



*Church Agencies Network
Disaster Operations*

Churches Collaborating to
Enhance Community Resilience
to Disaster and Conflict

ROAD MAP TO RESILIENT COMMUNITIES

CHURCH AGENCIES NETWORK – DISASTER OPERATIONS

27 MAY 2016





ROAD MAP TO RESILIENT COMMUNITIES





WHO ARE WE?

The Church Agencies Network – Disaster Operations (CAN DO) agencies are:

- Members of the Church Agencies Network (CAN)
- Members of the Australian Council for International Development (ACFID).

As 8 of the 11 members of CAN, we share a strategic vision and have a history of collaboration, sharing skills and resources, and of working towards long-term development objectives and capacity building with our partner agencies. Not all members of CAN currently participate in CAN DO¹.

As Church agencies we share a common set of values and principles. Our values come from Christian teaching, from the Bible and the traditions of our Churches.

We collectively share a deep commitment to providing humanitarian response to disasters, and longer-term preparedness and risk reduction. We work with indigenous, grass-roots organisations to overcome poverty and injustice through empowering and building capacity of local people.

We are all motivated in our work to follow the example of Jesus Christ, embodying the values of justice, wholeness of life, particular care and concern for the most vulnerable and the inherent worth and dignity of all people.

As ACFID Code signatories we commit to and are bound by the principles of conduct prescribed in that Code.

As denominational or ecumenical agencies, we are accountable to and draw a large part of our support from Australian Church members of our particular denominations.

With this identity in mind, we commit to the following principles to guide how we interact and operate together:

- Ensure that the Church partners and communities we serve, who are at the coal-face of disaster and conflict risk, are central in our thinking, empowered and resilient.
- Support one another in our roles as Church agencies, sharing best practice and strategies related to organisational management, international programs and policy and professional development
- Collaborate on areas of mutual interest, including (but not limited to) capacity building, program development and implementation, and advocacy
- Inform and contribute to the CAN and the broader humanitarian and development community and the Australian community, particularly through capturing and articulating the value-add of Australian church agencies
- Value both the unity that CAN offers us as Christian institutions as well as the diversity that the network represents, given the unique strengths and partnerships each agency brings
- Learn and continuously improve, to enhance the effectiveness of our programs and partnerships
- Relate to one another with trust, respect and transparency at all times.

We are:

- Act for Peace
- The Adventist Development and Relief Agency Australia
- Anglican Board of Mission (ABM)
- Anglican Overseas Aid
- Australian Lutheran World Service (ALWS)
- Baptist World Aid Australia / Transform Aid International (TAI)

¹ In May 2016, 8 of the 11 members of CAN participate in CAHA which is the same as the CAN Disaster Collaboration Sub-group.



- Caritas Australia (Caritas)
- UnitingWorld (UW)

OUR STRENGTHS IN HUMANITARIAN WORK INCLUDING STRENGTHENING RESILIENCE

As individual agencies, we play an important role in empowering at risk communities to build resilience through preparation for and response to disaster (encompassing rapid and slow-onset natural disasters, conflict and displacement²). Whilst our focus is primarily the Pacific region we may engage in collaborative endeavours globally. Working together, we can increase our impact and the effectiveness of humanitarian and disaster risk management efforts overall.

By collaborating, we provide a network of long established local Church and community partnerships with:

- **Reach** – the combined networks of our Church partners are extensive, providing access to many vulnerable and remote communities, visibility on the ground, and representation of the local community voice both local and national level decision making fora
- **Depth** – our Churches are influential messengers, especially in the Pacific, providing leadership, a network, and faith-based approaches for raising awareness and organising communities to prepare and respond to disasters
- **Social capital for resilience** – we have extensive social structures that provide resilience for people in the face of disaster which can be strengthened for preparedness and response at community and societal scales
- **Integrated approaches** – recognising that aid and development is complex at all levels, we are committed to multidimensional approaches in the way we work, looking beyond the bounds of stand-alone ‘sectors.’ In relation to disaster, we are mindful of the ongoing need for consideration of protection, inclusion, peace-building, climate change adaptation, organisational capacity building and accountability in our work
- **Long-established relationships** – in humanitarian and development programs; an established role in very isolated communities; and good will from local governments. A part of the fabric of local societies, Churches are there before, during and after disasters, represent the community voice in all levels of community decision making and fulfil a key role in influencing duty bearers and decision makers
- **Focus on effectively addressing need** – churches are uniquely placed to provide rapid, needs-based leadership and assistance - they speak the language and have an in-depth understanding of the histories and cultures of their communities
- **Assets** – we have extensive built infrastructure, which could be retro-fitted and prepped for disaster preparedness and response
- **Surge capacity** – employing existing personnel, assets and transport networks to reach vulnerable and isolated communities and regions
- **Low transaction costs** – the collaboration will have a lead agency coordinating the work of members and their partners, with one contact point for funding agencies
- **Capacity building value-add** – we have a range of strengths and skills that can be shared across the Consortium to assist partners in building their capacity
- **Coordinated programs** – for faster, more efficient response, stronger outcomes, and improved learning to strengthen effectiveness through management and outcomes level monitoring, evaluation and reporting
- **Synergies with other programs** – we are delivering humanitarian and development outcomes across a range of programs, which offer synergies through collaboration
- **Solidarity** – many Australians are part of our Church constituencies. We work with these constituencies to inspire and empower people, providing avenues for them to engage in and respond to overcoming poverty, injustice, and humanitarian crises.

² A comprehensive glossary is included at the end of this document to confirm use of particular terms.

WE ASPIRE TO WORLD HUMANITARIAN GOOD PRACTICE

Our agencies comply with world good practice standards and principles for humanitarian work leading up to, during and post disaster, including [Sphere standards](#), [Core Humanitarian Standards](#), [Red Cross Code of Conduct](#) and the goal and targets of the [Sendai Framework \(2015\)](#) to:

'Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience'



...in order to achieve:

'The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries'

We agree as an Consortium to aspire to good practice standards:

- Engaging with communities, civil society, national and local government in planning
- Building social capital and internal resilience
- Coordinating, sharing knowledge, skills and tools
- Managing risks
- Implementing quality, accountability and protection standards
- Adapting our learning from monitoring, evaluation and reporting
- Ensuring the inclusion of all vulnerable members of society
- Remaining needs based in our response

WHY A ROADMAP?

This Roadmap was developed to:

- Provide a strategic framework for Church agency collaboration in the humanitarian and disaster risk management realm
- Create an internal understanding of our intention in working together and to outline how our current processes work
- Improve communication by establishing a common vision and vocabulary
- Identify opportunities for improvement and recommended future systems and processes
- Map out an overall implementation approach with a series of achievable actions, initiatives and project wins
- Confirm jointly agreed standards and commitment to quality
- Describe the benefits and identify the measures of success
- Achieve a measurable return on our investment



ROADMAP ELEMENTS

This Roadmap sets out:

- **Vision and mission statement** – how to achieve a clear end vision
- **Goals and Outcomes** – desired state
- **How we will organise** – Memorandum of Understanding
- **Theory of change** – how we will change
- **Strategies and timelines** – what we will do to get from current to desired state
- **What will success look like** – performance monitoring framework
- **Risk framework** – what can go wrong
- **Communication plan** – how we engage and get the message out

VISION³

As Church agencies committed to humanitarian imperatives and disaster risk management, we share a common vision:

'Churches collaborating to enhance community resilience to disaster and conflict'

MISSION STATEMENT

To achieve this vision CAN DO agencies will invest in the Consortium and support our Church partners to:

- Empower local communities as leaders in their context
- Respond quickly and efficiently to humanitarian crisis
- Strengthen preparedness and resilience
- Develop disaster risk management strategies to plan ahead for the future
- Demonstrate commitment to our Faith based values, ensuring a common understanding and operating framework
- Explore their theology and missiology of how to understand climate change, natural disaster, human conflict and peace
- Integrate accepted quality, accountability, protection and inclusion approaches

GOALS

Our overarching goals are twofold, encompassing both the community and consortium levels:

1. Resilient Pacific Island communities will engage in their own humanitarian and sustainable development processes with strong collaboration from CAN DO, local Church partners, governments and Pacific humanitarian communities.
2. CAN DO will coordinate and collaborate across the full spectrum of disaster management in the Pacific, including preparation and planning for response, consistent messaging and building resilient communities.

³ This Roadmap focuses on the Pacific as CAHA agencies have identified their value add in servicing communities in this region. CAHA does recognise that members can and do work in a similar collaborative manner in other regions.



OUTCOMES

In five years our local partner agencies are increasingly coordinated and competent across the spectrum of effective humanitarian response, early recovery, risk reduction and resilient building. As a result, lives are saved and communities are more resilient to disasters and conflict, and safer when these events striking.

In striving to achieve our vision and mission, we will put in place strategies and mechanisms to meet the following outcomes:

- 1) Vulnerable communities are more resilient to disaster
 - a) Communities are leaders in disaster risk management
 - b) Communities are first responders in the face of disaster
 - c) Communities engage peacebuilding initiatives to reduce the likelihood of disaster, and as part of disaster preparedness and response
 - d) Communities work within a protection and inclusion framework
- 2) Our CAN DO is routinely coordinating the humanitarian and disaster risk management and reduction work of member agencies and local partners, and reporting on outcomes.
 - a) CAN DO members commit to engagement in a joint strategy and activity plan, whilst retaining autonomy to conduct their own humanitarian and development activities individually or through other bilateral, network, and consortia arrangements
 - b) CAN DO members will appoint a working group to monitor and report on our progress on the plan
 - c) Where appropriate CAN DO members agree to share learning, experience and skills gathered from programs, initiatives or other activities they are involved in outside of the Consortium collaboration to strengthen CAN DO's work
- 3) In times of disaster, we automatically collaborate and share intelligence:
 - a) Conducting joint needs assessments, monitoring and reporting where appropriate
 - b) Coordinating approaches to emergency response and surge support
 - c) Members consider the most efficient means of resource sharing
- 4) CAN DO is leveraging more resources for preparedness and humanitarian work:
 - a) We are sharing information and coordinating with wider humanitarian actors
 - b) We are accessing new resources and leveraging more strategically our own agency and network resources for the Consortium
 - c) We are using common language and methodologies
 - d) There is joint advocacy from and to local communities, within the Australian public, and with duty bearers and decision makers
- 5) CAN DO is linking into the global, regional and national networks with which individual agencies are engaged
 - a) The voice, strengths and needs of local communities will be central in our efforts to influence duty bearers and decision makers
 - b) Relevant global, regional and national frameworks and guidelines will be referenced in our work
 - c) Consortium members may consult in preparation for presentations taken by specific members to global, regional and national decision making platforms to strengthen representation and capacity to influence
 - d) Learning gathered from global, regional and national networks will be shared with members and partner to enhance our work



HOW WE WILL ORGANISE

CAN DO will operate under the framework of the Australian CAN strategy and emerging structure, but with additional arrangements for collaboration and coordination on humanitarian and disaster risk management work:

Management

A management unit will be established, with responsibilities to include program quality oversight, consortium coordination, protocol and systems development, technical expertise, knowledge management and learning. The terms of reference for this unit will be jointly developed by partners. One task of the management unit will be to oversee and co-ordinate the establishment of the Specific Projects, for capacity building and response, which will have specific project managers or lead agencies.

Lead Agency

The management unit will be hosted by the Consortium lead agency, which has overarching responsibility for donor liaison; financial, contract and risk management; reporting and compliance; program oversight and quality assurance. The lead agency will convene members and manage relationships across the consortium and with external stakeholders. Members agree that Caritas Australia will serve as the lead agency for the consortium, at least for the first year of the collaboration.

Steering Committee

The Steering Committee will be responsible for governance of the consortium, including endorsing structures and overseeing the development of consortium policies and protocols. The committee, once formed, will develop and oversee a consortium feedback mechanism, for continuous improvement as well as dispute resolution. The Committee will facilitate consortium wide reflection and learning, and lead on advocacy with key stakeholders.

Coordinating Committee

A coordinating committee, comprised of humanitarian representatives from the members, will support the management unit in coordinating activities and in monitoring the projects and activity plans.

- A program design and activity plan, agreed by all member agencies, will map out activities to achieve our stated outcomes. Management Unit and CAN DO member staff will be allocated to specific outcomes and activities. Our performance monitoring framework will respond to this plan
- Costs and other resourcing requirements will be shared by member agencies
- The Committees will have a role in identifying opportunities for collaboration
- Members will have the option of opting in/out depending on the specific opportunity to work together
- The voices, strengths and needs of local partners will at all times influence the planning, structure and delivery of our work

Opportunities for collaboration may include joint workshops, sharing lessons and methods with a view to formulating best practice methodologies for members and partners, advocacy, and joint bidding for formal tenders.

In preparing for and responding to disasters, Consortium members will share intelligence and, as far as possible, coordinate efforts to maximize their speed and impact on the ground, and to avoid duplication of effort.

Members will support the development and sharing of Christian faith-based methods for building the resilience of communities to disasters and conflict; a unique domain of the agencies.

If CAN DO members agree to respond to a tender, agencies that opt in to jointly bid for a formal tender will form a 'consortium' for that tender.

- Member agencies will be transparent about their intentions to tender as part of and separately from CAN DO.
- The nature of the consortium may vary depending on the particular tender - as a minimum these will include:
 - The consortium will comprise a lead agency appointed by member agencies; and a Management Unit to support the bidding process – all member agencies opting in will contribute to the costs of tendering



- Agencies will agree on and set out how the consortium will add value to the program and will ensure that the tender includes resourcing for central functions including: program level coordination, financial management and reporting; outcomes level monitoring, evaluation, reporting, communications, advocacy, liaison and consultation with donors and other stakeholders
- Mechanisms will be prepared to clarify how the consortium will share skills, knowledge and resources and provide training to build the capacities of member agencies and their local partners – the tender will include resource allocations for these functions and activities

Members will collaborate to formulate joint advocacy messages/media, and to build local partner agency capacities in advocacy, to bring the voice of vulnerable communities to governments and funding agencies; and to advocate for CAN DO approaches to resilience and emergency response.

Annual forums will be held for local partners to meet, share experiences, look for opportunities for local collaboration and address local coordination and implementation issues.



GLOSSARY OF TERMS

This Roadmap uses terminology in accordance with the 3 March 2016 draft working text on terminology of the Sendai Indicator Working Group on Indicators and Terminology⁴ unless otherwise indicated in footnotes. These definitions will be amended in further consultation with CAN DO, as necessary, to reflect the definitions in the final text which is due to be adopted in early 2017.

Build Back Better

The guiding principle to utilise the reconstruction process to improve living and environmental conditions including through integrating disaster risk reduction into development measures, making nations and communities more resilient to disasters.

Climate Change

Climate Change refers to a change in the state of the climate that can be identified (e.g., by using statistical tests) by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external factors such as modulations of the solar cycles, volcanic eruptions, and persistent anthropogenic changes in the composition of the atmosphere or in land use.

Disaster

A serious disruption of the functioning of a community or a society due to hazardous events interacting with conditions of vulnerability and exposure, leading to widespread human, material, economic and environmental losses and impacts.

Disaster Management (DM)

The organisation, planning and application of measures preparing for, responding to, and assisting initial recovery from disasters. Note: Disaster risk management (see below) may not completely avert or eliminate the threats. Disaster management focuses on creating and implementing preparedness and other plans to decrease the impact of hazards and build back better. Failure to create or apply a plan could lead to damage to life, assets and lost revenue.

Disaster Risk

Disaster Risk is considered to be a function of hazard, exposure and vulnerability. It is normally expressed as a probability of loss of life, injury or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time.

Disaster Risk Management (DRM)

Disaster risk management is the application of disaster risk reduction policies, processes and actions to prevent new risk, reduce existing disaster risk and manage residual risk contributing to the strengthening of resilience. Note: Disaster risk management includes actions designed to avoid the creation of new risks, actions designed to address pre-existing risks, and actions taken to address residual risk and reducing impacts on communities and societies.

Disaster Risk Reduction (DRR)

Disaster risk reduction is the policy objective aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contributes to strengthening resilience.

Emergencies

There are three generally accepted types of emergencies:

- A **Rapid onset emergency** (e.g. earthquake, refugee influx) is a sudden and usually unforeseen event that calls for immediate action to minimise its negative consequences.

⁴ http://www.preventionweb.net/files/47136_workingtextonterminology.pdf, 3 March 2016. Accessed 8 March 2016.



- A **Slow Onset Emergency** (e.g. drought) does not emerge from a single, distinct event, but develops gradually over time, often based on different events occurring at one time.
- A **Complex Emergency** refers to a multifaceted humanitarian crisis in a country, region or society where there is a total or considerable breakdown of authority resulting from internal or external conflict and which requires a multi-sectoral, international response that goes beyond the mandate or capacity of any single agency and/or the ongoing UN country programme. Such emergencies have, in particular, a devastating effect on children and women, and call for a complex range of responses⁵.

Emergency Management

Emergency Management is the organisation and management of resources and responsibilities for addressing all aspects of emergencies, in particular preparedness, response and initial recovery steps.

Humanitarian Assistance

Humanitarian Assistance is aid that seeks to save lives and alleviate suffering of a crisis affected population. Humanitarian assistance must be provided in accordance with the basic humanitarian principles of humanity, impartiality and neutrality, as stated in General Assembly Resolution 46/182⁶. “Humanitarian assistance” refers to assistance provided by organisations for humanitarian purposes (i.e., non-political, non-commercial, and non-military purposes) during an emergency, to address the physical, material and legal needs of persons of concern. This includes provision of supplies, such as food items, medical supplies, clothing, shelter, latrines, seeds and tools, and infrastructure (schools, roads), as well as the provision of services, such as health, education, nutrition, psychosocial support and protection⁷.

Humanitarian Action

Humanitarian Action includes assistance, protection and advocacy actions undertaken on an impartial basis in response to human needs resulting from complex political emergencies and natural hazards⁸.

Humanitarian Engagement

The involvement of humanitarian agencies and organizations within a Complex Emergency to deliver protection, assistance and relief⁹.

Humanitarian Principles

Humanitarian assistance must be provided in accordance with four core values of humanity, impartiality, neutrality and independence:

- **Humanity:** Human life must be protected and human suffering must be addressed wherever it is found and particular attention should be given to the most vulnerable in a population. The dignity of all victims must be respected.
- **Impartiality:** Humanitarian assistance must be provided only on the basis of needs, and priority must be given to the most urgent cases of distress. Humanitarian assistance must be provided without discrimination on the basis of ethnic origin, gender, nationality, political opinions, race or religion.
- **Neutrality:** Humanitarian assistance must be provided without taking sides in hostilities or giving material or political support to parties to an armed conflict or other dispute.
- **Independence:** Organisations must act only under the authority of the organisation’s governing body and in line with the organisation’s purpose. They must provide humanitarian assistance without following government, political, military or

⁵ OCHA

⁶ OCHA

⁷ NGO Humanitarian Reform Project 2013, endorsed by ICVA

⁸ ALNAP

⁹ OCHA



economic policies or actions. The only purpose of humanitarian aid must be to prevent and address human suffering in a crisis¹⁰.

Natural Hazard

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.

Preparedness

Preparedness involves activities designed to minimise loss of life and damage, to organise the temporary removal of people and property from a threatened location and to facilitate timely and effective rescue, relief and rehabilitation. See also prevention¹¹.

Prevention

Prevention encompasses activities designed to provide permanent protection from disasters. It includes engineering and other physical protective measures, as well as legislative measures controlling land use and urban planning. See also preparedness¹².

Protection

A concept that encompasses all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and spirit of human rights, refugee and international humanitarian law¹³.

- Protection involves creating an environment conducive to respect for human beings, preventing and/or alleviating the immediate effects of a specific pattern of abuse, and restoring dignified conditions of life through reparation, restitution and rehabilitation.
- Protection risk reduction refers to activities that aim to reduce the risk of violence, coercion and deliberate deprivation by reducing threats and vulnerabilities and increasing capacity.

Relief

Assistance and/or intervention during an emergency to meet the life preserving and basic subsistence needs of a community¹⁴.

Recovery

Recovery encompasses decisions and actions aimed at restoring or improving the livelihoods, health, economic, physical, social, cultural and environmental assets, systems and activities, of a disaster-affected community or society, aligning with the principles of sustainable development, including build back better to avoid or reduce future disaster risk (Sendai). Recovery is a focus on how best to restore the capacity of the government and communities to rebuild and recover from crisis and to prevent relapses into conflict. In so doing, recovery seeks not only to catalyse sustainable development activities but also to build upon earlier humanitarian programmes to ensure that their inputs become assets for development¹⁵.

Resilience

Resilience refers to the ability of a system, community or society exposed to hazards to resist, absorb, accommodate 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.

Sendai Framework Sendai Framework for Disaster Risk Reduction (2015-2030).

¹⁰ NGO Humanitarian Reform Project 2013, endorsed by ICVA

¹¹ UNHCR

¹² UNHCR

¹³ Definition agreed to by NGOs and ICRC in 1999, since endorsed by IASC and used by the Australian Church Agency Working Group in 2009

¹⁴ NGO Humanitarian Reform Project 2013, endorsed by ICVA

¹⁵ UNHCR