



Federal Foreign Office



Federal Ministry
for Economic Cooperation
and Development

Guide

outlining the tasks
of the Federal Foreign Office and the
Federal Ministry for Economic Cooperation and Development (BMZ)
in the spheres of
humanitarian assistance as well as
recovery and rehabilitation

1. Introduction and goals

The interministerial agreement of 10 November 2011 between the Federal Foreign Office and the Federal Ministry for Economic Cooperation and Development (BMZ) entered into force on 23 May 2012 after the deliberations in the Bundestag had been concluded and the relevant decision been made by the Budget Committee. The tasks of the two ministries have been reorganized. The aim of this guide is to outline the division of tasks and responsibilities between the Federal Foreign Office and the BMZ and to provide orientation for the planning and implementation of projects in the spheres of humanitarian assistance as well as recovery and rehabilitation, both within the two ministries and for the implementing partners which carry out the individual projects. At the same time, the two ministries must remain flexible in order to ensure that existing instruments are as effective as possible. This guide is intended to provide implementing partners with orientation on which areas of responsibility lie with which ministry. Thus, it is in principle binding.

This guide is in line with agreements made between the Federal Foreign Office and the BMZ. However, it also reflects the outcome of the evaluation of German humanitarian assistance abroad completed in 2012. These results have been discussed with, among others, representatives of German NGOs and their associations. It was recognized that tasks cannot be divided solely on the basis of project duration, for example: Federal Foreign Office – early-stage and short-term measures; BMZ – later-stage and longer-term projects and programmes. The results of the evaluation have, among other things, shown that medium and longer-term measures can begin very soon after a crisis or disaster has occurred, indeed that in many cases they should, and – what is more – that Federal Foreign Office humanitarian assistance measures cannot always be classified as “short-term”.

This guide merely deals with cooperation between the Federal Foreign Office and the BMZ in implementing the interministerial agreement; the areas of responsibility of other ministries are not examined.

2. Humanitarian assistance

Now that the interministerial agreement between the Federal Foreign Office and the BMZ has been concluded, responsibility for the entire sphere of humanitarian assistance lies with the **Federal Foreign Office** (Division VN05). Humanitarian assistance is needs-oriented and geared to the humanitarian principles of humanity, neutrality, impartiality and independence. Humanitarian need is the key criterion for the provision of assistance.

Assistance encompasses:

- a) **Immediate emergency assistance** following natural disasters or political conflicts which have broken out suddenly, especially operations aimed at saving lives and providing basic supplies.

- b) **Ongoing emergency assistance** in longer-term crises, especially complex crises. (Medium-term emergency assistance in an ongoing situation is also subject to humanitarian principles and does not fall under development cooperation. First and foremost, it serves to uphold the chain of assistance until development cooperation measures have been put in place.)

- c) **Humanitarian transitional assistance** (rehabilitation, early recovery)
 - This is needs-oriented and either continues or complements immediate or ongoing emergency assistance. Ideally, it is followed by – not necessarily German – development cooperation. However, this is not a prerequisite for the granting of assistance.
 - In contexts where development cooperation is envisaged, the focus of the measure shifts towards development cooperation when strategic collaboration with the national government begins or measures are taken which are geared to the promotion of sustainability and/or the establishment of structures (dynamic – decreasing – relevance of humanitarian principles).

- d) Humanitarian **disaster reduction and risk management** on the basis of humanitarian principles and in the context of humanitarian immediate and ongoing emergency assistance as well as transitional assistance. **Preparedness** measures are intended to help minimize the impact of future crises and natural disasters, alleviate human suffering and reduce material damage.

- e) Humanitarian **mine and ordnance clearance** to alleviate the humanitarian, social, economic and ecological impact of landmines and explosive remnants of war. This mainly relates to clearance projects, as well as measures to provide victim assistance and physical and psychological care in the case of urgent humanitarian need.
- f) Measures aimed at **strengthening the international humanitarian assistance system**.

Indicators for humanitarian assistance include:

- Natural disasters and sweeping politically-induced changes with grave consequences for the welfare of the population.
- Fragile states in which there is no alternative to humanitarian assistance to ensure the survival of large sections of the population and in which other forms of assistance, for example cooperation, are not possible or only to a very limited extent.
- Strengthening humanitarian response capabilities.
- The application of **humanitarian principles** (neutrality, humanity, independence and impartiality) as the prerequisite for ensuring that – beyond any political goals – assistance needed to help people survive reaches them.
- Independent partners (as a rule, non-governmental) who are wholeheartedly committed to humanitarian principles.
- Measures mainly of short and medium-term duration.

3. Recovery and rehabilitation

The **BMZ** is responsible – outside the realm of humanitarian assistance – for recovery and rehabilitation. Recovery and rehabilitation is a development cooperation instrument and follows development cooperation principles, for which the BMZ is the lead ministry. Recovery and rehabilitation help strengthen the resilience of people and societies in developing countries, especially in fragile states and regions or in the event of crises and disasters.

This includes:

- a) **Disaster risk management**: the BMZ is responsible for disaster risk management within the context of development cooperation. Key measures include the disaster

resilient reconstruction of social and productive infrastructure, disaster prevention and disaster risk reduction, preparedness (including community-based disaster risk management measures) and adaptation to climate change. The promotion of measures is mainly focused on risk countries and post-disaster situations.

- b) Medium to long-term **food security** for people caught up in crises, disasters and conflicts. Development-oriented food aid encompasses medium to longer-term measures aimed at enhancing access to food, reducing under- and malnutrition, as well as kick-starting agricultural production. The BMZ is **responsible for food aid** and in this connection continues to have responsibility for cooperation with the UN World Food Programme (WFP). This has no bearing on the Federal Foreign Office's responsibility for contributions to food security in humanitarian emergencies.
- c) **Reintegration of refugees and internally displaced persons** in the context of crises, disasters and conflicts. Recovery and rehabilitation supports development-oriented reintegration measures. In some cases, reintegration can also mean moves to integrate refugees into the host society as well as measures for the local population in regions in those developing countries where refugees have found shelter.
- d) **Reconstruction** of basic social and economic infrastructure: in line with the Linking Relief, Rehabilitation and Development (LRRD) approach, recovery and rehabilitation measures are linked (wherever possible and sensible) to humanitarian assistance measures as well as development cooperation through the rehabilitation or stabilization of basic living conditions; regardless of whether they are to be provided by German, multi- or supranational or other bilateral donors.

Indicators for recovery and rehabilitation include:

- Duration of measures: 1 – 4 years.
- Financing of projects both with cash and commitment appropriations.

The BMZ will draw up a new strategy for recovery and rehabilitation, listing the goals, principles and measures, by late autumn 2012. In this connection, the funding guidelines for recovery and rehabilitation budget heading 687 20 will be revised.