

Framework Paper on Humanitarian Assistance

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I. General trends and developments

(01) In 2017 alone, an estimated 201 million people in 134 countries were dependent on humanitarian aid. Frequently, children account for up to 60% of those affected by disaster. In addition, 1.5 billion children currently live in conflict-ridden or fragile states, 357 million of them in immediate conflict and war regions.¹

Disasters, conflicts and insecurity contribute to a worldwide continuing **crisis in child protection**. UNICEF described 2017 as one of the worst years for children in armed conflicts.² They are affected in several ways and have become a major target of violence and abuse. In times of crisis, for example, they are separated from their families. Due to the impact of disasters and conflicts on household poverty and livelihoods, they are exposed to violence, abuse and child labour and often forced to join armed forces or groups. These experiences of violence and loss have long-term effects on children's mental and physical health, and on their development, all of which can take on intergenerational dimensions.

Against this background, **child protection** is still not given adequate priority. After the education sector, child protection is one of the most under-funded humanitarian aid sectors.

(02) Triggered through **climate change**, hydro-meteorological disasters have increased in recent years, in frequency as well as in their impact on societies. This includes less predictable monsoons, changing rainfall patterns, significant temperature rises, droughts, and more intense tropical cyclones leading to floods and landslides. The increase in natural disasters hits communities that are increasingly vulnerable and prone to disaster. Although the number of deaths due to natural disaster has declined, the number of people affected is constantly increasing, especially putting children at risk. More people are at risk due to poverty, powerlessness, population growth and migration/displacement of people to marginal areas.

Climate change not only triggers the increase in natural hazards, it also weakens communities suffering from poor living conditions and their capacities to cope with disasters. It increases the spread of diseases, causes additional water shortage or reduces the capacity of poor rural communities to provide for their own sustenance. Additional effort therefore needs to be put into reducing vulnerability and disaster risk, **strengthening resilience**³ and supporting and utilising local practices of climate change adaptation.

In this context, **disaster preparedness** plays an essential role. terre des hommes will further strengthen its efforts to link relief, rehabilitation, development cooperation (nexus/LRRD) and disaster risk reduction (DRR), with a particular focus on children's interests and needs.⁴ Components of disaster preparedness and climate change adaptation will be consistently integrated, as far as possible, into non-humanitarian development and child safeguarding projects in known high-risk regions.

¹ Global Humanitarian Assistance Report 2018, <http://devinit.org/wp-content/uploads/2018/06/GHA-Report-2018.pdf>

² <https://www.dw.com/en/unicef-2017-a-nightmare-year-for-children-caught-in-war-zones/a-41951890>

³ The ability of people/communities to withstand the effects of disasters and recover from them.

⁴ See also the Children Charter for Disaster Risk Reduction: »Children's Charter: an action plan for disaster risk reduction for children by children« (2011) <http://www.childreninachangingclimate.org/childrens-charted.html>

(03) Since the recent armed conflicts in the Middle East (Syria, Iraq, Yemen, etc.), **refugee movements and displacement** have moved increasingly into the global focus. The past 5 years have seen more people fleeing than ever before. Because of violence and conflicts, approximately 68.5 million people are displaced. These include about 25.4 million who have fled their country and 43.1 million internally displaced persons (IDPs). Half of all forcibly displaced people are children and adolescents under the age of 18.⁵

In addition to the migratory movements towards Europe, the majority of refugees are located in neighbouring states of the conflict zones. In the case of Syria these are, for example, Turkey or Lebanon. Countries such as Pakistan and Uganda also harbour high numbers of refugees.⁶ Overall, 85% of refugees live in the respective neighbouring countries. The UN estimates that at least 10 million people are stateless because of their refugee status. 44,400 people are displaced from their homes every day as a result of armed conflict and persecution.

Such dimensions make it difficult to meet the basic needs of displaced people, such as basic food supplies, access to adequate health care, or educational opportunities. This problem is exacerbated when sufficient resources are lacking in the host countries and conflicts arise with the local population.

In the refugee context, there is a lack of adequate protection mechanisms for children. They are often defenceless in the face of sexual abuse, physical maltreatment, human trafficking or child labour. Traumatic experiences, persistent insecurities, separation from family and caregivers and an uncertain perspective pose a threat to the emotional well-being and development of children and can impair societal development across generations.

(04) Forgotten humanitarian crises are usually complex, persistent crises calling for a high degree of humanitarian assistance. They are characterised by difficult socio-structural and political basic conditions, which mostly stand in the way of conflict resolution in the long term, low media attention and coverage as well as a lack of resources and funds. These are usually armed conflicts or long-lasting or recurring natural disasters. Fleeing and displacement are a central element of forgotten crises and are often accompanied by massive and far-reaching human rights violations. People who live in the context of forgotten crises require increased attention and publicity. The poor and marginalised population are hardest hit, i.e. people who are already disadvantaged by their social position or impediments and whose resilience to crises is very low.

Forgotten crises are identified by the European Community Humanitarian Office (ECHO) as part of the annual »Forgotten Crisis Assessment«, depending on vulnerability of the affected population, the level of media coverage and the actual aid provided or funds covering the identified needs.⁷ In 2019, a total of 15 forgotten crises were recorded, with 25 countries involved. These also included longstanding project countries of terre des hommes.⁸

⁵ UNHCR

⁶ Turkey hosts the largest number of refugees in the world (4 million, including 3.6 million from Syria). Other receiving countries are Lebanon (1.9 million), Pakistan (3.4 million mainly from Afghanistan) and Uganda (1.7 million mainly from Sudan and DR Congo). These figures include only the number of international refugees, https://migrationdataportal.org/data?i=stock_abs_&t=2017

⁷ https://ec.europa.eu/echo/what/humanitarian-aid/needs-assessments_en.

⁸ E.g. Myanmar (persecution of the Muslim Rohingya), Colombia (IDPs in the armed conflict between the army, rebels and paramilitary), Burkina Faso (internal displacement through insurgents and terrorist attacks) or Western Sahara (status not yet clarified under international law, refugees in Algeria).

(05) At the World Humanitarian Summit (WHS) in Istanbul in 2016, the major donors and a large number of humanitarian organisations signed the »Grand Bargain«, a commitment to transform their work in 10 areas (»work streams«, see Annex). The aim is to make the humanitarian system more efficient, effective and people-centred. In general, this process can be seen as a positive development. For the first time, donors and implementing organisations commit to common objectives and are responsible and accountable for them. The identified areas address the essential critical aspects of the humanitarian sector. For example, donors pledge to reduce the earmarking of funds and to make longer-term funding possible in order to achieve greater flexibility. The implementing organisations, on the other hand, commit themselves to improve both the identification of needs and transparency, as well as to implement longer-term strategies and plans. Both donor and implementing organisations undertake to involve local actors more closely and to strengthen the participation of the population concerned.

(06) Within the framework of the WHS and the resulting Grand Bargain, the **localisation** of humanitarian aid was taken up as one of the 10 main topics in Work Stream II. Aid organisations from the Global South had taken the initiative and questioned the dominance of Western aid organisations (e.g. NEAR network).⁹ At the level of international organisations, a group calling itself »Charter for Change: Localisation of Humanitarian Aid« was formed, with the signatories agreeing on eight commitments towards local actors (see Annex). In their turn, German humanitarian actors, member organisations of VENRO and the Federal Foreign Office agreed in 2018 on a key issues paper on localisation that takes up the international processes and further specifies them.¹⁰

This discourse has the potential to strengthen the role of local civil societies as key humanitarian actors and to accord them a relevant role in the decision-making process. This can reduce the power gap between international and local actors. Against this background, international NGOs are seeking cooperation with local NGOs in order to strengthen the capacities of local civil societies. Nevertheless, there is still a tendency to treat local organisations more as implementation partners than as decision-makers in their own right, with planning competence and methodological expertise.

For more than 50 years, terre des hommes Germany has been working exclusively in cooperation with local civil society organisations. It cultivates strategic and consistent approaches to organisational development and structural build-up, which are also implemented in humanitarian aid. terre des hommes' codecision model enables local partner organisations to have a decisive influence on its strategy as an international organisation through partner platforms and the representation of partners in governing bodies. That means that joint humanitarian assistance fits in with the development activity approach.

(07) The World Humanitarian Summit also discussed the issue of an improved transition between life-saving humanitarian aid and longer-term, structurally oriented development cooperation.¹¹ The dimension of peace-building work was added. Some humanitarian actors

⁹ NEAR Network: We are a movement of Civil Society Organisations (CSOs) from the global south rooted in our communities who share a common goal of promoting fair, equitable and dignified partnerships in the current aid system. Our vision is to ensure genuine local participation at all levels of development and disaster management, and that effective aid is delivered to people in need, <http://www.near.ngo/>

¹⁰ https://venro.org/fileadmin/user_upload/Datien/Daten/Newsletter/Eckpunkte_Lokalisierung_11.04.18_Layout_final.pdf

¹¹ Before the World Humanitarian Summit, this was still referred to as LRRD (Linking Relief, Rehabilitation and Development).

justifiably fear that the **Humanitarian Development Peace Nexus** (HDP Nexus) could lead to an overburdening of humanitarian aid and an increased blurring of the humanitarian principles. Nevertheless, a long-term view is necessary when working in a crisis context, as humanitarian actors increasingly operate in contexts leading to a parallelism of stabilisation and escalation, and thus of humanitarian aid, development cooperation and peace work, eliminating the ideal chronological sequence.¹²

In the context of armed conflicts, we must always weigh up the extent to which project work operates within the framework of humanitarian principles, whether further project work at other levels can be continued, and thus whether other areas of work can be taken up, along with right-based and structural issues. In the context of natural disasters, the situation is often easier to assess and it is possible to work chronologically. In general, a transition from humanitarian aid to instruments of development work and thus right-based and peace-building work is manageable without endangering the humanitarian principles.

(08) Due to the increasingly complex situations in which humanitarian aid is delivered and the resulting challenges to aid organisations, the issues of **quality management, efficiency and accountability** are high on the agenda. Both the general public and institutional donors increasingly demand provision to be made for ensuring the efficient and transparent utilisation of funds in humanitarian programmes. Yet accountability should determine not only the upward relations between donors and relief agencies but also the relations between relief agencies and beneficiaries. Downward accountability is underrepresented in most humanitarian programmes. The institutionalisation of **complaint mechanisms** is therefore of increasing importance. These enable the members of the beneficiary group to give active feedback on the aid programmes. The participation of beneficiaries and other stakeholders in the planning and implementation phases should be of similar importance. In this context, terre des hommes has drawn up **guidelines and collected methods for child participation**¹³, which are also applied in the context of humanitarian aid.

(09) At the international level, the United Nations cluster system provides the framework for **coordinating humanitarian actors** to enhance accountability, predictability, response capacity and coordination. Initiated and led by UN-OCHA, the system supports coordination at global as well as field level. While the cluster approach integrates all major international actors and government stakeholders of the countries concerned, the involvement of local civil society actors remains insufficient despite the Grand Bargain.

Humanitarian Response Plans (HPR) and flash appeals complement the cluster system and describe the procedure for measuring the extent of disasters and improving strategic planning, resource mobilisation and joint control, as well as reporting and evaluation. The planning for the HPRs takes place annually in the period from September to December. They are presented in the Global Humanitarian Overview. Flash appeals are usually created in case of sudden disasters to identify needs.

¹² Generally, this means providing **humanitarian assistance** in response to a disaster, which is followed by **reconstruction** and **transition assistance** as stability increases and paves the way for long-term development cooperation, which can include **human rights and peace work** where appropriate.

¹³ <https://www.tdh.de/was-wir-tun/arbeitsfelder/kinderrechte/meldungen/manual-on-childrens-participation/>

II. Institutional framework for humanitarian assistance at terre des hommes

(10) terre des hommes Germany's work in the field of humanitarian assistance is based on its statutes, guiding principles and positions concerning development policy. terre des hommes supports viable and fair development. This includes the autonomous development of the individual and communities. Basic conditions are political participation, as well as the fair distribution of and access to resources. The political and cultural background of all those concerned and their right to make their own choices must be respected. Protecting children and youth takes priority in terre des hommes' humanitarian assistance, as well. Our aim is to support children and young people on their way to becoming active stakeholders in processes. To this end, safe spaces must be created for them, enabling them to grow up in a protected and supportive environment and giving space for action (maker spaces).¹⁴ Ideally, members of the beneficiary groups - particularly children and youth - should receive training and take responsibility for planning, organising and implementing programmes.

(11) Humanitarian assistance is coordinated by our Programmes division. It complements terre des hommes' development policy-related cooperation with its partners whenever disasters or crises require a response. This means that humanitarian assistance is another important element of terre des hommes' overall development-related strategy.

(12) All terre des hommes project regions (South Asia, Southeast Asia, Central and South America and Southern, West and East Africa, MENA region) are affected by frequent seasonal natural disasters such as monsoon rains and cyclones, long-term natural disasters such as drought, as well as armed conflicts and refugee movements.

The most important project themes are related to initial emergency relief, refugee relief, the reconstruction of houses and social infrastructure, livelihood support including distribution of agricultural inputs and income-generating activities. The work focuses on child protection, psycho-social support and education (see 23). Furthermore, projects on disaster risk reduction are carried out in order to increase the resilience of communities.

(13) Moreover, terre des hommes is active in the context of crisis regions and forgotten crises,¹⁵ where children are severely affected and their vulnerability is greatly increased. Above all, multiple traumatisation and the lack of perspective for children and adolescents and their families can place a heavy burden on them and manifest themselves in their behaviour. In addition, they are at greater risk of becoming victims of exploitation, maltreatment and abuse. terre des hommes has set clear thematic priorities through its modular conception and approach (see 23). Within this framework, terre des hommes can draw on existing expertise and network structures through its many years of partner-based and localised work in the field of children's rights and child protection, thus contributing to long-term structural development even in difficult contexts.

¹⁴ Compare terre des hommes' concept of »space«.

¹⁵ According to the EU's Forgotten Crisis Assessment 2019, terre des hommes is active in 10 of 24 identified contexts of forgotten crises, including 6 country contexts with an FCA index of +10.

(14) In the light of the increasing challenges facing the humanitarian sector, coordination and cooperation between the various actors is essential in order to align activities. Since 2002, terre des hommes has been a member of the German Foreign Office's Coordination Committee for Humanitarian Aid. In addition, terre des hommes is a founding member of the development assistance alliance »Bündnis Entwicklung Hilft« (2005). The special feature of this alliance is its emphasis on the interaction between humanitarian aid and development cooperation as well as the rich experience of its member organisations in both areas. In addition, all members have many years of experience in working with local partner organisations.

In the framework of its activities of humanitarian assistance terre des hommes is constantly improving its cooperation with existing partner networks as well as the Terre des Hommes International Federation (TDHIF), umbrella organisations (VENRO, ICVA) and like-minded (I)NGOs.

Policy decisions on humanitarian assistance by authorised terre des hommes decision-making bodies:

»In its project regions, or perhaps involving the international federation, Terre des hommes shall provide development-led emergency and disaster relief, in cooperation with its project partners.« **(Annual General Meeting, 2000)**

»terre des hommes is to be enabled to provide development-related emergency and disaster relief in the project regions in cooperation with its project partners. Such support can also be given by collaborating with the Terre des Hommes International Federation.« **(Resolution of the 2003 Delegates Conference)**

»Strategic Goal F: terre des hommes will develop the area of emergency relief and support, both conceptually and substantively, with particular concern for sustainability, prevention and risk reduction, and it will strengthen the connection with long-term development cooperation.« **(2006 Delegates Conference)**

»Goal 2: Spaces free from violence and exploitation - children and young people can assert themselves and have safe, reliable and sustainable living spaces in which they are free from exploitation and violence. [...]. We support our partners, children and youth in implementing strategies to strengthen their resilience and peace education.« **(2013 Delegates Conference)**.

»Strategic goal: Improving psychosocial and educational services for forcibly displaced children and adolescents: By 2023, terre des hommes and partners will have developed, implemented and multiplied measures to improve the quality of mental health, as well as psychosocial and educational support services, meeting the special needs of forcibly displaced children and aiming at creating life opportunities.« **(2018 Delegates Conference)**.

III. Guiding principles of humanitarian assistance at terre des hommes

(15) The humanitarian principles

The humanitarian imperative (impartiality, neutrality, independence) and humanitarian international law constitute the normative basis of humanitarian assistance especially emergency relief and reconstruction. terre des hommes agrees to the humanitarian principles through its signature of the Code of Conduct of the Red Cross and Red Crescent Society and adheres to the Twelve Basic Rules of Humanitarian Assistance Abroad adopted by the Humanitarian Aid Coordinating Committee of the Federal Foreign Office, as well to as the principles of the European Consensus on Humanitarian Aid.

(16) Meeting international standards

terre des hommes and its partners always seek to meet internationally recognised standards. Particular references are the Code of Conduct of the Red Cross and Red Crescent Society, the Twelve Basic Rules of Humanitarian Assistance Abroad of the Federal Foreign Office, the European Consensus on Humanitarian Aid, the Humanitarian Charter and Minimum Standards of the Sphere project, Child Protection Minimum Standards, the Keeping Children Safe standards for internal child safeguarding, and principles for the participation of target groups, especially children and young people.¹⁶

At the same time, issues such as sustainability, development-oriented emergency and transitional aid (nexus), and disaster prevention play an integral part in the process of implementing terre des hommes' humanitarian aid projects.

(17) Working principles

The following principles form the basic foundation of terre des hommes' project work within the scope of humanitarian assistance.

- Asserting the right of those caught up in emergency situations to receive humanitarian assistance, through lobbying and advocacy, and underpinning it by tangible support.
- Taking into account the political, social and cultural context of crises.
- Focusing on strengthening the resilience of those affected (they are not victims, but survivors).
- Reducing the vulnerability of at-risk populations.
- Strengthening the local civil society, its networks and local economies and making it part of the process.
- Building on existing capacities to deal with crises and disasters, which are generally underestimated.
- Guaranteeing the right to self-reliance of those affected.
- Avoiding the tendency to reduce the role of beneficiaries to that of mere recipients of aid, thus creating paralysis and dependence.

¹⁶ Terre des hommes Germany contributed to consultation processes within the framework of the International Federation terre des hommes on the Sphere Handbook in the field of child protection and participated in drafting the Minimum standards for Child Protection in Humanitarian Action.

- Guaranteeing the appropriateness and quality of humanitarian aid by the participation of those hit by the disaster.
- Pursuing sustainable long-term development goals in the necessary combination of disaster prevention, emergency relief and development cooperation.
- Aiming emergency relief and reconstruction efforts not only at restoring the initial situation, and also designing them to deal with existing inequalities and the search for solutions (»building back better«).
- Paying particular attention to the special needs of children in emergencies in compliance with the Convention on the Rights of the Child (CRC).
- Striving for gender-sensitive responses in emergencies, considering the vulnerability and special needs and rights of women and girls in the aftermath of disasters.

(18) Partner-based humanitarian assistance/localisation

Cooperation with organisations from local civil society represents the fundamental element of terre des hommes work in both development cooperation and humanitarian assistance. terre des hommes distinguishes itself from many other humanitarian organisations through its direct contact with local partners, its mostly long-term presence in the majority of regions and the resultant knowledge of social, cultural and economic conditions and access to civil society networks. terre des hommes pursues an integrated approach to development-oriented cooperation with the aim of **continuously increasing the capacity** of local structures and promoting local first responders.¹⁷ Its project partners have very strong process-related expertise.¹⁸ Within the context of its activities, terre des hommes strives for an exchange and dialogue at eye level with actors of local civil society. It encourages local organisations and initiatives to develop their organisational, methodological and thematic abilities and skills. They are not meant to rely exclusively on external models and approaches.

An essential element of **localisation** at terre des hommes is the long-term partnerships that exist with local organisations. These enable an intensive development of trust and a common strategic orientation to arise - independently of project cycles and project funding - through regular national and regional partner meetings, continental partner platforms and international delegates conferences within the terre des hommes codecision model.¹⁹

(19) Rights-based approach

»The core of a rights-based approach is to enhance the rights, dignity and resource base of vulnerable communities or sections of vulnerable people so that these become secure and permanent, and make the communities/groups and their future less dependent on external support.«²⁰

At its core, humanitarian assistance at terre des hommes is governed by the humanitarian imperative. Those affected have a right to assistance based on their needs. The foundation is the Code of Conduct of the Red Cross and Red Crescent Society. It is complemented by the Sphere Project's Humanitarian Charter emphasising the right to life with dignity. terre des

¹⁷ This refers to local actors who are resident on site and who can provide humanitarian aid in the event of a disaster.

¹⁸ This term refers to partners' expertise in participation of communities, gender mainstreaming, consideration of marginalised groups and minorities and the sustainability of their activities due to constant presence in the project area (see 25)

¹⁹ See also terre des hommes' framework paper on localisation

²⁰ tdh/TISS (2005): UGAM: International Workshop on Rights of Children in Disaster Situations, Mumbai

hommes and its partners follow those basic principles during their activities of immediate humanitarian assistance.

People are often denied their rights both during and after emergencies. Mid- and long-term humanitarian activities should follow a rights-based approach in order to empower target groups to claim their rights through their own capacities and initiative. Advocacy can represent an appropriate accompaniment to a rights-based approach to emergencies. The key is to raise awareness amongst people of their rights during emergencies and in general. In addition, the participation and empowerment of communities enables them to secure their rights and claim activities/services from their respective government as well as from international actors. This approach conceives of people not merely as helpless victims but as people claiming their legal entitlements. This makes it much more likely to ensure the sustainability of interventions in the long-term.

(20) Child-centred community approach

As a child rights and aid organisation, terre des hommes has the best interests of children at heart. The needs and rights of children govern its project activities including in humanitarian assistance. According to the CRC, children need to be considered holistically. In the context of an emergency, this involves not only providing for their immediate survival needs, but dealing with children as members of society able to express their opinions, participate in decision-making processes and act as partners in the process of social change and democratisation. Depending on their age, children and youth should be able to play an active role in the aftermath of disaster both in the context of emergency aid, the reconstruction process and disaster preparedness. Therefore, terre des hommes views children not only as beneficiaries, whose basic survival and protection needs must be secured, but also as actors and, according to the Convention on the Rights of the Child, as right-holders. This approach focuses on children as actors with their own rights, and considers them in the context of their community. The same applies to the relevant communities, which should be involved in project planning and implementation as far as possible and appropriate to the respective context.

(21) Transparency and accountability

terre des hommes is obliged to verify the transparent and efficient use of donations and institutional funds. Accountability for the transparent use of donations towards the public and institutional donors takes place within the framework of quality management (project management, reporting and evaluation). It is therefore part of terre des hommes' daily work.

However, the accountability obligation applies not only to donors, but also to the people with whom and for whom we work. Through terre des hommes' partner- and right-based approach, accountability is also integrated into the programme design and project implementation at the lower levels. This includes informing and involving target groups in project planning and implementation, as well as reviewing project activities following objections by groups using complaints mechanisms. In addition to formal mechanisms, establishing trust and maintaining a constant open dialogue with the groups through various forms of participation constitute the essential basis of accountability at terre des hommes and its partner organisations.

IV. Context and fields of action of humanitarian assistance at terre des hommes

(22) Humanitarian assistance in the context of armed conflict and forgotten crises

More and more children affected by crises and disasters are living in fragile states or countries where armed conflicts prevail. This is also reflected in the refugee and migration movements of recent years. Countries are increasingly subject to long-lasting crises and civil wars often accompanied by an extensive dissolution of government structures (failed states) and a substantial weakening of civil society. These are countries requiring long-term humanitarian aid, reconstruction and development-oriented policies at the same time. As for humanitarian assistance in the context of armed conflict and failed states, terre des hommes will analyse the situation on a case-by-case basis in order to find a strategy for dealing with potential crisis situations in and outside its project regions in accordance with its capacities, expertise and resources.

(23) Focus on thematic areas

In the light of the developments of recent years, especially in regard to the increasing number of internally displaced persons (IDPs) and increasing refugee and migration movements, terre des hommes has further developed its expertise and core competences in the field of humanitarian assistance, and has focused on certain thematic areas. The four core areas comprise:

1. Mental health (MHPSS - Mental Health and Psychosocial Care)
2. Child protection
3. Education
4. Civil society and structural development

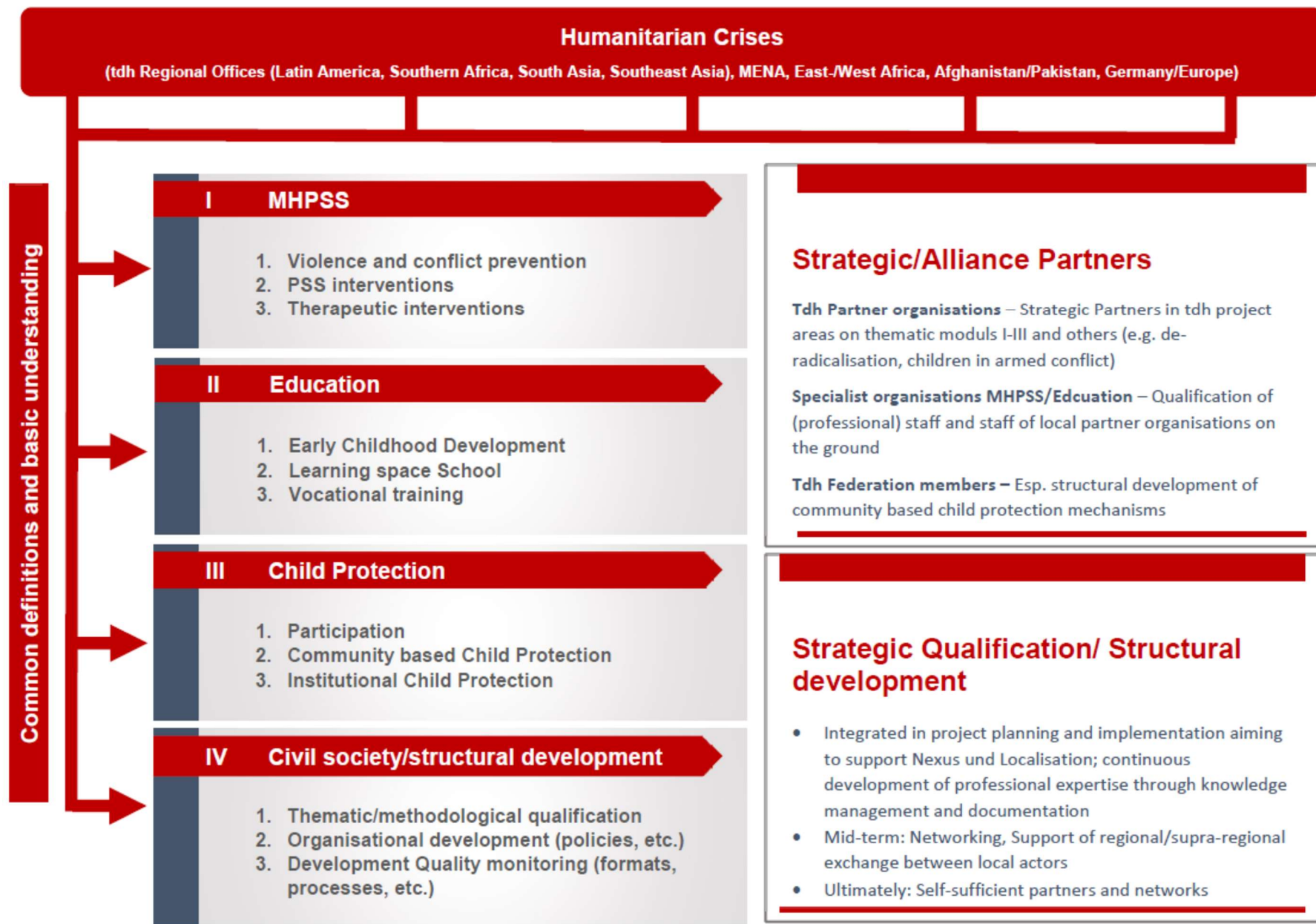
Specific sub-themes were identified in each area.²¹

1. **Mental health** ⇒ (1) violence and conflict prevention, (2) psychosocial interventions, (3) trauma therapy/therapeutic interventions
2. **Child protection** ⇒ (1) participation of children, (2) community-based child protection, (3) institutional child safeguarding
3. **Education** ⇒ (1) early childhood development, (2) school as a place of learning, (3) vocational training
4. **Civil society structural development** ⇒ (1) thematic/methodological training, (2) organisational development, (3) quality structure development

In all these areas, forms of child participation (consultative, collaborative, child-led) are implemented as far as the intervention permits. Methodologically, the participation of children is based on well-established working approaches of the partner organisations supported by the terre des hommes Principles of Child Participation²² and international standards.

²¹ See also concept paper Flight and Migration and framework paper Localisation

²² Manual/Practical Toolkit on Child Participation: <https://www.terre-des-hommes.de/was-wir-tun/arbeitsfelder/kinderrechte/meldungen/manual-on-childrens-participation/>



The thematic priorities are supplemented by the structural development component, with the aim of strengthening civil society actors in crisis contexts and establishing capacities for humanitarian aid, transitional aid and development cooperation. This is done in close cooperation with international and local strategic partners and allies.

In addition, depending on the context and expertise of the project partners, humanitarian needs are covered in other areas of emergency relief and reconstruction, such as temporary food aid, medical care, the construction of emergency shelters or the improvement of livelihoods.

(24) Regional spread and its limits

In the course of regional expansion or activity in countries without a long-standing partner network and their own structures, terre des hommes Germany relies on existing network structures and alliances in order to play an on-going role in the field of humanitarian aid and to influence international debates and developments. terre des hommes Germany cooperates with German specialised organisations, member organisations within the Terre des Hommes International Federation (TDHIF), like-minded German organisations, as well as local partner organisations and network alliances. Learning from each other and exchanging experience is given high priority in such cooperation. When cooperating with partners and working in alliances, terre des hommes Germany should, however:

- limit its work to those regions/countries with which terre des hommes and alliance and strategic partners have sufficient experience either through long-term cooperation or designated expertise in the field of humanitarian assistance.
- work with local civil society partners in the field or through members of the TDHIF present in the affected region.
- benefit from existing knowledge about the political, social and economic context and orient the joint work accordingly.

At terre des hommes, humanitarian response in new countries/regions is subject to a coherent process of consideration and approval based on the existing *country criteria for humanitarian response*, the *plan of procedures for humanitarian assistance* and general requirements. Proper transition strategies to development cooperation are to be devised in case countries are taken over into the general project/country portfolio in the long term.

(25) Knowledge and skill development

In addition to continual impact monitoring, terre des hommes ensures the quality of its work through cooperation with **strategic partners**. This offers the opportunity to document **best practices and lessons learned** in a joint and targeted manner and to further develop or adapt methodological approaches. This would support advisory services through terre des hommes staff or external consultants to existing and potential partners for humanitarian assistance in the region, especially if the latter have already acquired some hands-on experience in the field of humanitarian assistance. Quality needs to be ensured on different levels:

- method-related quality (methods for planning, monitoring and assessment)
- process-related quality (participation, gender mainstreaming, sustainability)
- content-related and technical quality (technical standards).

In certain situations, it may be necessary to send external experts to the affected region to support local staff and/or project partners in the field. If necessary, external experts should support the process and help to develop local skills in dealing with crises and disasters. They should preferably come from the project regions. Nevertheless, there has to be a guarantee that the skills and expertise of local civil society and communities are utilised, integrated and developed as much as possible.

(26) Financial resources

terre des hommes has diversified the financial resources for humanitarian assistance. Its current major sources of funding for humanitarian assistance are private and corporate donations, grants from foundations and institutional funds through the German Foreign Ministry (AA) or the Federal Ministry of Economic Cooperation and Development. The aim is to ensure the transition from humanitarian aid to development cooperation through our own resources and the subsequent use of institutional funds. In this way, the Humanitarian Development Peace Nexus can be covered and long-term structural changes can be initiated in order to build up the resilience of people (micro level), community structures and local civil society (meso level), and institutions (macro level). Other potential funding sources are EU budget lines for humanitarian assistance (ECHO) and disaster preparedness (DIPECHO) and institutional donors such as the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU). Diversification of funds also includes assessing possibilities to access funding at the regional or local level e.g. through UN Pooled Funds or the EU. In this case, it is necessary to support local actors in gaining access.

Besides the need for diversification, donor requirements are rising with regard to professionalism, quality and administrative effort. Therefore, a constant improvement of project quality and accountability is necessary.

At the same time, structures and modes of funding by donors in the field of humanitarian assistance remain unclear, especially in the transition from immediate relief and rehabilitation to long-term development (LRRD) and disaster risk reduction (DRR). Funding for regionally restricted small-scale disasters without significant media attention tends to be largely neglected by all major donors.

V. Key instruments and measures

(27) terre des hommes will continue to institutionalise and upgrade its modular approach. To this end, strategic partnerships will be established on an ongoing basis and technical expertise in humanitarian assistance and transitional aid will be created locally.

(1) terre des hommes continually improves its thematic modules MHPSS, child protection, education and structural development, and develops and updates existing principles.

(2) Local, national and international strategic partnerships are constantly kept up, and new ones agreed, in order to implement and strategically upgrade the modules.

(3) terre des hommes continues to develop the module indicators for improved impact measurement, supporting them with specialist studies on evidence-based implementation and advocacy.

(28) terre des hommes provides strategic, systemic training in humanitarian assistance for its staff in the regional offices, in particular for its Emergency Response Coordinators (ERCs), and also for partner organisations. This includes the allocation of respective resources to the regional offices (including outside emergency situations) based on identified needs and issues, and working with strategic partners in the core thematic areas of education, mental health and child protection.

In this context, external consultants, strategic partners and Emergency Response Coordinators act as multipliers for project partners and thus contribute to raising the quality of the projects. At the same time, the aim is to place greater emphasis on the expertise of the partner organisations and to promote professional exchange between local and international civil society actors and the implementation of local innovations and approaches.

(29) terre des hommes will develop regional emergency strategies that may include the formation of regional emergency teams/units consisting of selected (leading) strategic partner organisations. Under the guidance of the ERCs, these teams can jointly carry out needs assessments according to their specific knowledge. Inexperienced partners could be involved in joint analyses for learning purposes or supported in monitoring and implementation by experienced partner organisations.

(30) terre des hommes ensures quality management in the field of emergency and transitional aid as well as disaster prevention through support of its regional offices and partners, taking into account international standards (see Annex). It guarantees that the regional staff and project partners of terre des hommes are informed about and adhere to international humanitarian standards and principles, and become actively involved in existing local coordination mechanisms.

(31) terre des hommes ensures the implementation of performance- and result-oriented project checks and evaluations (MEAL - Monitoring, Evaluation, Accountability, Learning) for the systematic analysis of its results and experiences in the field of partner cooperation by providing appropriate resources through project financing.

(32) terre des hommes pursues a child-centred approach. The specific situation and needs of children and young people affected by disasters and conflicts are of primary importance. Child protection, children's rights and child participation are therefore key elements of terre des hommes' activities. To this end, terre des hommes has developed comprehensive principles and models in order to perceive children not only as pure aid recipients, but to strengthen their role as active actors.

(33) terre des hommes continues to ensure downward accountability towards beneficiaries and community-driven approaches through its project partners. This includes sharing information about the project budget with the communities, constantly informing and including them in project planning and implementation, and reviewing project activities in the event of community complaints - through complaint mechanisms as well as long-term trust building and dialogue-based empowerment of target groups.

(34) terre des hommes will expand its cooperation with institutional donors in the field of emergency and transitional assistance, as well as disaster preparedness, in order to provide coherent and strategic humanitarian assistance. This should ensure a transition from humanitarian assistance to transitional structural assistance to longer-term development cooperation with the aim of supporting sustainable civil society and institutional structures (localisation, nexus).

(35) terre des hommes will review the implementation of this framework paper after at least three years, revising and updating it, as appropriate.

ANNEX: International Principles/Standards in humanitarian assistance

Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Response Programmes²³

1. The humanitarian imperative comes first.
2. Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.
3. Aid will not be used to further a particular political or religious standpoint.
4. We shall endeavour not to act as instruments of government foreign policy.
5. We shall respect culture and custom.
6. We shall attempt to build disaster response on local capacities.
7. Ways shall be found to involve programme beneficiaries in the management of relief aid.
8. Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
9. We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.
10. In our information, publicity and advertising activities, we shall recognise disaster victims as dignified human beings, not hopeless objects.

The Twelve Basic Rules of Humanitarian Aid Abroad²⁴

The relief agencies and Federal Ministries represented on the Humanitarian Aid Coordination Committee agreed on »Twelve Basic Rules of Humanitarian Aid Abroad« for their cooperation.

1. People suffer hardship through disasters, wars and crises, which they are not able to deal with themselves. Reducing the hardship of these people is the objective of humanitarian aid.
2. All people have the right to humanitarian aid and humanitarian protection, just as they have the right to receive humanitarian aid and be granted humanitarian protection.
3. Aid and protection are granted regardless of origin, religion, nationality, political conviction or any other distinguishing characteristics. Humanitarian aid must not be granted on either political or religious beliefs nor may it promote them. The only criterion in considering priorities when providing assistance is the need of the people.
4. The organisations and state institutions involved in providing aid act in accordance with their own guidelines and implementation strategies.
5. They respect people's dignity when providing their assistance and ensure highest standards of integrity. This includes the explicit prohibition of exploitation, abuse and any other forms of discrimination by its employees.
6. They respect the laws and customs of the countries in which they are deployed. Insofar as there are conflicts with provisions of the host country when seeking to provide the best possible assistance, a settlement with regard to the aim of providing humanitarian aid should be borne in mind.
7. They will, as far as possible, support and work with each other when providing humanitarian aid.

²³ <http://www.ifrc.org/publicat/conduct/>

²⁴ http://www.auswaertiges-amt.de/EN/Aussenpolitik/HumanitaereHilfe/Grundregeln_node.html

8. The people providing aid commit themselves to be accountable both to the recipients of the aid as well as the people whose subsidies and donations they accept.
9. Humanitarian aid is primarily assistance for survival. This includes self-reliance and promotes reducing the vulnerability. Where necessary, it takes development needs into account.
10. The organisations and state institutions working on humanitarian aid involve local partners in their planning and implementation of measures from the outset.
11. The recipients of aid are also involved in the organisation and implementation of the measures.
12. Relief must be provided as required and should comply with local standards; a decisive factor for the selection and dispatch of relief must be solely the current emergency situation. In the procurement of relief goods, priority should be given to purchasing in the region affected by the emergency situation.

Sphere Humanitarian Charter and Minimum Standards in Humanitarian Response²⁵

Humanitarian Charter:

The Humanitarian Charter provides the ethical and legal backdrop to the Protection Principles, the Core Humanitarian Standards and the Minimum Standards

Beliefs:

The Humanitarian Charter expresses our shared conviction as humanitarian agencies that all people affected by disaster or conflict have the right to receive protection and assistance to ensure the basic conditions for life with dignity. We believe that the principles described in this Humanitarian Charter are universal, applying to all those affected by disaster or conflict, wherever they may be, and to all those who seek to assist them or provide for their security. These principles are reflected in international law, but derive their force ultimately from the fundamental moral principle of humanity: that all human beings are born free and equal in dignity and rights. Based on these principles we affirm the primacy of the humanitarian imperative

Role:

- We acknowledge that it is firstly through their own efforts, and through the support of community and local institutions, that the basic needs of people affected by disaster or conflict are met. We recognise the primary role and responsibility of the affected state to provide timely assistance to those affected, to ensure people's protection and security and to provide support for their recovery.
- As humanitarian agencies, we interpret our role in relation to the needs and capacities of affected populations and the responsibilities of their governments or controlling powers

Common principles, rights, duties:

- The right to life with dignity
- The right to receive humanitarian assistance (based on impartiality and non-discrimination)
- The right to protection and security

²⁵ <http://www.spherestandards.org>

Protection Principles:

- Principle 1 Enhance people's safety, dignity and rights and avoid exposing them to further harm
- Principle 2 Ensure people's access to impartial assistance, according to need and without discrimination
- Principle 3 Assist people to recover from physical and psychological effects of threatened or actual violence, coercion or deliberate deprivation
- Principle 4 Help people to claim their rights

Minimum Standards for Child Protection in Humanitarian Action - Child Protection Programming²⁶

The main purpose of the Minimum Standards is to:

- Establish common principles amongst those working in child protection, and to strengthen coordination between them
- Improve the quality of child protection programming
- Improve accountability within child protection work
- Further define the professional field of child protection
- Provide a synthesis of good practice and learning to date
- Enable better advocacy and communication on child protection risks, needs, and responses

The Minimum Standards for Child Protection in Humanitarian Action follow the structure of the Sphere standards. Each standard is accompanied by key actions, measurements (including indicators and targets), and guidance notes.

Child protection in emergencies includes specific activities by child protection actors, whether national or community-based, and/or by humanitarian staff supporting local capacities. It also includes activities in other humanitarian sectors. The Minimum Standards therefore contain 26 standards: (a) 6 general standards to address child protection needs, (b) 8 standards to ensure a quality child protection response, (c) 4 standards to develop adequate child protection strategies and (d) 8 standards to ensure mainstreaming of child protection in other sectors.

Keeping Children Safe in Emergencies - Child Safeguarding²⁷

As child rights organisation, terre des hommes Germany has committed itself to the enforcement of the UN Convention of the Rights of the Child. On an organisational level, the head office of terre des hommes Germany and all its regional offices rely for their work on child protection policies to guarantee the rights and safety of children.

The TDHIF is a member of »Keeping Children Safe« and therefore uses the following tools in order to ensure child safeguarding at an organisational level:

- ❖ Keeping Children Safe: A Toolkit for Child Protection²⁸
- ❖ Safeguarding children in emergencies - A pocket guide²⁹

²⁶ <http://cpwg.net/minimum-standards/>

²⁷ <http://www.keepingchildrensafe.org.uk/>

²⁸ Full document in different languages under: <http://www.keepingchildrensafe.org.uk/toolkit>

²⁹ Full document in English: <http://www.keepingchildrensafe.org.uk/emergencies-toolkit>

The latter refers to the emergency context by formulating six minimum standards:

- Standard 1:** Assessing the risks and developing child safeguarding measures (CSM)
- Standard 2:** Clear segregation of responsibilities among staff (detailed, understood and accepted).
- Standard 3:** Dissemination and understanding of the child safeguarding measures in place is ensured at all levels.
- Standard 4:** Safe recruitment processes are developed and implemented at all levels.
- Standard 5:** Mainstreaming of the CSM by all sectors in the organisation.
- Standard 6:** Monitoring and evaluation

The 10 Work Streams/commitments of the Grand Bargain³⁰

1. Greater transparency
2. More support and funding tools to local and national responders
3. Increase the use and coordination of cash-based programming
4. Reduce duplication and management costs with periodic functional reviews
5. Improve joint and impartial needs assessments
6. A participation revolution: include people receiving aid in making the decisions which affect their lives
7. Increase collaborative humanitarian multi-year planning and funding
8. Reduce the earmarking of donor contributions
9. Harmonise and simplify reporting requirements
10. Enhance engagement between humanitarian and development actors

Localisation Work Stream 2 - The 8-point Charter for Change³¹

1. Increase direct funding to national and local NGOs for humanitarian action
2. Reaffirm the Principles of Partnership
3. Increase transparency around resource transfers to national and local NGOs
4. Stop undermining local capacity
5. Emphasise the importance of national actors
6. Address subcontracting
7. Robust organisational support and capacity strengthening
8. Communication to the media and the public about partners

Sendai Framework for Disaster Risk Reduction 2015-2030³²

Priorities for action:

- Priority 1 Understanding disaster risk
- Priority 2 Strengthening disaster risk governance to manage disaster risk
- Priority 3 Investing in disaster risk reduction for resilience
- Priority 4 Enhancing disaster preparedness for effective response and to »Build Back Better« in recovery, rehabilitation and reconstruction.

³⁰ https://interagencystandingcommittee.org/system/files/grand_bargain_final_22_may_final-2_0.pdf,
<https://www.grandbargain4ngos.org/10-workstreams/>

³¹ <https://charter4change.files.wordpress.com/2019/06/charter4change-2019.pdf>

³² https://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf