a nearby community and even one that is much further away, as we have seen in the response to the Fort McMurray wildfire. Churches know where and how to reach the most vulnerable, those overlooked by others. Church members may be some of the first responders in the event of an emergency; they may also be among the ‘last responders’ in that they will still be there, on the ground, an important part of the community and mid to longer term recovery following a disaster.

These guidelines acknowledge the trauma experienced by those affected by a sudden-onset disaster. This can include separation from loved ones and having to leave one’s home without gathering precious family items. It can also mean deep uncertainty as to what lies ahead, loss of possessions, physical injury, even death. Psycho-social scars and physical hurt can compound one on the other and is even worse when there are other family and community members so affected.

These guidelines are developed to empower diocesan and community members for both preparedness and effective response. At the same time, the guidelines acknowledge that a sudden-onset crisis, such as an earthquake, localized floods, wildfires or hurricanes can still heavily affect a community, regardless of

¹ The list of examples of emergencies is not meant to be exhaustive. There may be other emergencies, including industrial or transport emergencies where a response is merited

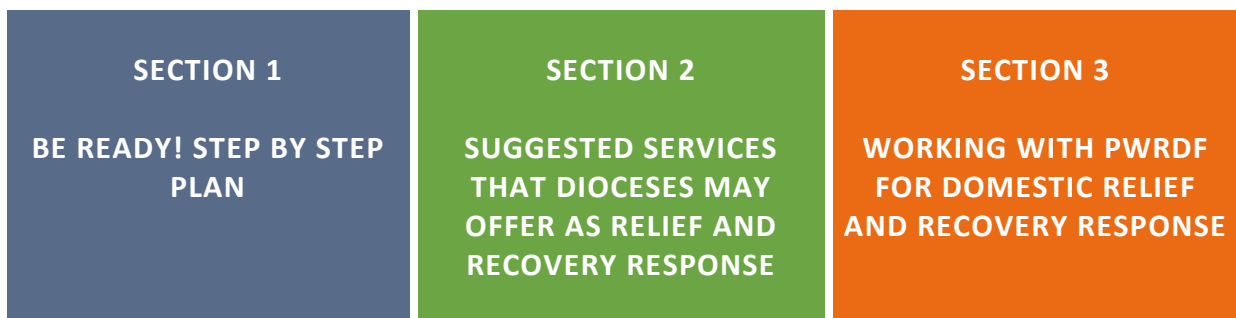
preparedness and readiness for an emergency. The Marks of Mission call us to “respond to human need by loving service and to strive to safeguard the integrity of creation and sustain and renew the life of the earth.” Our hope is that these guidelines will allow for greater preparedness, a better response in the event of an emergency and that the support and respect for all community members at the time and aftermath of an emergency will demonstrate what is important for PWRDF and the Anglican Church -- peace, justice and health for all.

The support that PWRDF can offer in response to disasters in Canada is meant to lessen the pains, the inconveniences, and the financial losses that cannot be met by other agencies. The support would help individuals, families and communities meet critical needs and help them get back on their feet. This is a critical lesson from PWRDF’s work globally, that we believe can also transfer to disaster-response in Canada.

In-Canada Disaster Preparedness and Response Guidelines objectives:

- ✚ To **provide** a framework to help Anglican Dioceses in Canada be prepared to effectively respond to emergencies in their dioceses.
- ✚ To **support** dioceses and parishes to better leverage other national, regional and local resources to enhance their preparedness and response should there be an emergency.
- ✚ To **clarify** how funds raised by PWRDF can be accessed and reported to PWRDF

This guideline is divided into three sections: Section 1 is all about preparedness; Section 2 outlines some of the suggested services that dioceses and parishes might offer as a part of disaster relief and recovery with or without PWRDF involvement; and Section 3 outlines processes involved in a collaborative initiative of a diocese and PWRDF in disaster response.



SECTION 1: BE READY!

Preparedness

The first step to respond effectively to an emergency/disaster is to be prepared. Here are a few suggestions:

- Diocesan Representative or another designated point person will set up and chair a three to four member Emergency/Preparedness Diocesan Committee to:
 - Identify the type of emergency/disaster that has affected your region in the recent past, e.g. floods, wildfires, snowstorms, etc.
 - Research Disaster Preparedness Plan of your region, cities, towns, etc., to the extent possible
 - Liaise with the local Red Cross and other stakeholders (faith based and secular agencies) to get the necessary information on their Emergency/Disaster preparedness plans.
- The Diocesan Committee will identify church members who may have been already trained by agencies such as Red Cross or have prior experience in disaster preparedness and response, locally or internationally. The Committee will seek to identify training and workshop opportunities that may be available within and beyond the diocese.
- Collect City Hall and Red Cross brochures about Disaster Preparedness. Fire stations and other agencies may also have emergency/disaster preparedness plans. Pay them a visit and ask what they have-and circulate them to parishes. For example, in the Greater Toronto Area, Faith and the Common Good (an interfaith agency) has led an initiative to engage local churches and faith based groups and planned with them “Extreme Weather Resilience Hubs”. This was supported by the City of Toronto, the University of Toronto and other like-minded groups. Some local Anglican churches also participated. Please see the link for additional information.
<http://greeningsacredspaces.net/what-we-do/promote-multi-faith-community-engagement/faith-communities-extreme-weather-resilience-hubs/>
- When having a PWRDF event, a parish or Diocesan Outreach meeting or parish or Diocesan Synod, invite someone from the city’s emergency or Public Health department to speak about Emergency/Disaster Preparedness in your region and discuss how your parish/congregation/diocese will fit into such a plan. A Red Cross volunteer can speak about the most frequent emergencies/disaster in the community; how to develop a communication plan for an emergency/disaster situation; how to prepare a home emergency/disaster preparedness kit; etc.
- Prepare a “Who to Call” resource list of phone numbers that people should have in the case of an emergency/disaster situation – advertise and distribute it to parishes.

Identify and work with your allies

Most dioceses do not have a structure in place to respond to emergencies and disasters. This is a very specialized area and PWRDF does not expect that dioceses have this type of expertise. This is why it is so important for dioceses to identify local organizations with this expertise.

In Canada, community organizations and local governments deliver emergency relief services. The services have as a goal to help people address immediate basic needs in times of crisis, reduce suffering and save lives. Emergency relief can act as a safety net for people experiencing distress or hardship and who have limited means or resources to help them alleviate the havoc that the disaster has caused in their lives.

Many communities have faith-based as well as secular organizations that are trained and equipped to respond to emergencies or to work with the most vulnerable such as people affected by homelessness, domestic violence, or newcomers.

The Canadian Red Cross is one of the key organizations that helps vulnerable communities in Canada [affected by emergencies and disasters](#) – from situations ranging from individual house fires, power outages and floods to wildfires and hurricanes, which disrupt entire regions. The Canadian Red Cross has a good track-record in delivering effective emergency/disaster responses to communities. They also work in collaboration with other voluntary sector organizations. Dioceses/parishes might want to be part of these voluntary organizations. All Red Cross assistance is provided free of charge thanks to thousands of volunteers who give their time to train extensively and respond.

SECTION 2: SUGGESTED SERVICES THAT DIOCESES MAY OFFER AS RELIEF AND RECOVERY RESPONSE

In times of crisis, many Anglicans look for comfort from their parish and the people that they know best. Church volunteers may be engaged in distributing relief items such as water, food, hygiene kits, gas, clothing etc., which may come from local donations, government agencies or companies and non-profits. Church buildings may be a place of refuge to protect people from extreme cold, heat waves, and storms or may even act as a temporary shelter. They may be the place for people to gather and provide emergency services such as washrooms, cell phone charging facilities, etc. Priests and lay leaders may play important roles of connecting people with one another, lead prayers, and offer much needed emotional support, courage and hope. Here are a few other activities that may be organized by the diocese with local parishes:

- Create a list of professionals with expertise to provide counseling for post-emergency/disaster victims
- Invite these professionals to speak in parishes and gatherings organized by parishes
- Organize post-traumatic workshops/sessions for families and communities
- Co-fund summer camps for children from communities affected by the emergency/disaster with other faith-based organizations
- Co-organize and co-fund community gatherings that bring the community together
- Identify and support activities that target community recovery

These are suggestions only. Every diocese and parish will have a better sense of what is happening in their community, what gaps exist, and how they contribute to the specific relief and recovery efforts.

SECTION 3: WORKING WITH PWRDF FOR DOMESTIC RELIEF AND RECOVERY RESPONSE

In times of significant and consequential natural disasters in Canada, individuals and parishes want to reach out in support and solidarity. This can include prayer, actual letters and communication to show concern, in kind provision of resources and financial donations.

PWRDF keeps current of natural disasters that may strike and what impacts they may have and then actually inflict on communities and their environments.

PWRDF wants to ensure a mechanism is in place by which financial donations provided by constituency members and any and all who wish to donate to PWRDF is efficient and responsive to urgent needs in the community

Through PWRDF, Canadian Anglicans have responded to natural disasters in Canada with financial donations to respond to urgent needs of affected communities. PWRDF is not an operational agency, meaning that internationally it does not have offices or staff in the field but works with partners that are 'on the ground' and that have the expertise to plan and deliver appropriate emergency responses tailored to each community. In Canada, our partners would in most cases be the Diocesan office or a committee mandated by the Diocesan office. It may be another agency suggested by PWRDF and/or the Diocese. In all cases and situations, PWRDF values the Diocesan offices of the Anglican Church of Canada as important partners and that the Diocese is well equipped to identify and work with local agencies or groups to deliver the relief that communities need in times of emergency crisis.

PWRDF would want to enter into a gift agreement with the Diocese for funds raised and provided and for which PWRDF would issue charitable tax receipts.

Designated donations from individuals and parishes that PWRDF receives need to be used to respond to the specific emergency/disaster. PWRDF recognizes that Dioceses are qualified donees in their own right and will work with Dioceses in the event of an emergency response to ensure simplicity and efficiency in disbursing funds and that funds are used to respond to the effects of a given emergency. A Gift Agreement between PWRDF and a Diocese or with another qualified donee would need to note parameters within which the emergency response would be provided while at the same time respecting specific initiatives, activities and expenses that the Diocese feels to be appropriate – and based also on these Guidelines. PWRDF would expect reporting from the Diocese so as to be able to communicate how funds were used and with what benefits.

Communication between PWRDF and the Dioceses

- The PWRDF Diocesan Representative may be the one designated to coordinate communications with the PWRDF Humanitarian Response Coordinator
- Alternatively, another person could be requested by the Bishop to serve as a point person to coordinate the communication between PWRDF and the Diocese, with the understanding that s/he will have reviewed these Guidelines.

Roles and Responsibilities of the Diocese

- Have a designated person (Diocesan Representative, Bishop or someone appointed by the Bishop) to connect with PWRDF staff - Humanitarian Response Coordinator - to coordinate the emergency/disaster response
- Provide information as needed re funding needs, numbers affected, proposed activities and costs
- Identify other organizations that are working in the community and liaise with them. This includes local services, agencies and faith-based organizations also able to deliver disaster relief to communities. It could also include other institutions to which funds could be directed.
- Communicate about the program with clergy and other individuals and groups in the diocese who need to be kept informed, including government officials and departments

Roles and Responsibilities of PWRDF

- PWRDF staff will liaise regularly with the point person in charge of the emergency response in the diocese.
- PWRDF may decide to issue an appeal for donations, using words and photos in consultation with the Diocese
- PWRDF will inform the diocese (Diocesan Representative, point person or Bishop) when donations are being sent to PWRDF to respond to an emergency/disaster. PWRDF staff will update the Diocese on a regular basis about the amount of funds received.
- PWRDF will keep a current list of all diocesan disaster response point people
- PWRDF will disburse the funds to the diocese upon signing of the Gift Agreement and with an understanding as to how funds will be utilized.
- PWRDF will provide a project reporting template and provide whatever additional support needed.

Criteria for Use of Funds and Reporting Requirements

- Funds for the Emergency Response need to be used for activities and expenses that (a) respond to needs that have arisen because of the emergency and (b) are broadly supportive of the community as a whole. These are the two criteria by which activities can be identified and implemented by Dioceses and would be noted in the Gift Agreement.
- The diocese is responsible to keep record of expenses for implementing, monitoring and evaluating the disaster response plan. PWRDF will provide the needed support to do so, to the extent possible and in consultation with the Diocese
- Once the funds for the emergency response have been fully used, the diocese will provide PWRDF with a summary financial and narrative report within 3 months from the date of the completion of the project.

Expenditures and activities that may be included in a relief or recovery response budget)

- Diocesan/Parish staff and / or volunteer honorariums related to relief and recovery response,
- Transportation, vehicle rental, logistics etc. pertaining to the project/response
- Suggested activities listed under section 2, above
- Gift cards for use by displaced individuals / families for the purpose of purchasing food, water, emergency supplies, needed materials because of the emergency, or having to flee due to a particular emergency
- Emergency accommodation
- Building materials
- Goods or services directly provided by the diocese/parishes, or jointly with other agencies or outsourced to local specialized agencies.
- Counseling and post trauma supports
- Locally identified long term recovery activities that may help rebuild community assets and increase community resilience

Points for consideration

Efforts will be made to ensure duplication is avoided, effectiveness is increased, and all of us work together to be the best stewards of the resources entrusted to us.

The Diocesan Rep or the project contact person may be involved in local situational assessments, identifying gaps, especially as they relate to the most vulnerable segment of the affected communities. S/he will share updates with PWRDF Humanitarian Response Coordinator, and ensure reporting on a mutually-agreeable schedule. Updates may be shared with the donors through PWRDF website as well as social media – of PWRDF and the affected Diocese.

PWRDF cannot respond to all domestic emergencies. A decision as to whether to respond will depend on many factors: the severity and impact of the emergency, the presence of other agencies responding including the government and the extent to which additional support is needed, the time and abilities of the Diocese itself to engage as well as PWRDF's available resources.

Fund disbursement would be to the Diocesan office and bank account in the context of a Gift Agreement. The PWRDF Humanitarian Coordinator, in consultation with PWRDF Management, can authorize approval of an immediate disbursement to the Diocese.

Brief process outline of PWRDF working with a Diocese responding to an emergency (details would be developed and specific to the particular emergency)

