



**Développement et Paix**  
**Development and Peace**

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**POLICY FRAMEWORK FOR EMERGENCY RELIEF**

**March 2007**

*Executive Summary*

This policy framework updates the previous Emergency Relief Policy adopted by National Council in 2001, by gathering some of the results achieved in the five years since the program was formalized to measure lessons learned from our experience, and to identify challenges and opportunities which lie ahead. The document is constructed in three sections: (1) the contextual framework; (2) the conceptual framework; (3) and the operational framework.

Section I outlines issues which frame the context in which emergencies take place, such as the growing vulnerability of so many communities to disasters, the growing complexity of emergency situations, as well as identifying key policy issues facing our organization in responding to emergencies.

Section II provides definitions of emergencies, and explains the humanitarian imperative and the rules of engagement for working in emergency relief. Development and Peace's programming principles for work in emergencies are outlined, along with an explanation of their relationship to our work in sustainable community development.

Section III outlines operational parameters for our emergency programs; sources of funding, administrative fees, partners, types of activities, criteria for responding to emergencies, coordination mechanisms, as well as other possible initiatives associated with emergency programs. In complement to this Policy Framework, a procedural document "*Emergency relief procedures and mechanisms*" is being developed for internal management purposes, outlining the clear responsibilities of each department in managing the emergency relief program, especially regarding special fundraising activities or public appeals.

Throughout the document, new perspectives and approaches are integrated into the Policy since this framework is not simply a report of what has been done but serves to project us into the future, to see what is being developed and what can still be done to strengthen our capacity and visibility on the whole.

## Table of contents

1.	Contextual framework of our emergency work .....	1
1.1	Context within Development and Peace .....	1
1.2	Broader context of humanitarian action.....	2
2.	Conceptual framework: definitions and principles for action in emergencies.....	3
2.1	Definitions and concepts .....	3
2.2	Guiding principles.....	5
2.3	Development and Peace’s programming principles.....	6
3.	Operational framework .....	8
3.1	Sources of funding .....	8
3.2	Administrative fees .....	9
3.3	Partners.....	9
3.4	Types of appeals, responses .....	10
3.5	Criteria for responding .....	11
3.6	Coordination mechanisms .....	11
3.7	Other initiatives of public outreach.....	11
3.8	Evaluation and institutional learning .....	12
4.	Conclusion.....	12
	Endnote: Harmonizing institutional policies.....	14
	Useful websites .....	14

## 1. Contextual framework of our emergency work

### 1.1 Context within Development and Peace

Development and Peace was born in 1967 out of a number of local initiatives by the Catholic Church across Canada in support of the newly decolonized countries (part of what was then called the Third World), and out of the willingness of the Canadian Bishops, who had met their counterparts from those same countries at the Vatican II Council, to establish a national Catholic organization “for relief of hunger and aid to developing nations”<sup>1</sup>.

In their meeting held on August 12<sup>th</sup> 1966, the Bishops stated that this organization’s mission including the following aims: “education of Canadians regarding their responsibilities to the less wealthy; emergency relief; aid to development programs”<sup>2</sup>.

Development and Peace has been involved in emergencies since its founding, as it has always been a core element of the Organization’s mission. In 1984, the Organization responded massively to the Ethiopia famine, but a structured approach of emergency response only took form as of 1996. The occurrence and impact of major crises such as the Rwanda genocide of 1994 and Hurricane Mitch in 1998 convinced staff and membership that emergencies were becoming an integral and undeniable reality in our work, and that a coherent framework was needed to formalize our approach to emergencies.

At the same time, growing interest and confidence from the Canadian public in Development and Peace’s capacity to respond to disasters and crises gave impetus to this burgeoning program.

The historical evolution of our involvement and commitment to emergency relief is marked by some key events:

- 1996: Several bishops from across Canada ask Development and Peace to take on a stronger role in emergency situations and renew their support of this type of activity;
- 1998: Hurricane Mitch hits Central America. Many of Development and Peace’s partners in the region become directly involved in the relief and reconstruction work. It marks the beginning of a new level of emergency related fundraising for D&P and confirms the public’s confidence in our ability to respond to disasters;
- 1999: Membership in Caritas Internationalis is formalized and we become Caritas Canada, the official Canadian representative of the network;
- 2001: The first Emergency Relief Policy is adopted by National Council, the Caritas Canada Fund is created, and a full-time staff position is confirmed within the organizational structure.

In the six years since the Policy was adopted, our work in emergencies has become an important element in the overall program, been integrated into the institutional plan for 2006-2011, and is now under the responsibility of a formal programming team.

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<sup>1</sup> “Information Service of the CCC”, Vol. XI – No 126, p.1. Discussions held on August 12<sup>th</sup> 1966 in Ottawa.

<sup>2</sup> See note 1. The decision to found the Organization with these three aims was made official at a later meeting of the Bishops’ Conference on October 13<sup>th</sup> 1966.

The expertise of the Organization in this field has grown exponentially as demonstrated by the number of quality medium-term reconstruction programs managed in the past five years<sup>3</sup>. The program has outgrown the orientations of the original Policy, which needs to be updated, and the place of Emergency programs reaffirmed within the Organization. This Policy Framework represents the result of a reflection process and offers a reference for current and future action in Emergency Relief.

## **1.2 Broader context of humanitarian action**

### ***Humanitarian issues and challenges for the future***

The current world context demands a more articulated and comprehensive approach to emergencies that takes into consideration the issues that underlie the onset of disasters. Any given humanitarian situation can be provoked by a wide set of factors: poverty, war, lack of access to basic necessities, mismanagement of natural resources, discrimination, injustice and oppression. Any combination of these factors can provoke and lead to widespread displacement, disease and natural calamity. As an organization involved in humanitarian action, Development and Peace must analyse and understand the nature of emergencies, the factors that influence them, the current policy environment, and how these factors will impact on our work.

Several facts frame the background in which emergencies currently emerge: On the one hand, we are seeing a growing vulnerability to disasters and the changing nature of poverty, and on the other hand we know that it is within emergency situations themselves that people are most vulnerable.

Growing vulnerability to disasters - Unjust and inadequate development policies around the world are contributing to the growing vulnerability of some communities. Emergencies are not the sole result of accident or unfortunate geography. An example is the instance of prolonged or recurring crises: conflicts which seem to go on without resolution, as well as the emergence of countries where natural disaster seems to take on a semi-permanent or chronic form.

Climate change and environmental degradation also have an impact on the growing number of so-called “natural” disasters. The excessive exploitation of natural resources and the injustice created by unequal access to such basic supplies as water, land, and wood has triggered or aggravated poverty and conflicts around the world.

Economic crises carry great social consequences, contributing to the growing numbers of poor as well as the widening gap between wealthy and poor. Increasing numbers of people are dependant on unsteady and often dangerous forms of income. How do we tackle the issue of countries previously thought of as strong or highly industrialised being hit by economic crashes that destabilise their entire social systems and infrastructure? In the past, Development and Peace has not considered these cases as emergency situations in which we could intervene but the changing definition and geographical map of poverty are part of the broader context in which we work and we will need to adjust our lenses and our approaches to these new challenges.

Vulnerability within emergencies – Victims of emergencies are usually doubly hit. Not only are they faced with hunger, tragedy and physical danger, their human rights are more likely to be violated:

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<sup>3</sup> Rwanda '94 –'04: 11 M \$, Central America Mitch program '98 –'01: 11 M \$, Iraq '03- '07: 2,8 M \$ , Haiti '04: 2,8 M \$, Asia Tsunami '04: 30 M \$, Pakistan '05: 1.6 M \$.

abuse of women's rights, ignoring minority rights, absence of protection from state brutality or access to the justice system. In a crisis situation, human rights are a core issue. Victims of disaster or conflict must also contend with the more rapid spread of HIV/AIDS and other pandemics present in these situations and the lack of access to adequate health and medical services.

Policy issues around humanitarian action and aid. There is growing interest and attention given to humanitarian situations around the world. Not only are the crises multiplying and occurring more frequently, but the number of people in need and the consequent media attention given to them is also on the rise. An increasing number of international organizations are adjusting their programming to respond to these situations, which implies that greater numbers of actors are present in the field during emergency relief operations. This can lead to mismanagement, poor coordination and unequal funding of different emergencies.

Within our networks, as humanitarian actors we must address policy issues related to humanitarian aid, more specifically the accountability and appropriateness of aid according to need. Adequate funding for short term as well as longer term aid programs is a priority, and our role is to be a strong interlocutor in discussion with government so that our responsibilities as a wealthy nation are not shirked<sup>4</sup>.

From analysis to planning - While it is important to be aware of the wide array of issues and factors which influence the humanitarian field and are likely to shape the context over the next period, we must also assess which issues we wish to address, which specific sector of humanitarian action is best suited to our capacities and capabilities, and identifying where our contribution and analysis are most valued. This analysis is carried out by the Emergency Programs Team and integrated into the strategic planning process, in the same way that longer term development programs require regular re-reading and contextual analysis.

## **2. Conceptual framework: definitions and principles for action in emergencies**

There is vast collection of definitions one can apply to emergencies. The following regroup the concepts which best frame Development and Peace's approach to emergency relief, as they stem mostly from our own documents, those of our partners and of internationally recognized pioneers of humanitarian action.

### **2.1 Definitions and concepts**

**Emergencies:** Most official sources, including most international organizations do not specifically define emergencies per se; but refer to a situation of crisis triggered by conflict or natural disaster.

The World Food Program offers a detailed definition:

“Emergencies are defined urgent situations in which there is clear evidence that an event or series of events has occurred which causes human suffering or imminently threatens human

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<sup>4</sup> See the Good Humanitarian Donorship initiative: <http://www.goodhumanitarianandonorship.org/>

lives or livelihoods (...); and it is a demonstrably abnormal event or series of events which produces dislocation in the life of a community on an exceptional scale.”<sup>5</sup>

Examples of specific events which qualify as emergencies include: sudden calamities such as earthquakes, floods, locust infestations, or other unforeseen events; human-made emergencies resulting in influx of refugees or internal displacement or other suffering; food scarcity conditions caused by slow-onset events such as droughts and crop failures<sup>6</sup>.

Slow and rapid-onset emergencies: Emergency situations can be qualified according to the timeframe associated with their development. A rapid-onset emergency is unexpected and essentially unpredictable, such as an earthquake, a flood, a volcano eruption, an infestation or a frost. A slow-onset emergency is one that takes time to reach critical heights, one that can and should be mitigated or prevented, such as a drought leading to a food emergency.

Major disasters: According to Caritas Internationalis, a major disaster is defined “as a situation where there is a substantial loss of life, great human suffering and distress, and large-scale material damage including damage to the environment.”<sup>7</sup>

For **Development and Peace**, we define an emergency as a situation where the lives and livelihoods of people are threatened by calamity or insecurity. This insecurity is created by the onslaught of conflict, violence and natural disasters. Although we acknowledge the negative influence of human behaviour on natural phenomena, we recognize the distinction which clearly exists between conflict and environmentally related disasters<sup>8</sup>.

**Complex emergencies:** Few international organizations offer a clear definition of the concept of complex emergency. Two UN organizations explain the issue from a “conflict- related” perspective:

“Complex emergencies can involve conflict, widespread social and economic disruption and large population displacements and usually involve UN coordination.”<sup>9</sup>

“A humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single and/or ongoing UN country programme.”<sup>10</sup>

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<sup>5</sup> World Food Program, “*Consolidated Framework for WFP Policies*”, November 2005

<sup>6</sup> The WFP also includes “economic shock, collapse and market failure” in cases where access to food is hampered.

<sup>7</sup> Caritas Internationalis, “*Procedures and guidelines for responding to major disasters*”, reviewed 2006.

<sup>8</sup> Our own “*Basic Principles and Orientations*” simply states that emergencies can stem from natural or provoked disasters and offers examples of these. (Paragraph 3.2.2.)

<sup>9</sup> WFP, See note 5.

<sup>10</sup> IASC (Inter-Agency Standing Committee Working Group of the UN)

**Development and Peace** defines a complex emergency as a situation where one or more factors combine to exacerbate an already critical situation, for example when conflict, displacement or social unrest are added to a natural disaster or severe weather conditions.

## 2.2 Guiding principles

### *The humanitarian imperative*

The moral framework which guides humanitarian action at Development and Peace is founded on a broad generic humanitarian imperative as well as on its roots in faith-based principles of human dignity, Catholic Social Teaching<sup>11</sup> and the Gospel.

As such, we act on our preferential option for the poor, for the forgotten and for the most vulnerable, recognizing the fundamental dignity of every human being. These values are at the core of our identity and guide our actions on behalf of all human beings in need, as children of God and members of the same Human family. Where life is in danger, we are obliged to respond and where there is poverty and suffering, this is where God's work is truest.

The humanitarian imperative is defined as: “the readiness to respond to human suffering and assist fellow human beings when they have nowhere else to turn” (WFP)<sup>12</sup>. The overarching premise is that faced with human suffering, action is not an option, but a moral obligation.

### *Global humanitarian principles*

Beyond an initial moral obligation, there are universally recognized sets of principles, codes of conduct and guidelines which form the legal and ethical framework for all humanitarian action. Development and Peace abides by these principles and practices and encourages our partners in the field to act according to the standards and practices of humanitarian action.

International humanitarian law - is the body of legal instruments: charters, protocols and conventions which outline the rights of people in situations of war and crisis, as well as the responsibilities of States and international organizations to see to their basic human needs. International humanitarian law includes the Geneva Conventions which protect the rights of civilians during armed conflict, the Conventions and Protocols on the Rights of Refugees and Internally Displaced Persons, as well as the UN Charter of Rights and the Universal Declaration of Human Rights. All actors involved in humanitarian work must adhere to and apply these principles and rules.

At the core of humanitarian law are the cardinal principles of humanitarian action - humanity, impartiality, and neutrality -, which have been integrated into the mandate of specialized UN relief organizations, as well as most international humanitarian NGOs. These basic humanitarian principles are rooted in international humanitarian law, which was originally developed to delineate the

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<sup>11</sup> The 10 major themes of CST include: human dignity, common good, preferential option for the poor, human rights and responsibilities, role of government and subsidiarity, economic justice, stewardship of God's creation, peace and disarmament, participation and global solidarity and development.

<sup>12</sup> This basic principle is present in the Millennium Declaration, unanimously adopted by the UN General Assembly in 2000: “We have a collective responsibility to uphold the principles of human dignity, equality and equity at the global level”.



behaviour of all actors and interveners in armed conflicts and ensure the protection of civilians and their basic rights. These principles and indeed all humanitarian principles have since been extended to include the protection of the rights of victims of natural disasters as well, to ensure that aid is never used as a political tool, that human rights are the primary basis for aid, and that no discrimination based on gender, religion, race or culture is ever practiced in the course of relief operations.

Codes of conduct. The vast collection of humanitarian principles, stemming from various sources, has undergone some harmonization and has been consolidated by the International Federation of Red Cross and Red Crescent Societies in its Code of Conduct in Disaster Response. For some time, this was the only and best reference tool<sup>13</sup> for organizations operating in emergency relief settings, until the humanitarian community used it as a basis for the Humanitarian Charter and later developed the Sphere standards and Handbook.

The objective of the Sphere project<sup>14</sup> was to improve quality and accountability of humanitarian work by bringing together best practices from a wide array of humanitarian relief organizations and academic institutions. The result is a set of Minimum Standards affecting all areas of humanitarian activity: sanitation, water supply, shelter, food aid and health services. It is now the universally recognized set of minimum standards for all relief operations and most organizations have integrated the Sphere standards into their disaster or emergency response policies and programs. This is the yardstick by which quality emergency relief programs are measured.

Good humanitarian Donorship Initiative. In 2003, a new initiative was endorsed by the international community outlining clear responsibilities for governments, multilateral donors and UN institutions in humanitarian crises. Where previous initiatives stressed heightened accountability in the implementation of relief operations, the Good Humanitarian Donorship Principles<sup>15</sup> address the underlying responsibilities of ensuring adequate and appropriate funding for humanitarian aid.

Related to this last addition to humanitarian principles is a growing interest in recent years in applying the rights-based approach within the humanitarian sector, although this approach was first implemented in the context of longer-term development. This is in recognition of the fact that international humanitarian law is what frames all emergency relief and that the distinction between the right of an individual to immediate relief and his or her right to sustainable development is in fact somewhat artificial.

### **2.3 Development and Peace's programming principles**

When carrying out emergency relief, reconstruction and rehabilitation programs, Development and Peace applies the same core programming principles which guide our work in sustainable community development. However, some of these programming principles must be adapted to the context of humanitarian situations.

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<sup>13</sup> Can be obtained online: [www.ifrc.org/publicat/conduct/index.asp](http://www.ifrc.org/publicat/conduct/index.asp). Other concepts such as « Do No Harm » are quite widely discussed in the humanitarian sector but this particular approach has never been officially integrated into the universally recognized practices of humanitarian action.

<sup>14</sup> Sphere project : <http://www.sphereproject.org/> An initiative launched by humanitarian actors around the world which has since become a set of rules and standards that serve as a reference for the rights of beneficiaries in disasters.

<sup>15</sup> See note 2.

**Most vulnerable groups:** For Development and Peace and many other humanitarian organizations, most especially our Catholic network partners such as CI, one of our programming principles is to focus specifically on the most vulnerable groups within any crisis-afflicted community. This means that no discrimination based on gender, ethnicity, culture, religion, political affiliation or other can be practiced in identifying beneficiaries for immediate humanitarian assistance. In a humanitarian crisis, those in greatest need have a right to be singled out and helped. Focus is given to working with socially, economically and politically marginalized groups who might otherwise be forgotten in the needs-assessments conducted by local officials. We also give special attention to working with widows, orphans, disabled, religious minorities, etc.

**Sustainability – linking to development:** Humanitarian action alone has its limitations both in time and in impact. Sooner or later, a different form of aid must follow and often this must be planned even from the very early stages of an emergency. At Development and Peace, we are aware of this and cognisant as well of our own mandate to promote sustainable development. As such, we are fully committed to supporting the reconstruction process in countries and regions where emergency aid was sent, whenever possible and according to the availability of funds. Our emergency relief program is not defined by massive short term aid to crisis-stricken populations. The post-emergency phase and continuity with regular development programs in the country or region hit by the crisis are therefore at the very heart of our emergency relief strategies and a central programming principle.

**Participation:** This principle signifies that within a given humanitarian situation, communities are involved in the identification, needs-assessment and design and implementation of the emergency relief and rehabilitation programs. Participation also refers to local civil society, community organizations and frontline actors, and ensures their implication and ownership of activities and programs carried out. This is an underlying condition to the success and sustainability of emergency relief programs.

**Capacity-building:** This principle is shared by many international organizations, including several humanitarian networks (such as Caritas Internationalis), recognizing that one of the causes for disasters and their widespread impact on vulnerable populations is a lack of capacity at the local level to prevent, manage or mitigate the damages within a given crisis. Capacity building can be seen as a critical step in ensuring some form of lasting improvement after the shock of a disaster or conflict. It can also help build confidence and skills which will be useful in recovering from the event while preventing or mitigating future suffering in a similar situation. Our role and responsibility is to respect the capacity of local partners, recognizing the limits and absorption capacity of partners in the field.

**Coordination among actors:** This is not only an important programming principle, endorsed and promoted by UN specialized agencies, international organizations and international humanitarian networks alike (including Caritas), it is also a major challenge in large-scale multi-faceted humanitarian operations. The principle applies to coordination in the field, by operational actors providing assistance, but also encompasses interdisciplinary, intergovernmental, government-civil and intra-institutional coordination. In practical terms, this implies people from different organizations communicating and coordinating with each other as well as people within the same organization, working on separate issues to bring their knowledge together in order to best implement the emergency and rehabilitation response. Coordination is therefore perhaps the most important and yet the most difficult principle to apply.

**CI programming principles:** As a member of Caritas Internationalis, Development and Peace is committed to respecting the guiding values and principles set out by the network for managing emergency relief operations. These principles are collected in the *Guidelines for Responding to Major Disasters*<sup>16</sup> and outline the relationship of support, respect, collaboration and solidarity that must exist when working through a network, especially one that is rooted in Catholic Social Teaching. Because emergency operations carried out by the network involve the hands-on expertise and knowledge of people on the ground, i.e. the local Church structures, and that this Church is diverse in culture, capacity and experience, these principles are particularly important in ensuring harmony and the steady yet respectful strengthening of capacities where needed.

### 3. Operational framework

The implementation of this policy is the direct responsibility of the Executive Director. Monitoring of the Emergency Relief policy and related budget are the overall responsibility of National Council, with the support of the Canadian Conference of Catholic Bishops (CCCCB). They participate in the Emergency Relief Committee which acts as the highest level decision-making body with regards to emergency operations. The following section outlines the types of actions, criteria and existing mechanisms.

#### 3.1 Sources of funding

- 3.1.1 *Regular Caritas Canada Fund.* Since 1967, funding for emergency programs is ensured by setting aside 10% of annual *Share Lent* collections. In 2001, the Caritas Fund was officially created, pooling together these allocated funds along with all other donations sent with the intent of responding to an emergency situation.
- 3.1.2 *Private, spontaneous donations.* The Caritas Fund is supplemented by additional, spontaneous donations made by individuals or groups who feel compelled by a given emergency or crisis situation and wish to have their support channelled through Development and Peace and its partners.
- 3.1.3 *Special collections and public appeals.* When faced with the onset of a particular disaster or crisis situation, Development and Peace can call upon its internal mechanisms to launch a special public appeal in order to raise additional funds and put together a more substantial response and program. These special appeals, when successful, can allow Development and Peace to ensure a presence for a wider reaching medium term reconstruction program.
- 3.1.4 *Focused giving – earmarked donations.* Occasionally, targeted fundraising activities are carried out, with a focused donor group, a religious community for instance, to help support a specific emergency or reconstruction program.
- 3.1.5 *Government allocations.* The emergency team can supplement the basic annual budget with government funding for emergencies, reconstruction activities or specialized rehabilitation programs such as peacebuilding, democratic development or capacity strengthening through federal and provincial budgets for international humanitarian

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<sup>16</sup> See note 7. Can be obtained online at : [www.caritas.org](http://www.caritas.org)

assistance and through the regional bilateral desks. This source of funding is particularly interesting when assuring transition from crisis to post crisis and sustainable development.

### **3.2 Administrative fees**

In every emergency situation, Development and Peace sets aside a percentage in administrative fees from donations received (as determined by the National Council). The percentage can vary from one emergency appeal to the next, and the decision regarding these fees depends on factors such as: amounts collected, relative reporting and communication requirements, specific costs of administering the program and associated activities, etc. These funds are used to ensure accountability and responsible management of the emergency programs, through adequate staffing, materials and communication tools.

### **3.3 Partners**

Just as in our development programs, emergency relief and reconstruction programs are made possible through the precious collaboration and support not only of donors and funding partners here in Canada but more particularly thanks to the commitment and professionalism of qualified implementing partners in the field. Because of the specialised nature of work in emergency situations, not all groups can cope with the demands of operating in such an intense environment and not all groups are knowledgeable of standards and practices pertaining to relief and reconstruction work. This is why the partnership base is a critical element of our emergency programs.

3.3.1 *Caritas and Catholic networks.* As the official aid organization of the Canadian Catholic Church, Development and Peace acts to a certain extent on behalf of the Catholic Church in the field. Church partners constitute the bulk of our partnership base and network in relief work. Membership in Caritas Internationalis allows us to be present through local Caritas partners in close to 200 countries and territories. Many of the Caritas agencies are well experienced in emergency work and are invaluable when a quick response is required.

Two other Catholic networks form an important part of our partnership base. CIDSE (International cooperation for solidarity and development), the international network of Catholic development organizations sometimes becomes involved in wide scale responses, especially during the medium term reconstruction endeavours. We also have a formal partnership with JRS (Jesuit Refugee Service) as they provide us with specific expertise in the field of refugee and IDP protection and rights.

We work with a number of Catholic groups that are not directly affiliated to a relief network but who through their work in the field can be a precious asset to our partnership base, such as religious communities very active in providing basic necessities.

3.3.2 *Partners from regular development programs.* It often occurs that a disaster will hit a region where we have long-term partners from the regular program. These partners may be thrown into the action and take on some role in the emergency relief and

reconstruction efforts in their country. Depending on their capacity and availability, we can work through our regular partners to reach affected communities after a disaster has hit. This offers special opportunities for cross-pollination between emergency and development approaches and ensuring a return to normalcy after a crisis has passed.

- 3.3.3 *Other humanitarian networks.* In an effort to diversify our pool of partners from which to call on for closer collaboration especially during complex emergencies and in regions or fields of expertise that may be new to us, we have been steadily increasing the number of partnerships with humanitarian groups and networks in Canada and abroad. Such new partnerships form not only an interesting basis for learning new approaches to humanitarian work and strengthening our capacity to reach and work in previously less known geographic areas, but can also serve as a strong reference group for lobby and policy actions with regards to humanitarian issues such as protection of refugees or displaced people, and the specific needs of children or women in emergencies, to name but a few.

### **3.4 Types of appeals, responses**

Depending on the availability of funding and our own internal capacity and interest to develop a more or less elaborate response program, our emergency team can intervene in a variety of ways following the outbreak of an emergency situation.

- 3.4.1 *Short term emergency relief operations.* This often, but not always, implies a modest sum of money applied to ensure short term emergency relief to populations during the very early stages of a crisis. Most of these programs are completed within six months of the emergency.
- 3.4.2 *Medium term emergency, post emergency and reconstruction programs.* When a public appeal or public interest has generated a substantial amount of funding, or when our own inclination is to focus on a particular crisis or area, it is possible to develop a medium term program to follow the immediate emergency. This implies supporting the re-launching of livelihood activities, smaller scale community development and all forms of social rehabilitation which can take upwards of one to two years to implement. (Ex: Horn of Africa program 2001-2004)
- 3.4.3 *Special reconstruction programs in focus areas:* peace-building, civic education, gender, transition to development. These programs are usually developed via focused funding through the bilateral desk at CIDA and may imply coordination with larger network partnerships and the setting-up of field offices. This form of programming is being developed and presents some very interesting opportunities for specialized programming in the humanitarian field. (Ex: Iraq program, 2003-2009 and Rwanda program 1994-2004)
- 3.4.4 *Other possible strategies* for building capacity or developing programs in the humanitarian field. This is being done within the networks, at the national level via PAGER or at the international level with current and emerging partners. These actions are leading to new forms of dialogue with CIDA and to developing new mechanisms and ways of promoting the link between emergency to development.

### **3.5 Criteria for responding**

The nature of our response to an emergency depends on a number of criteria:

- 3.5.1 The nature and magnitude of the catastrophe or disaster and the level of need.
- 3.5.2 The presence of reliable and capable partners in the field: development partners, emergency partners, Caritas network partners or others.
- 3.5.3 Reliable data and needs assessments from the field.
- 3.5.4 Level of support received by the implementing agencies in the field.
- 3.5.5 Availability of funds within Development and Peace.
- 3.5.6 Response of the Canadian public, proximity and other factors that can influence the expectations and sensitivity of our regular donorship base and membership.
- 3.5.7 Our own value-added to the overall response.
- 3.5.8 Strategic considerations, policy issues, other than those listed above which can carry weight in the decision to intervene or not in a crisis.

### **3.6 Coordination mechanisms**

- 3.6.1 *Caritas network mechanisms.* As a member of the Caritas network, Development and Peace has access to various mechanisms for collective relief operations. We can contribute to joint appeals, a method which allows us to vastly increase the impact of our support. We can also join in on group missions and partake in joint assessment and evaluations of the impact and efficiency of a relief and reconstruction program. Other possibilities also exist such as taking on stronger leadership of a joint appeal or program, as facilitating agency, as well as joining communications and advocacy activities.
- 3.6.2 *Canadian coordination mechanisms.* At the national level, our membership in PAGER (Policy Action Group on Emergency Response) is a useful reference group on emergency operations, policy issues and dialogue with government bodies who participate in the discussions. Joint mechanisms are also possible, such as joint position papers or statements, joint public appeals as well as bilateral partnerships within the wider group.
- 3.6.3 *Internal mechanisms.* We are actually preparing an internal procedures document for our emergency relief programs<sup>17</sup>. This document will clarify internal mechanisms and structures within Development and Peace on the management of emergency operations and the coordination of public fundraising appeals and calls to public awareness.

### **3.7 Other initiatives of public outreach**

- 3.7.1 *Media campaigns.* Either for fundraising purposes or with the objective of taking a public position on a situation or an issue, media campaigns are an effective way of giving visibility to the organization and our presence in an emergency relief setting. The criteria and mechanisms for launching a special public appeal with media will be outlined in the procedure document.

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<sup>17</sup> To be completed by March 2007.

- 3.7.2 *Awareness raising campaigns and activities.* In the follow-up to a particular emergency situation or public appeal, we have a responsibility to communicate back to our public, our membership, our donors or other partners. This is a way of ensuring continued support and interest, as well as keeping the Canadian public engaged in humanitarian or global issues underlying the crisis.
- 3.7.3 *Advocacy work.* Despite the importance of respecting the principle of neutrality, whether involved in short term relief or in a broader and more intensive reconstruction program, or even on a long forgotten but no less critical situation, advocacy is a way of supporting our partners and their work in the field. Advocacy is a critical component of our relief or reconstruction programs. Capacity at the institutional level is developing and tools and support from national and international networks have been useful in defining our approach to advocacy and how it can best serve our partners and beneficiary groups in the field.

### **3.8 Evaluation and institutional learning**

In view of constantly improving the quality of our interventions and processes and learning from our experiences, regular evaluation and adequate reporting of our work are crucial. Evaluations cover the way we do things, when we do them and help us learn from our mistakes as well as our successes. Whenever possible, especially for major emergency and reconstruction programs, evaluations are carried out, covering all aspects of the program: from the first response to the crisis, to the public appeal mechanisms, functioning of internal structures as well as the collecting of results in the field. Since the whole organization is usually involved in a campaign or public appeal, each department evaluates the process from their perspective and this information is shared and disseminated internally for future reference.

## **4. Conclusion**

Development and Peace's involvement in emergency relief and reconstruction work will continue to evolve and gain strength in the years to come. Our commitment and responsibility to act on behalf of those in need who have no voice and who cannot be heard is enshrined in our mission statement and rooted in our values as a faith-based organization, applying the precepts of the Gospel and of Catholic Social teaching.

The expertise and experience we have gained in the field of emergencies as well as our capacity to mobilize our own membership in Canada and raise important sums of money have strengthened our position within the humanitarian community. Our work has grown substantially in the past ten years. We have professionalized and expanded our areas of expertise and understanding while managing important reconstruction programs and developing new approaches. Our credibility and the strength of our approach lie in the direct grassroots contact we have with people in need through our partnerships in the field. As members of an international family, we have the added advantage of interacting in a coordinated and participatory way with local populations and actors from the onset of a disaster or crisis.

As an organization with a recognized experience in longer term development, we are in a strong position to analyse the common threads between humanitarian and longer-term development

thinking, allowing them to influence each other as we refine our own approach to both. The basic principles which guide our work in emergencies, as well as work in longer term social transformation, are inspired by a single set of values and one overall mission.

For the future, there is an opportunity for visibility and for challenging our public identity. Through our Canadian and international networks, we are discovering varied forms of joint efforts and initiatives covering field operations, fundraising and advocacy. We are also strengthening our capacity to engage CIDA in diverse funding strategies, including reconstruction programs and new areas of programming and funding for specific topics such as peacebuilding and post conflict work. We will continue to explore these avenues and other financing opportunities as well, to enhance our capacity to help the victims of humanitarian crises in the world.



## **Endnote: Harmonizing institutional policies**

The present policy must be read and interpreted in harmony and in conjuncture with Development and Peace's other institutional policies and in coherence with the different Caritas Internationalis and CCIC policy documents we have committed to respecting:

<u>Development and Peace internal policies:</u>	<i>Gender and Development</i> <i>HIV/AIDS</i> <i>Diversity</i>
<u>CCIC:</u>	<i>Code of Ethics</i>
<u>Caritas Internationalis:</u>	<i>Peace and Conflict Resolution</i> <i>Working with Minors</i> <i>Responding to Major Disasters</i>

## **Useful websites**

Relief web: [www.reliefweb.net](http://www.reliefweb.net)  
International crisis committee: [www.crisisgroup.org](http://www.crisisgroup.org)  
Humanitarian policy group: [www.odi.org.uk/HPG/](http://www.odi.org.uk/HPG/)  
JRS: [www.jesref.org](http://www.jesref.org)  
CARITAS: [www.caritas.org](http://www.caritas.org)  
ACT: [www.act-intl.org](http://www.act-intl.org)  
UNHCR: [www.unhcr.org](http://www.unhcr.org)  
UNOCHA: <http://ochaonline.un.org/>  
WFP: [www.wfp.org](http://www.wfp.org)  
FAO: [www.fao.org](http://www.fao.org)  
UNAIDS: [www.unaids.org](http://www.unaids.org)  
CCIC: [www.ccic.ca](http://www.ccic.ca)  
CIDA: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)  
DFAIT: [www.dfait-maeci.gc.ca](http://www.dfait-maeci.gc.ca)