



DISASTER RESPONSE

NCM Protocol and Guidelines

For

Disasters Within Canada

Where Help is Requested from NCM

NAZARENE COMPASSIONATE MINISTRIES (NCM) walks alongside local churches in their efforts to meet the needs of children, families, and communities. Through your partnership, local congregations are changing the world.

Unless otherwise stated, NCM = Nazarene Compassionate Ministries International which includes Nazarene Compassionate Ministries Canada and DR = Disaster Response

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PART 1 Definitions and Types of Disasters:

1.1 Differentiating between an emergency, a hazard, a disaster

An emergency is an unforeseen incidence that can be responded to using available resources. They occur more regularly than **disasters** and are therefore more anticipated by a community.

Emergencies – that are localized to a household or neighbourhood and can be responded to using local available resources, do not constitute a disaster. Because we as Christians and as local churches love God and love our neighbour, we respond with the resources we have at hand. Some examples of localized emergencies are

- Fallen tree (on house and / or power line)
- a stroke or heart attack or other medical emergency
- a car accident and other accidents
- choking, trauma, domestic violence, etc
- a power outage that lasts a few hours (or maybe as long as a day or two and local residents are used to this and somewhat prepared)
- heavy rain and very localized flooding, flooded basement
- house fire, business /store fire
- loss of job, shutdown of (small) local factory / company, etc
- derailment with minimal damage etc.

NCM does not respond to emergencies. Local churches are encouraged to respond to emergencies in their communities. NCM encourages that Nazarenes and local Nazarene churches practise “compassion as a lifestyle”.

A hazard is a situation where there is a threat to life, health, environment or property. It is any source of potential damage, harm or adverse health effects to life, health, property or the environment.

Examples - an area alongside a river / lake that is prone to flooding

Living on or near an earthquake fault line

A city where smog can be a problem

An area prone to tornados or avalanches, or mudslides etc

NCM does not respond to hazards The exception may be if a proposal is received by NCM from a local Nazarene church /local Nazarene churches to help them with specific DR items or resources as part of their plan to prepare for the likely event that a hazard will become a disaster. This is particularly true for disaster-prone areas. (See Part 4 below)

A disaster is a devastating impact (on people) because of a hazard that negatively affects life, health, property or the environment *on a scale sufficient to require outside assistance*.

Once a **hazard** becomes active and significantly adversely affects people - their life, health, or the environment in a community. it is no longer just a threat, it becomes a **disaster**.

A **disaster** is much wider in scope than an emergency and is characterized by impacts (on people) that overwhelm the capacities of local responders and place demands on resources which are not available locally. Hence, an event is declared as a “disaster” when there is a need for external assistance to cope with its impacts (on people). A national government declares a state of disaster or national calamity as a way to request international humanitarian assistance and the support of the international community to cope with the impacts of the disaster.

1.2 Types of Disasters

Slow or Rapid Onset?

- 1) Slow onset disasters take some time to develop or create negative impacts.
 - a) Examples: Drought, Famine, Disease epidemics, even some hurricanes.
- 2) Rapid Onset – Disasters that strike suddenly, often without warning.
 - a) Some Hurricanes, Tornado, Earthquake, Tsunami, Wildfire

Man made Disasters

Mostly we think of disasters as “acts of God” or natural and weather related events. However, many disasters are man made.

- 1) Conflict, Famine, Hunger

- a) Conflicts between nations or communities and ethnic group create a variety of spin off disasters or crises: displacement, food insecurity, damage to homes and livelihoods, etc.
 - b) Think of Venezuela as an example of famine and hunger caused by men: hyper inflation and an autocratic leader have led to huge food shortages and the denial of basic aid to the people.
- 2) Technological
- a) Plane Crash, Pollution, explosions, major fire, oil spill
- 3) Climate change
- a) Global climate change is a reality, and 97% of scientists agree that man is causing the majority of the change to climate.
 - b) A great resource rebutting many false claims or arguments against the reality of climate change: <https://www.skepticalscience.com/argument.php>
 - c) 5 reasons evangelicals should care about climate change: http://www.slate.com/articles/health_and_science/climate_desk/2014/05/conservative_christians_and_climate_change_five_arguments_for_why_one_should.html
 - d) For a description from a Christian aid organization, detailing its impact on disasters and possible solutions, click here: https://www.tearfund.org/en/about_us/what_we_do_and_where/issues/climate_change/
- 4) Complex – There are disasters that are a mix of natural and man-made, or disasters causing other disasters. A good example is the 2011 earthquake that caused a tsunami off the coast of Japan, which then affected a nuclear power plant. Complex disasters are marked by:
- a) Extensive violence, loss of life
 - b) Displacement
 - c) Widespread damage to societies and economies
 - d) Need for large scale, multifaceted response
 - e) Security risks, and difficult access

Part 2 Responding to Disasters

NCM Canada does not have a team that responds to disasters.

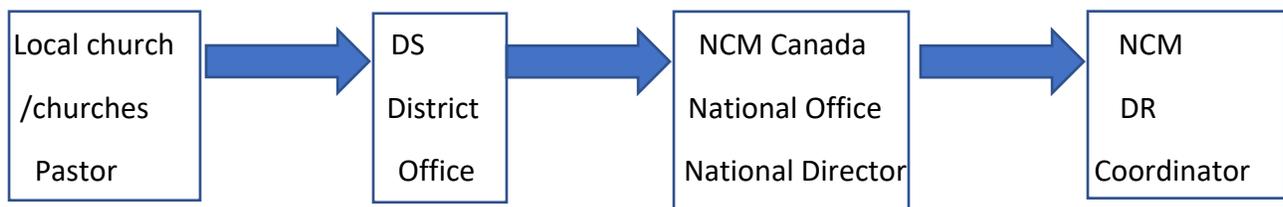
NCM Canada may support local churches who are responding.

2.1 Criteria for local churches to receive funding from NCM for disaster response:

- Local Nazarene church / churches are responding already and
- The disaster places demands on the resources of the local church / churches such that local resources are overwhelmed and there is a need for external assistance and
- The local Nazarene church / churches or their District Superintendent contacts NCM and request assistance and
- The District Superintendent is fully informed and gives his / her approval
- A concept note / Disaster Response proposal is received by NCM and approved by NCM.
(See "What to Communicate" below. See Appendix 1 for DR proposal template.)

2.2 COMMUNICATION Protocol:

In the event of a disaster, where the above conditions are met, this is the line of communication....



1. Local churches - contact your pastor.

Pastor's contact info _____

2. Pastor contacts the D.S.

D.S. Contact Info _____

If the DS is not available, contact the district office and continue to try to contact the DS

District Office _____

3. D.S. contacts the National Office / NCM Canada.

National Director / National Office 1-888-808-7490

905-602-8220

NCM Canada - Elaine Bumstead 519-270-1467

519-538-7606

4. NCM Canada / National Office contacts the DR coordinator for NCM International.

What to communicate in the event of a disaster (verbally to the pastor /DS / NCM Canada or documented in an “NCM Emergency Response template” (see Appendix 1 for this proposal template and Appendix 2 for budget template)

- Location of the disaster and extent of the disaster?
- Number and location of the local Nazarene church(es) impacted, extent of damage to the local church(es)? (if any) How local congregation(s) are impacted? (your DS will want to know this information)
- How the surrounding community is impacted?
- Whether local Nazarene church(es) are responding? Names of these local church(es) and name(s) of pastor(s)? Where the church(es) are located? Are the building(s) usable and accessible?
- How are these local church(es) responding? Describe what they are already doing.
- Name of contact person(s) for the church / churches and their contact info?
- What are the immediate needs? What are the priority needs?
- Who are the most vulnerable who are affected? And how many? Where?
- What are other groups / agencies supplying? How are the church /churches coordinating with these other agencies?
- What local resources (personnel, building, equipment, etc) does the local church have that they can use to respond effectively?
- Estimated list of resources requested.
- Estimated budget

2.3 RESPONSE:

A. Immediate Response: Providing that local churches are responding to the needs of people directly impacted by the disaster and provided that there are immediate needs beyond the resources of the local church/ churches, then NCM is prepared to send \$5000 immediately for funding of such immediate needs as food, water, shelter, basic clothing etc.

A report of the use of these funds is expected to be sent to NCM. This can be an email report of a few paragraphs describing how the funds were spent.

B. The Process for Applying for further funds or help re Disaster Response: – As the rehabilitation phase begins, the local church may want to continue helping families in need. Such help may be teams to help with clean-up or teams to do trauma counselling or other. There should be a longer term plan made by the responding church / churches which is approved by the DS and communicated to NCM . If the plan is something NCM can fund, then these steps are followed....

1. Local Nazarene church / churches submit a completed “DR proposal” on the NCM Emergency Response Template (Appendix 1) with estimated budget (Appendix 2) to NCM Canada who works with the local church and / or NCM DR reps to make sure it is complete.
2. NCM Canada receives the proposal and works with NCM International and our DR partners on determining what the funding will cover.
3. Once the proposal is approved by NCM, NCM may send resources (funds, teams, personnel or any of these) to the local church / churches who are responding.
4. If NCM funds / resources are sent to the local church / churches, these local churches must track all resources received, DR activities and keep receipts for all expenditures of NCM funds. When the disaster response is over, the local church / churches submit a narrative and financial report to NCM Canada who will share it with NCM International. (reporting templates are available from NCM Canada).
5. Trained Nazarene volunteers are encouraged to volunteer to help local Nazarene churches in their disaster response if requested by the responding church/ churches. In larger disasters where the incident command system is initiated, trained Nazarene volunteers (trained under the Salvation Army) may be recruited by the Salvation Army and work under the Salvation Army as directed.

2.4 Examples of Projects (of local churches) that may be funded by NCM

- 1) Debris removal / Home clearing – This is often what we think of when we think of the first teams arriving on a disaster scene. Helping people clear roads, walkways, and their property of debris is a critical job that could take the homeowner days or weeks. Similarly, when homes are damaged (particularly from flooding), there is a great deal of work required to remove damaged items from the home, cut out ruined drywall, etc.
- 2) Food and Non-food items distribution – Our churches often act as distribution centers during a crisis. Districts often collect food and other needed items (hopefully those listed as needed by local agencies) to distribute as needed. Crisis Care Kits are often shipped in by NCM and made available directly after a disaster.

- 3) Shelters – Our churches should be seen as a resource to shelter those who are displaced. Churches who are interested in sheltering should contact the Red Cross who, at a minimum, will provide some advice and insight into sheltering people. Red Cross can often provide needed items (cots, blankets, etc.).
- 4) WASH – Water, Sanitation, and Hygiene. In addition to simply providing water and hygiene supplies, churches are positioned and equipped to deliver messages about the safe use of water and hygiene practices after a disaster.
- 5) Trauma care / Counseling – It should be a natural fit that churches and volunteers provide spiritual, emotional, and mental health care during and after disasters. While not all of us are licensed counselors (And shouldn't act like it), we can get training on trauma informed care, grief counseling, and pastoral care.
- 6) First aid and healthcare – Church volunteers and staff can be trained on first aid and CPR procedures, and can connect with local healthcare providers and partners who can set up health clinics and triage stations at churches.

2.5 If local Nazarene churches are not responding, trained Nazarene DR volunteers who are registered with the Salvation Army as a DR volunteer may be contacted by the Salvation Army to aid in the disaster response (locally). These volunteers will have been trained by the Salvation Army (at least the basic training) and know how to work with the Salvation Army in the case of a disaster. Nazarene volunteers can wear T-shirts or other apparel with Nazarene name or logo when working with the Salvation Army.

If the disaster is remote (not in the same area as the volunteers live) the Salvation Army will contact the volunteers that it needs and ask them if they are willing to respond for a week or two. Do not go to the site of a major disaster expecting to help if you were not invited to do so.

When working under the Salvation Army, the Salvation Army insurance applies. If a volunteer gets called by the Salvation Army to a remote location, all the volunteer's expenses are paid by the Salvation Army

2.6 Disaster Response Principles

Cooperation and Coordination

In order for responses to be effective (no matter if they are short or long term), organizations and individuals have to cooperate and coordinate their actions.

- 1) No single organization can meet every need, and multiple organizations meeting the same need means that resources are wasted.
- 2) Coordination also ensures a quicker response, typically supporting more people.
- 3) In Canada, disaster response is coordinated by EMNCC (Emergency Management NGO Consortium of Canada) tasked solely with the role of coordinating aid among agencies. See <https://www.facebook.com/EMNCC/>

Tension between Authoritative and Authentically Helpful

Particularly within the church, we need to understand the balance between being bossy / demanding and being meek and supportive-

- 1) When our volunteers go onto a disaster site, they need to carefully and gently deal with people who have likely lost very much and are traumatized.
- 2) We should not go “cowboy” and arrive with guns blazing, demanding those affected by the disaster house and feed us, etc. Instead, we should wait until our presence is requested, and we can support the response as needed and defined by those most affected.
- 3) There is a tension to be kept between this meek approach and the need on the ground for decisive action. Our hope and expectation is that arriving volunteers and Disaster Response leaders have the knowledge, skills, and attitude (the Authenticity) to arrive and provide leadership without overstepping their bounds.

Vulnerability

There are a great deal of people who are more vulnerable to the effects of a disasters, and who will suffer greater and longer because of those impacts. These categories of vulnerable people are those to whom the church is especially called to serve (and not only during disasters). Some examples:

- 1) Those living in High risk areas that are prone to repeated disasters
- 2) Children
- 3) Elderly
- 4) Medically Fragile
- 5) Disabled
- 6) Those living in areas with high levels of poverty
- 7) Remote or isolated people

Core Humanitarian Standards

NCM and other international organizations abide by a list of international standards that guide our response during a disaster, as well as any other humanitarian intervention.

- 1) The Core Humanitarian Standard defines nine of these commitments: <https://corehumanitarianstandard.org/the-standard>
- 2) When we respond in to disasters, no matter the global region, we need to ensure we are meeting these international standards.
- 3) In particular for the church, we sometimes struggle with the following areas:
 - a) The response strengthens local capacity and avoids negative effects. (*The church often doesn't understand how aid can negatively affect local economies and livelihoods*)
 - b) Complaints are welcome and addressed (*In the church we sometimes can get in the "we are just volunteers" mindset, and can dismiss criticism because of that*).
- 4) While not explicitly stated in the above Core Humanitarian Standards, elsewhere in the SPHERE standard of humanitarian intervention, it asks to ensure that aid is not only delivered to one group of people. The church has been guilty of only ensuring support for its Nazarenes around the world, instead of also seeking to serve the surrounding community. Particularly when Nazarenes are NOT among the most vulnerable in a community, it is essential that the church start serving the most vulnerable as well.

Note: All NCM Canada personnel have been trained in Sphere Standards and Core Humanitarian Standards.

Such training is available online at <https://get.disasterready.org/sphere-handbook-humanitarian-charter/?gclid=Cj0KCCQiAw4jvBRCJARIsAHYe>

PART 3 Disaster Preparedness & Mitigation

3.1 What do we mean by "Preparedness" and some Examples

Preparedness = What can we do before a disaster to be better prepared, hopefully reducing the impact of the disaster and increasing the speed and effects of the response?

Some examples

- 1) Training – Opportunities like we just had to better understand disaster work and to be better equipped is crucial to preparedness. Training in specific skills is valuable (chainsaw work, trauma counseling, emergency procedures, etc.). Practicing emergency drills and evacuation routes is critical.
Training, both basic DR training and specialty training is available through the Salvation Army or Red Cross. (NCM Canada will inform our DR training participants of opportunities for further training)
- 2) Team development – A critical step in preparation is to develop a team of people willing to guide the response. This team should include the following roles:
 - a) Overall Coordinator / Leader, who guides the response and has the final say on actions taken, etc.
 - b) Logistics and Finance Coordinator, who oversees any fundraising and budget issues, as well as coordinating the delivery and distribution of resources.

- c) Communications Coordinator, who handles all incoming and outgoing information critical to the response and connection to partners.
 - d) Volunteer Coordinator, who manages any local volunteers serving in the response, as well as the reception and hosting of teams from outside the area.
 - e) This format is a modified version of the Incident Command System, used widely by emergency managers:
https://www.nationalservice.gov/sites/default/files/olc/moodle/ds_online_orientation/viewf265.html?id=3139&chapterid=908
- 3) Vulnerability assessments (of both buildings and people) – Knowing the types of disasters that you are likely to experience, and understanding if your community, workplace, or home is vulnerable is necessary if you are to be prepared. Additionally, understanding the different categories of vulnerable people can ensure that you can take action before a possible disaster to support them.
 - 4) Resources assessment and storage – Having disaster response items stored and staged decreases the amount of time a team will have to wait to respond. Understanding what is needed during a response, and making disaster prep kits or trailers will assist volunteers in responding quickly if needed.
 - 5) Early warning systems and safety procedures – Tsunami warning systems, tornado sirens, hurricane watches ... all of these are procedures designed to give as much warning as possible when a disaster is approaching or occurring. Having safety procedures (evacuation routes, tornado drills, designated safe points, etc.) is helpful, but these need to be practices to be effective.

3.2 What do we mean by Disaster Mitigation and Some Examples

Mitigation: The action of reducing the severity, seriousness, or impact of a disaster

Even if we are prepared, respond well, and develop long term recovery programs, there is additional work we can do to lessen the impact of future disasters we know will occur. This is called Mitigation work, and includes projects like these:

- 1) Local plans / regulations – Working with your community officials to develop preparedness plans, examine city planning through the lens of disasters, or advocate for the implementation of policies that better safeguard against disaster’s impacts.
- 2) Structural projects – Retaining walls, buildings that meet strict disaster ratings, storage facilities for preparedness items, and simple shelters are all mitigation work.
- 3) Natural systems – Working with environmental scientists and civil engineers can lead to safer natural systems. For example, if a creek is consistently flooding, engineers and locals can agree together (by developing local plans) to dredge the creek more often and in chosen spots. Trees can be planted on hillsides known for erosion, flash flooding, or mudslides. Tenuous rock formations can be examined to see if there are ways to remove debris and erosion and solidify the area (perhaps with a retaining wall).
- 4) Education and Awareness – Many of these items meld with preparedness and this category is no exception. Helping people understand the possibility of future disasters and how to

best be prepared for them is essential mitigation work. People who are more knowledgeable about emergency processes are less likely to be adversely impacted during a disaster.

3.3 The Process for Local Churches to apply to NCM for help with Disaster

Preparedness or Mitigation: The same protocol for approval applies. The same criteria for NCM response applies. (See 2.2 and 2.2).

First the pastor is included in the plans / discussions, then the DS is informed of the proposed plans and gives his / her approval, then NCM Canada is contacted and a proposal template is completed along with a detailed budget. (Proposal templates and budgets are available from NCM Canada). NCM Canada will work with NCM International and other DR organizations on the response to the proposal. Full reporting is expected once the activities for preparation or mitigation are completed. (reporting template is available from NCM Canada)

Some possible items available from NCM that can help prepare for Disaster Response

- Crisis care kits
- A DR trailer (in disaster prone area)
- Funds to stockpile bottled water, dried or canned foods, blankets etc.
- Generator(s)
- Etc.
-

PART 4 Rehabilitation and Recovery

4.1 Definitions and examples:

Rehabilitation and Recovery the action of restoring people to health or normal life

The church does not have a short view of history. We do not believe what is happening here and now is what will eventually be. God is at work in the world, and He IS making, and will make all things new! Because of this, and because the church is present in communities long after a disaster, it is crucial that we see disaster response as a long term effort, not something that ends when the immediate needs are met. What does a 5 year disaster recovery project look like?

- 1) Long term programs / engagements – After the media stops covering the disaster, and the immediate needs settle down, the church needs to commit long term to the health and rehabilitation of people and communities.
- 2) Necessity of “shifts” and down time – It is important for anyone working in disaster response scenarios to take time off. Days very easily turn into weeks, and weeks into months. That length of time working in very difficult circumstances with traumatized

people is taxing on individuals. Pastors, volunteers, DSs, and disaster experts all need to step away from direct service and find time to renew themselves.

- 3) Community Development – NCM takes a holistic community development approach. This approach says it is not enough for example to simply supply needed food (which is only one immediate need and can develop dependency), or to only provide spiritual care (which is essential but neglects many other needs). Instead, we work in a variety of areas and sectors to ensure the greatest impact and the highest possibility of biblical shalom and wellness.
- 4) One last important thing to note is the disparity in how disaster aid is delivered in Canada and the US. It is a sad reality that the most vulnerable often receive the least amount of direct financial and long term support. This should not be the case, and the church should be at the forefront of standing in the gap for the most vulnerable, and for advocating that the systems change to ensure more support for those who most need it.

4.2 The Process for Applying to NCM for help with Rehabilitation and Recovery Projects:

The same protocol for communication applies. The same criteria for NCM response applies. (See Part 2).

First the pastor is included in the plans / discussions, then the DS is informed of the proposed plans and gives his / her approval, then NCM Canada is contacted and a proposal template is completed along with a detailed budget. (Proposal templates and budgets are available from NCM Canada). NCM Canada will work with NCM International and other DR organizations on the response to the proposal. Full reporting is expected once the activities for preparation or mitigation are completed. (reporting template is available from NCM Canada)

Appendix 1

Nazarene Compassionate Ministries

Emergency Response Template

Emergency Coordinator(s)		
Cost of Project in \$US Dollars	Total Requested from NCM:	
Location	Specific Locations Church is Responding:	Local Church Involved in Response
	District:	Field:
Contact Information:	Email:	Telephone:

Submitted by:		Date Submitted:	
Approved by:			

1. Situation Report

Briefly describe the situation by explaining the following: (a) the specific disaster and (b) the needs the church is aware of (c) Who else is responding and (d) How the church is planning to respond. Use the table below:

a). Describe the disaster	b). Describe needs the church is aware of:
<p>Is it a cyclone, hurricane, conflict, flooding, earthquake, tsunami, drought? Location(s)? Extent of the disaster? Impact on people?</p> <p>Provide a reliable new source if available:</p>	<ul style="list-style-type: none">• No. of people affected by the disaster?• What are people in need of most? E.g. Shelter? Food? Water?
c). Who else is responding?	d). In light of the needs the church is aware of and how others are responding, what specific need is the church addressing and why?
<p>The government? United Nations? NGOs? Other churches or faith communities?</p>	<ul style="list-style-type: none">• Explain the rationale for the church's response

What are other responders doing / providing?

How is the local church(es) coordinating with other responders?

Who are the most vulnerable?

Additional Comments:

2. Initial Response to the Disaster

(a) Outline the main activities the church plans to carry out in order to meet some of the needs listed above:

Include the type of activity, no. of people the activity is supporting and how the activity will be carried out. Please provide as much detail as possible. Important questions to ask before you begin!

- If we don't respond with this activity, will there be negative consequences? Is this activity necessary?
- How will you identify the people who need relief? How will you get it to the people who need it most?
- Is the target number of people realistic or should you help less people in a more significant way?
- How is the local church involved? Have they contributed financially? Will the church provide volunteers?
- Have you set a timeline? Relief should always be temporary!

Below are examples of typical relief efforts:

Food distribution; Water Distribution; Temporary Accommodation; Blanket Distribution; Group Counseling Sessions; Safe Spaces for Children etc.

Specific Location	Description of Activity	No. of People who will benefit	Person/church Responsible	Cost of Activity
Example: ABCD	Example: Food Distribution: The church will distribute dry foods such as rice, beans, oil, bread, tea and sugar to families displaced by the disaster. These families were identified during the needs assessment carried out by the church in the	Example: 200 families	Example: Pastor ABCD	Example: \$5000 (approx. \$25 per family)

	<p>aftermath of the disaster and are in desperate need of food relief. Detailed records will be kept of which families receive relief and on which date, in order to ensure that food is distributed as evenly as possible. We will collect all the food at the church and pack into bags and families will come to the church to receive the packages. Packages will be delivered to those who cannot come to the church themselves (elderly and disabled).</p>			

3. Response Budget:

Attach completed budget using Emergency Response Budget Template

3. Looking Ahead:

What do you see as possible projects for medium and long term response if needed? After immediate and emergency needs are met, what will assist the population in returning to their lives?

Possible projects can include: Disaster preparation activities, livelihoods programs to restore occupations, educational opportunities for displaced children, child safe spaces, trauma counseling activities...

Appendix 2

Nazarene Compassionate Ministries Budget and Financial Reporting Template					
Name of Project:					
Date:					
			Budget	Reporting	
	Cost Per Unit	No. of Units	Total Budgeted	Actual Cost	Difference and Explanation
Administrative / Personnel					
Materials/Activities					
Subtotal Materials/Activities			\$ -		
Transportation Costs					
			\$ -		
			\$ -		
Subtotal Transport			\$ -		

TOTAL Cost of Project			\$ -		
Local Church Financial Contribution			\$ -		
Local Church In Kind Contribution					
TOTAL FUNDING REQUEST FROM NCM			\$ -		
Reconciliation:					
Total received from NCM Canada					
Less: Total Expenditures					
Balance					