



GUIDELINES FOR **SCOUTS** INVOLVED IN HUMANITARIAN ACTION



SCOUTS[®]
Creating a Better World

Youth Programme



SCOUTS[®]
Creating a Better World

© World Scout Bureau Inc.
Scouting Development
July 2017

World Scout Bureau
Global Support Centre
Kuala Lumpur

Suite 3, Level 17
Menara Sentral Vista
150 Jalan Sultan Abdul Samad
Brickfields
50470 Kuala Lumpur, MALAYSIA

Tel.: + 60 3 2276 9000
Fax: + 60 3 2276 9089

worldbureau@scout.org
scout.org

Reproduction is authorised to
National Scout Organizations and
Associations which are members of the
World Organization of the Scout Movement.
Credit for the source must be given.

GUIDELINES FOR **SCOUTS** INVOLVED IN HUMANITARIAN ACTION



“BE PREPARED... THE MEANING OF THE MOTTO IS THAT A SCOUT MUST PREPARE HIMSELF BY PREVIOUS THINKING OUT AND PRACTICING HOW TO ACT ON ANY ACCIDENT OR EMERGENCY SO THAT HE IS NEVER TAKEN BY SURPRISE.”

BADEN POWELL



These Guidelines are primarily addressed to National Scout Organisations and Associations (NSOs/NSAs). Considering the evident involvement of Scouts in humanitarian action around the world, it became necessary to reassess our role as an educational movement with the aim of producing leaders of positive change in society.

The World Scout Bureau has collected best practices in humanitarian action among NSOs/NSAs from our different Scout Regions, and in a dedicated workshop of the NSOs most involved in this issue. We share them in this document with the goal of guiding the actions of our Member Organisations in time of emergency.

To seek further support, share feedback, and ask questions related to humanitarian action, contact the World Scout Bureau at educationalmethods@Scout.org.

We are grateful for the contribution of NSOs/NSAs from the following countries, represented at the WOSM Global Workshop on Humanitarian Action held in Riyadh, Saudi Arabia in October 2016: Bosnia and Herzegovina, Congo (Democratic Republic), Dominican Republic, Greece, Iceland, Indonesia, Japan, Lebanon, Malaysia, Nepal, Philippines, Rwanda, Saudi Arabia, Sudan, Sweden, Tunisia, Turkey.

The WOSM Global Workshop on Humanitarian Action and the subsequent work have been made possible by the generous contribution of Alwaleed Philanthropies through its partnership with the World Scout Foundation.



"THE MISSION OF SCOUTING IS TO CONTRIBUTE TO THE EDUCATION OF YOUNG PEOPLE, THROUGH A VALUES SYSTEM BASED ON THE SCOUT PROMISE AND LAW, TO HELP BUILD A BETTER WORLD WHERE PEOPLE ARE SELF-FULFILLED AS INDIVIDUALS AND PLAY A CONSTRUCTIVE ROLE IN SOCIETY."

THE MISSION OF SCOUTING – WORLD ORGANIZATION OF THE SCOUT MOVEMENT CONSTITUTION

CONTENT

Introduction	6
Rationale for Scouting involvement in DRR	7
Prevention and Mitigation	10
Preparedness	12
Response	15
Recovery	20
Non-Formal Education in Emergencies	24
Developing partnerships	28
Cluster approach and coordination	30
References	33



Introduction

Since the Scout Movement started in 1907, Scouts were encouraged by Robert Baden Powell to do a good deed every day, and thus millions of Scouts throughout history have committed to help other people at all times. Scouting is not a humanitarian agency but humanitarian values are at the core of Scouting. Unlike international humanitarian workers, Scouts are not deployed after a disaster. They live in the communities affected by these disasters. They are often impacted with their families during disaster. As a result, they are often first on the scene and they stay after the cameras leave and keep contributing to their communities as leaders of positive change. The aim of the Scout programme therefore is to help move its members, and thus their communities from “victims” to “positive actors”, increase resilience and in the end, save lives and livelihoods.

Scouts and volunteers in general remain key stakeholders in disaster response as they often have the human resources and organisational skills to make a difference. The United Nations identifies disaster response as one of the leading areas in which volunteers can contribute to society and sustainable development. The Sendai Framework for Disaster Risk Reduction 2015-2030, a major agreement endorsed by the UN General Assembly in 2015 emphasises a clear role for community based organisations and young people. Children and young people are agents of change and should be supported in their efforts to contribute to disaster risk reduction and helped to gain the skills to do so.

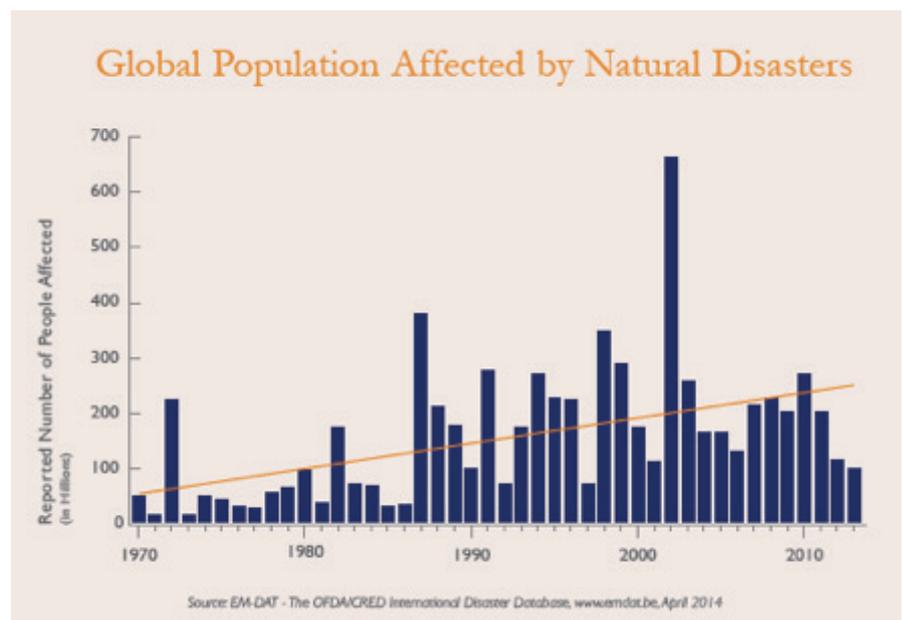
Our World is facing many challenges today. Global risks of natural and man-made disasters are more prevalent. More and more NSOs/NSAs are engaging in relief efforts at an institutional level following major disasters and humanitarian crises. Disaster Risk Reduction can be both an element of the Scouting’s educational programme and a tool for positive social impact.

As the world’s leading non formal educational youth movement, Scouting’s role is vital in helping millions of young people in vulnerable communities around the world by developing and reinforcing the leadership skills necessary to assist in time of emergency.

The rationale for Scouting’s involvement in Humanitarian Action

From the inception of the Scouting Movement, Scouts have been inspired to “leave this world a little better than you found it”. Scouts in disaster prone countries take this literally, responding to disasters, and preparing for every eventuality they see. Why? Because they are Scouts! So, at a local and national level, this has been the call for Scouts for over a hundred years. Many of the millions of hours of Messengers of Peace actions recorded on www.scout.org have been Scouts preparing for and responding to humanitarian crises of one kind or another.

But many of these actions have taken place in isolation, and therefore, in 2016, the WSB decided it was time to coordinate this action globally, and provide support to its members who face disasters alone. An initial analysis of a global survey showed that the majority of Scouts, if not all, are already involved in some kind of disaster risk reduction activity or humanitarian action – on a large or small scale.





© WBS Inc.



The Better World Framework is an initiative by WOSM to effectively enhance the opportunities and possibilities for young people to contribute to the positive development of their communities. The framework includes three pre-existing programmes:

The Scouts of the World Award (SWA)

In 2004, WOSM signed an agreement with the UN to contribute actively to the Millennium Development Goals campaign. The Scouts of the World Award (SWA) was created to encourage Scouts and non-Scouts to adopt the idea of "world citizenship". The award provides participants learning experiences to enable them to understand global issues and be involved in voluntary service to help solve such issues. The UN Sustainable Development Goals (SDGs) were introduced in 2015 in succession to the MDGs. The Scouts of World Award will continue to address the SDGs and other local and international developmental goals. The fields of action are development, peace and environment. Projects can address health, education, human rights, poverty eradication, peace, intercultural understanding, dialogue, climate change, etc.



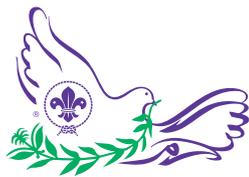
The World Scout Environment Badge

Connects young people and the natural world through action projects. It involves youth members exploring different environmental themes and then completing a service project. Examples of successful projects include a 'reduce, reuse, recycle' project, tree planting and raising awareness of pollution among young people in the local community.



The Messengers of Peace Initiative

Aims to provide a global platform for young people to combine the millions of local community actions they carry out – because they are Scouts – into a global whole which can show the overall impact of Scouts throughout the world. “Peace”, as defined by WOSM in this initiative encompasses everything which contributes to the harmony of a local community – and so Scouts have been inspired to take action in intercommunity dialogue, welcoming refugees, post earthquake or flood, in health emergencies such as Ebola – and simply in any disaster big or small, that they perceive in their community.



Messengers of Peace

Scouts the world over have been inspired, as “Messengers of Peace” to address local issues – which encompass all the key areas of the SDGs - under a simple global call: make a difference in your community and contribute to world peace!

No other movement – youth or adult, has been able to demonstrate such a global impact – over 760,000,000 genuine service hours. Collectively these actions clearly demonstrate that for real Scouts, addressing humanitarian needs is a priority. Because that is what they do!



Disasters and development

Through education, Scouting influences positively the development of the individual who subsequently plays a constructive role in society and contributes to development. Disasters impede human development. Gains in development are inextricably linked to the level of exposure to disaster risk within a community. On the other hand, development decreases the risks of disasters. That highlights the need for an integrated approach of disaster risk reduction.

While there is no doubt that emergency assistance and response will remain necessary, much greater investments need to be made to reduce the risk of social and economic hazards impacting vulnerable communities. Successful disaster risk reduction depends on its integration with sustainable development. In fact, the activities we undertake for development and those linked to disaster risk reduction are very similar. The empowerment of young people to become leaders of positive change and successful sustainable development efforts, will greatly reduce the risks of disasters.

Disaster preparedness and response are not solely the work of experts and emergency responders from humanitarian organisations. Local volunteers, citizens, organisations and businesses have an active and important role to play. Community-based disaster preparedness happens in communities the world over – farmers build flood protection, families build up stores of food in case of disasters, older neighbours and family members are taken care of by younger, more active community members. Making this natural response stronger and more effective is important. But the first step is to ensure that we realise we are building on an existing in-built resilience of a community, of which our Scouts are a key element.



Any National or WOSM strategy addressing humanitarian action must be a process that seeks to strengthen a wide range of locally appropriate and locally "owned" strategies for disaster preparedness and risk reduction. Most importantly, it must help local Scout groups to implement their version of this strategy in their local context.

We must remember that local community members - including the local Scouts - in disaster-stricken areas are the first to respond. They are instinctively involved in search and rescue activities as well as in providing emergency relief to their families, friends and neighbours. They often do not have a choice as external specialised resources take time to reach the affected area. Therefore, it is a sound strategy to improve the resources, skills and knowledge of these "spontaneous" responders; to provide them with education, training and equipment for preparedness measures, basic rescue and first aid.

Scouting's involvement in personal and sustainable development, and each individual Scout's skills and basic training place them in a unique position to bring a valuable contribution to disaster risk reduction within the framework of Scouting's mission, in any phase of the disaster management cycle.

Mitigation

Disaster happens when a vulnerable population is exposed to a hazard and doesn't have the capacity to cope with the impact.

Disaster = Hazard * Vulnerability / Coping capacity

Prevention aims to completely avoid potential adverse effects by acting in advance. That is not always possible and often the measures result in the mitigation of losses. Mitigation will depend on the incorporation of appropriate measures in national and regional development planning. Its effectiveness will also depend on the availability of information on hazards, emergency risks, and the effective communication of countermeasures to be taken.

Prevention and mitigation activities offer excellent educational opportunities for Scouting. They are compatible with the Youth Programme and most activities can be safely implemented by all age groups. Several NSOs/NSAs already have related elements in their Youth Programme even if the focus is not on Disaster Risk Reduction.

We can do little or nothing to change the frequency or severity of most natural hazards. However, human interventions influence the risks. While such risks are unpredictable, Scouts can and do take actions! Public awareness campaigns, improved communication, community training and education, work in reforestation or environment clean-ups, helping to identify the more vulnerable members of the community are among familiar Scout activities that can be directed toward Disaster Risk Reduction through prevention and mitigation.

Scouts have regularly initiated and participated in the implementation of structural measures. Examples from different NSOs include reforestation that protects against soil erosion (Indonesia), floods and drought; dams or embankments that eliminate or lessen flood risks (Philippines), and strengthening of public buildings and private homes in earthquake prone regions (Nepal).

The Food for Life programme is an example of long-term action that enables Scouts and families in Africa to grow additional or sufficient food to feed themselves, thereby freeing income for other purposes! It aims at breaking the cycle of poverty, a fundamental cause of vulnerability.

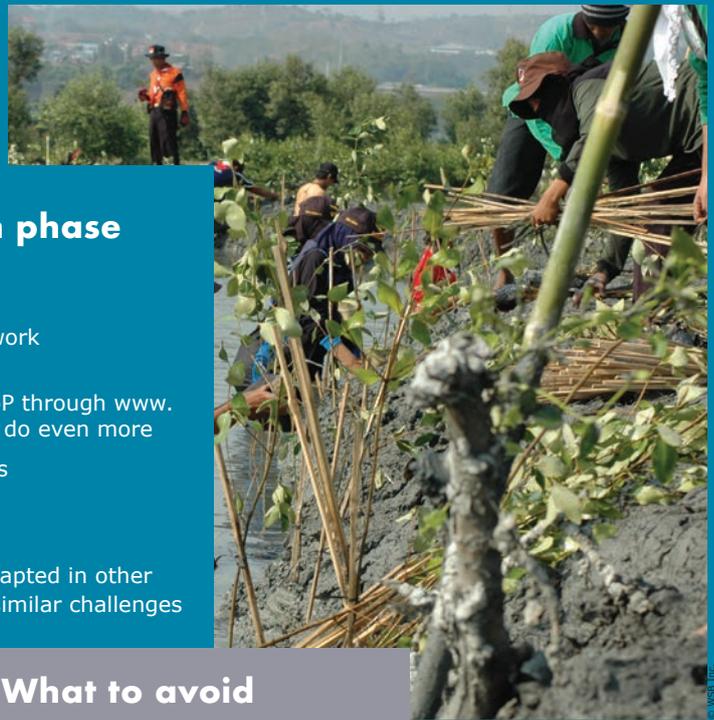
The Ticket to life programme helps to build resilience of street kids – some of the most vulnerable to any disaster – through an excellent resilience programme built into the scout programme they follow – I am a person of value, I have people around me who can help and I can change my life – these words become a mantra for helping these vulnerable young people become more resilient to daily disasters and even larger ones when they occur.

In a long-term strategy, it is also important to address sociocultural differences and economic inequalities. Misunderstanding between social groups, human rights violation and the inability to meet basic human needs are major factors of vulnerability. They also adversely impact the capacity of communities to respond to disasters and may lead to conflicts. In the absence of political will to address those issues, dialogue between citizens may help overcome cultural and religious differences and mitigate the adverse effect of social tensions. That is a major component of mitigation. In the Great Lakes Region of Africa, Scouts have been the catalyst of such dialogue through their peace education programme reaching across the borders of Rwanda, Burundi and the Democratic Republic of Congo.

The end goal of mitigation is to reduce vulnerability and build resilience of our local communities since we cannot prevent the occurrence and severity of natural hazards.

Examples of actions in the mitigation phase

- Promote humanitarian related activities in the Youth Programme through speciality badges and awards
- Implement programmes within the Better World framework and work toward the Sustainable Development Goals
- Encouraging local groups to report their activities as MoP through www.scout.org to inspire their peers throughout the world to do even more
- Run DRR awareness campaigns in the local communities
- Adopt a community-based approach in reducing specific risks identified in the community
- Identify successful small scale projects which can be adapted in other regions of the same country or in other countries with similar challenges



What to avoid

- Complacency in front of known risks that could affect your family, local unit or your community

Preparedness

During the preparedness phase, governments, organisations, and individuals develop plans to save lives, minimise disaster damage, and enhance disaster response operations. Preparedness measures include family preparedness plans, community emergency exercises, rehearsals, warning systems, establishment of local emergency communications systems, evacuations plans and training in schools for example, resource inventories, setting up mutual aid agreements with other groups and institutions; and helping with public information and education.

During that phase, organisations and communities reinforce their technical and managerial capacity. Disaster preparedness planning involves identifying organisational resources, determining roles and responsibilities and developing policies and procedures. Normally local and national government agencies, specialised non-governmental organisations have the lead roles in this work. But Scouts, as a well disciplined and motivated group within the community have shown in a number of countries that they can work with the general public to help them access and make use of vital information.

Part of a disaster preparedness plan is the education of those who may be threatened by a disaster, that includes Scouts. The aim of public awareness and education programmes is to promote an informed, alert and self-reliant community. Each NSO should be prepared to deal with possible disasters at least to minimise losses in their own organisation. As Scouts, it is in our nature and duty to "be prepared". If every Scout family is prepared, this can help a whole community to respond effectively!

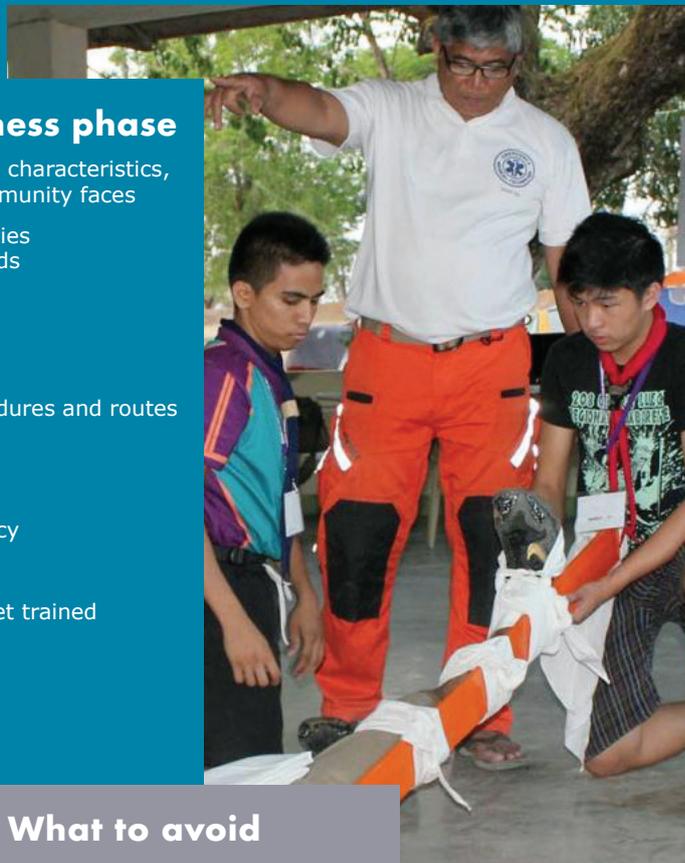
A very simple mapping exercise by every Scout group – identifying local hazards, location of more vulnerable members of the community, local resources and "safe areas" – can help the local authorities and specialised organisations with their planning.

Disaster preparedness is simply part of the core business of Scouting. The Youth Programme in most NSOs already includes some form of basic disaster preparedness skills, tailored to national circumstances and age groups. Many NSOs/NSAs have reinforced core skills such as leadership and communication and offer training on disaster preparedness to their volunteers, especially Rovers and unit leaders (e.g. Basic search & rescue training) with emphasis on personal and unit safety. NSOs/NSAs have helped local groups, in particularly vulnerable areas, develop emergency plan, including first aid and survival kits, as mandatory for unit activities and larger scale Scout activities as well as internal emergency plans for all offices, properties and staff.

Although Scouts should be part of the local community emergency plan, it must be clear that Scouts should have no role in the leadership of - disaster response coordination – that is a task for local government or other specialised organisations. It is easier to maximise impact by working with local partners and learning from their vast knowledge and experience.

Examples of actions in the preparedness phase

- Mapping of the local community and identification of the characteristics, frequency and potential severity of the hazards the community faces
- Identify the particular geographical areas and communities that are most susceptible and vulnerable to those hazards
- Assess the ability of those communities to cope with the effects of the hazards
- Share that information with appropriate partners
- Be aware and share information about evacuation procedures and routes
- Identify emergency shelters
- Identify emergency water sources
- Educate people about what to do in case of an emergency
- Disseminate this information to the public
- Partner with specialised search and rescue teams and get trained
- Preparations for storing or rapid acquisition of emergency relief supplies and equipment
- Take part in rehearsals and early warning systems



What to avoid

- Isolated approach to preparedness



Rehearsal Example:

Schools evacuation during Tsunami simulation exercise

Since the earthquake in Haiti in 2010, resulting in several thousand victims, material and structural damage, the Ministry of Interior, the National Risk and Disaster Management System, the Civil Protection Agency, with the support of the Scouts and other organisations, maintain a commitment to educate the general public to prevent and help citizens better prepare to protect themselves.

Scouts take part regularly in simulation exercises with multiple other actors. The city of Cap-Haitien hosted the SIMEX 2016, a life-size exercise simulating an earthquake followed by a tsunami that affect the great north and the city of Cap-Haitien in particular.

Scouts, along with local authorities, firefighters, the Haitian Red Cross, the administrative police, as well as more than twenty schools including kindergartens and local businesses were mobilised for this exercise.

A part of the city was closed to traffic during the day for the needs of the exercise and three evacuation routes were designed.

300 Scouts guided 3,700 pupils, offered first aid, participated in mock meetings with other volunteers, security personnel, evaluators and observers.





© WSB Inc.

Response

The aim of emergency response is to provide emergency services and immediate assistance to maintain life, improve health, ensure public safety and support the basic subsistence needs and the morale of the affected population. Such assistance may range from providing specific but limited aid, such as assisting refugees with transport, temporary shelter, and food, to establishing semi-permanent settlement in camps and other locations. It also may involve initial repairs to damaged infrastructure. The focus in the response phase is on meeting the basic short-term needs of the people until more permanent and sustainable solutions can be found.

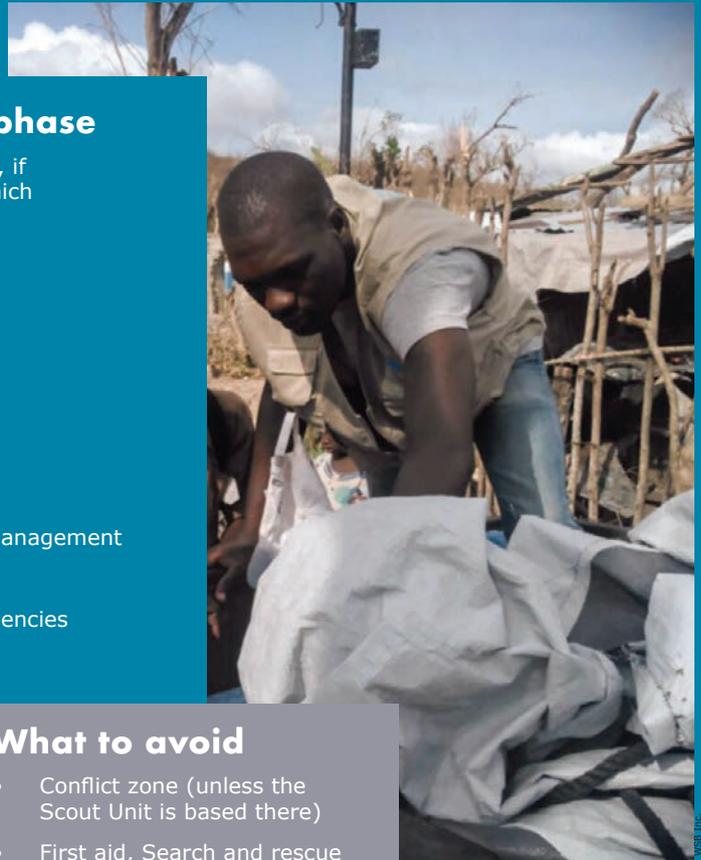
Humanitarian organisations are often strongly present in this phase. To be able to respond effectively, these agencies must have experienced leaders, trained personnel, adequate transport and logistic support. Many of those capacities are beyond the reach and mission of Scouting. However, Scouts can also be active in the response phase but NSOs/NSAs must be careful in what role they choose to play. Search and rescue operations are mainly the responsibility of organisations with the required expertise. In some countries, there are professionally trained Scout units which can take on the tasks of search and rescue. Although this can be an opportunity for career orientation in the Rover Branch, NSOs/NSAs should be aware of the inherent liabilities linked to such operations and should do everything possible to professionalise them and keep them separate from normal Scout activities.

Engaging in low risk activity such as relief, emergency communication, data collection, identification and child protection are appropriate alternatives for Scouts in that phase. The leaders should take the capability of the NSO into account and avoid conflict zones if possible.



Examples of actions in the response phase

- Search and rescue with proper training, or as necessary, if no other responder is available to the community (in which case the Scout unit needs to prepare in advance)
- First aid with proper training and, in emergency, if no other responder is available (again: training is key!)
- Cleaning and assistance to vulnerable families and community resources (schools and clinics)
- Child protection and identification
- Emergency communication
- Needs assessment and mapping of vulnerable people for other agencies to assist
- Displaced Persons camps - setting up and early stage management
- Fundraising and local collection of material assistance
- Water, sanitation and hygiene – distribution for other agencies
- Food and non-food items distribution for other agencies



What to avoid

- Conflict zone (unless the Scout Unit is based there)
- First aid, Search and rescue without proper training
- Large scale purchasing and warehousing – it's not our job!

Two cases of specialised units for Disaster Response

Iceland - Slysavarnafélagid Landsbjörg

In October 1999, the National Scout Organisation in Iceland, Skátarnir, joined forces with several other organisations to create a national rescue association : Slysavarnafélagid Landsbjörg. It is one of the largest volunteer organisations in Iceland with over 5,000 members. The volunteers are involved in prevention through community projects. The volunteers are properly trained and also offer search and rescue services at sea and on land, 24 hours a day all year long.

That is a model of independent specialised civil protection that replaced a Scout structure created in 1971 to offer assistance in emergencies. Slysavarnafélagid Landsbjörg is a sister organisation of the NSO and is very popular among Scouts older than 16 years. The NSO is active in prevention/mitigation through education, life skills and regular Scouting activities, creating responsible citizens and active members of their community. Once the young adults from Scouting start to choose a path, many of them turn to the rescue association. That model takes a lot of the burden off the NSO. However, the sister organisation is stronger in term of membership that can no longer be counted for the NSO.



© WSS, Inc.



Haiti – Scouts Emergency Cells

Since 2000 and particularly after the catastrophic earthquake in 2010, the Scouts of Haiti have been increasingly involved in Emergency Response. The frequency of their interventions and the expectations from the population made it necessary to adopt a more organised approach. They created the Scouts Emergency Cells to offer a more efficient response to the community and better protect the Scout responders.

The Scout Emergency Cells are groups of 20 to 50 Scouts over 18 years old who are trained in search and rescue, first aid, firefighting, satellite communication and psychosocial support. They have safety equipment and some emergency relief supplies in stock. Each of the 15 regions of the NSO has an active emergency cell that can be rapidly mobilised for an emergency happening in its region or another close locality. Besides more efficient emergency response, this model of specialised units within the Scout Organisation allows safer intervention by providing proper training and safety equipment to the Scouts. It also motivates the youth to join or stay in Scouting because of the pride and satisfaction that come with that kind of service.

However, without partnerships to provide the necessary professional expertise, continuing training for the Scout responders can be a challenge. The NSO will most likely not have dedicated financial resources to sustain training, equipment and emergency relief supplies in the long term. If considering this model, it is important to develop strong partnerships and plan for the long term.

Recovery

As the emergency is brought under control, the affected population naturally undertakes a growing number of activities aimed at restoring their lives and the infrastructure that supports them. There is no distinct point at which immediate relief changes into recovery and then into long-term sustainable development. There will be many opportunities during the recovery period to enhance prevention and increase preparedness, thus reducing vulnerability. Ideally, there should be a smooth transition from recovery to on-going development.

Recovery activities continue until all systems return to normal or better. Recovery measures, both short and long term, include returning vital life-support systems to minimum operating standards; temporary housing; public information; health and safety education; reconstruction; counselling programmes; and vulnerability/economic impact studies. Information resources and services include data collection related to rebuilding, and documentation of lessons learned.

This phase is a real opportunity for Scouts to support authorities and other agencies with social mobilisation and education – to provide the “boots on the ground” for them to reach into the community - increasing public awareness and engagement after a disaster and to bridge with educational programmes focusing on prevention and mitigation.

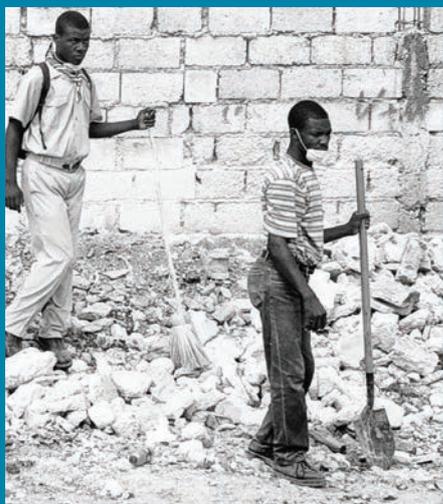
NSOs/NSAs that engage in recovery efforts should also have an exit strategy with disengagement rules according to local realities, or need to integrate the activities into their normal Youth Programme in the case of Scout units based in zones of cyclical disasters. This is also an excellent time to reach out to a larger audience and explore opportunities to grow Scouting. Internally, the NSO/NSA should take the time for evaluation and further planning.



© WSB, Inc.

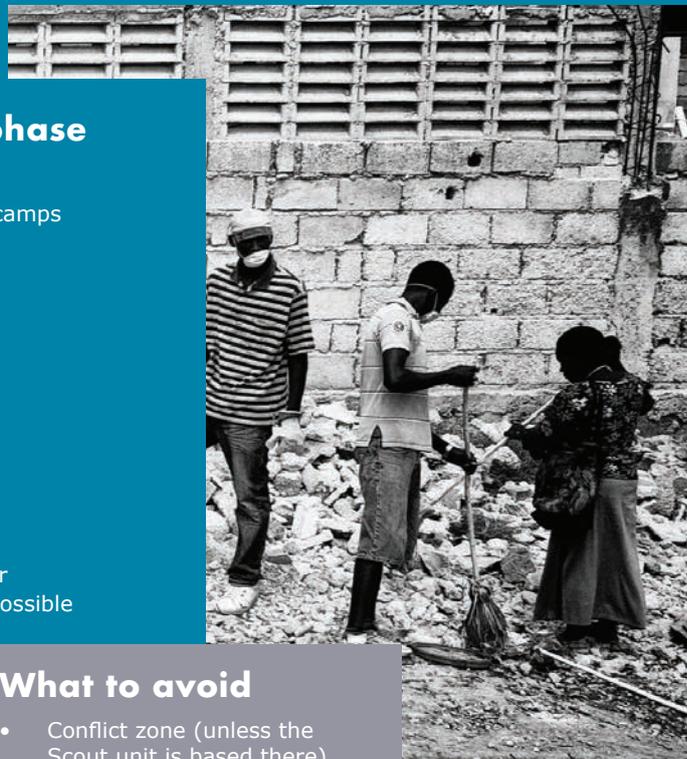
Examples of actions in the recovery phase

- Provide recreational facilities
- Provide a Scouting programme for young people in IDP camps
- Organise musical groups, dance groups, art festivals
- Organise sports competitions
- Organise group outings
- Organise Scout camps where IDP children are invited
- Helping to clean/rehabilitate community resources such as schools and clinics
- Helping local authorities to communicate with affected families about how school classes will be restored, and where temporary schools will be run
- Helping vulnerable families and individual to restore their livelihoods and clean homes ready for habitation where possible



What to avoid

- Conflict zone (unless the Scout unit is based there)
- Involvement without an exit strategy or long term plan to integrate the action into youth programmes



Japan - Play with Nature Camp in Tenpark, Iwate

On March 11, 2011, a major earthquake struck north-eastern Japan. Its epicenter was off coast of Miyagi and later it became known that its magnitude was 9 - the biggest earthquake that Japan has ever experienced in history. The Tsunami caused by the earthquake devastated Tohoku; a region facing the Pacific Ocean. Over 20,000 deaths occurred; and over 170,000 buildings were damaged or completely destroyed. The Fukushima nuclear power plant was hit by the tsunami. As a result, the nuclear reactor went out of control and a vast amount radioactive materials were emitted. The people who were living in the area were evacuated.

To encourage the children in the affected area of Iwate, a camp was organised by the organisations in Iwate prefecture for 4th to 6th grade elementary school students. The Scout Association of Japan: Iwate Council, the Girl Scouts of Japan, YMCA and other organisations provided staff and ran the programme that engaged the participants in various games and allowed them to relax their body and mind with the help of doctors and clinical psychologists who also attended the camp.



© WSS, Inc.



Philippines – Tacloban

Following the typhoon in 2014, scouts in Tacloban, having carried out some very effective relief actions, worked with the local education authorities to identify where school students had been evacuated, in some cases who was still alive, and to help their families understand where the schools were to reopen, and in which facilities some students were to be re-schooled.



SCOUTS FROM MAINLAND GREECE JOIN LOCAL SCOUTS ON CHIOS TO HELP REFUGEES AND MIGRANTS



Non-Formal Education and Scouting in Humanitarian Settings

Every year, close to 1 million new children have their education disrupted or miss out entirely on education due to humanitarian crises or disasters. During disasters or conflict, children are removed from their protective environment and are affected physically, psychologically, socially and intellectually. However, humanitarian relief often focuses on the provision of food, shelter, water, sanitation and health care. Education is often seen as part of longer-term development work rather than as a necessary response to emergencies. Fortunately, that view is changing and immediate efforts are now made to restore normality to the lives of children and fulfil their right to education after a disaster.

It can take months, sometime years to reinstate formal education after a disaster. Non-formal education, requires less resources and can be quickly established. Scout leaders' expertise can be very valuable for implementing recreational and non-formal education activities after a disaster. This is an area where NSOs should show leadership and cooperate with other stakeholders of the education sector – beginning with the local education authorities, and, where necessary, with foreign NGOs or international organisations if they work in the area. Scouting is made for young people and after a disaster, Scout leaders have a real opportunity to reach out to them and contribute to their education in a period where their vulnerability could permanently jeopardise their development. By running "Scout-like activities" and introducing them to Scouting values there is a real potential to strengthen their coping capacities against future disasters, promote peace and help build a better world.

Education gives shape and structure to children's lives and can instil community values, promote justice and respect for human rights and enhance peace, stability and interdependence. Breaking the cycle of abuse of children who have been victims of war and trauma constitutes quality education, able to improve not only cognitive skills, but most importantly to prevent the cycle of anger and human destructiveness at social and generational levels.

Emphasis is first put on establishing structured activities for children and young people, involving the establishment of 'safe areas'. Routines are established through recreation in the form of sport, music and art activities, which can bring a sense of normality. Scout leaders and rovers should work with displaced and refugee teachers, community members, including older children or adolescents with leadership qualities and basic teaching capabilities to run those activities.



Experience demonstrates that all forms of creative expression in children, whether through body expression, dancing, singing, drawing, painting, storytelling or poetry, become necessary instruments for reconstructing the self and re-enacting bad memories in a healing process. The emphasis on recreation and play and the development of related creative activities is as important as the support and provision of reading, writing, numeracy and life skills education activities.

The objective of non-formal education in a humanitarian setting is to teach children basic skills of core subjects such as literacy, and numeracy pending the return to normal schooling and life skills such as HIV/AIDS, prevention of sexual exploitation and abuse, conflict resolution and hygiene. Recreational group activities during that phase helps relieve or reduce children's psychosocial stress.

Organised activities ensure dignity and sustain life by offering safe spaces for learning, where children and young people who need other assistance can be identified and supported. That space can be used to convey life-saving information to strengthen critical survival skills and coping mechanisms. Education provides a protective environment for children and young people, who are more vulnerable to exploitation and abuse in the wake of emergencies or armed conflict.

Organised activities also mitigate the psychosocial impact of conflict and disasters by providing a sense of routine, stability, structure and hope for the future, contributing significantly to helping children overcome the psychological impact of disasters. Therefore, timely educational interventions are critical and urgently required because delay would not only have long term adverse consequences but would leave certain pressing problems unaddressed.

European Scouts and the Refugee Crisis

The Scouts of Greece, particularly the ones living on the Island of Chios, have been involved in refugee support activities from the beginning of the middle east refugee crisis as refugees and migrants started to use the route through Greece on their way to Europe.

“What we have seen here on Chios,” says Thomas Ertlthaler, from the European Scout Region, “is really incredible, in the very positive sense of this word: it does not take a lot of tools to start playing games and singing and dancing with the many children or help them decorate the walls of the makeshift refugee centre. After all, this is the core business of our Movement. And what more reward would you expect than dozens of happy children and young people who can once again laugh and forget the hardship of the difficult situation they and their families find themselves in.”

The work these Scouts have been doing has not gone unnoticed, the UNHCR awarded special recognition to the Scouts of Greece for their outstanding efforts during the migrant crisis.

Many other National Scout Organizations from Europe have also been involved in the efforts, including Germany, Spain, Austria, Denmark, The Netherlands, Finland, France, United Kingdom, Slovenia...

Ireland launched the “Time to be welcome” project that aims at encouraging young volunteers and youth organisations in Europe to support the welcoming of migrants, asylum seekers and refugees and their integration process through the use of non-formal education and youth work, while encouraging public opinion in Europe to be more respectful and more open towards migrants.



© WGSB Inc.



Sudan – from Child Soldiers to social entrepreneurs

The Scouts of Khartoum, supported by a team of psychology students who were rovers, run a scout programme in camps housing former child soldiers. By running an enhanced and adapted scout programme, these former child soldiers have been reintegrated into the community and have taken positive roles to help others less fortunate than themselves – Scouts have shown they can turn these young people, through the Scout method, from victim to active citizen!



Developing Partnerships

No disaster can be successfully managed without the collaboration of multiple partners. The complexity of humanitarian crises often requires a wide variety of expertise which cannot be found within a single organisation or sector. Most of the times, the civil society, the public and private sectors must pool their resources together to respond adequately to the needs of the population after a disaster.

The NSOs participating in the Workshop found that the skills set and values of Scouting, our educational mission and the presence of our organisation on the ground with the community's trust and knowledge are unique contributions that should be highlighted and clearly explained when exploring partnerships.

They gave priority to partners that share common values and can complement our work in pursuing the Scouting mission and our commitment to young people. The options of a given NSO will be determined by the circumstances of the community, the country, the organisations operating in that community and the phases of the disaster cycle that the NSO finds itself. Formal agreements with a clear understanding of the objectives, roles and responsibilities of each party are encouraged.

In general, the first stop for the NSOs involved in the workshop was the local government or authorities. Only where these were overwhelmed did Scouts move on to other agencies such as foreign NGOs or UN agencies who were active in the area.

The primary functions of a partnership can be:

- **Ensuring that Scouts do what Scouts should be doing** – it is vital that Scouts are not drawn into roles which are inappropriate for them (such as mass purchasing and warehousing, major search and rescue etc), and find partners who appreciate the real contribution Scouts can make, with their skilled and motivated volunteer force and community networking skills, and above all their experience in education of young people.
- **Provision of Resources** – quite often in an emergency, Scouts are asked to do more than they normally do, to provide more volunteer time or use their equipment for emergency action. Extra resources are needed by Scout Units/NSOs which can be provided by other partners which lack this “human resource” of Scouting. It is vital that Scouts are recognised and supported for this action, and that such a relationship is not abused by the other partner.
- **Information and knowledge sharing** such as training materials, response plans and contact information can enhance disaster risk reduction and emergency response efforts
- **Joint emergency planning** to help ensure coordinated prevention, mitigation, preparedness, response, and recovery efforts. These plans can outline procedures and partners’ responsibilities.

For the pre-disaster period, some NSOs have developed partnerships which were based on long term goals such as continuing education, prevention and mitigation activities, technical training... building the existing Scout programme with the expertise from other specialised organisations.

During the response and recovery phases, NSOs should not take over the role of humanitarian relief organisations and should not be expected to take long term leadership for coordinating the response. NSOs should instead search to develop strategic partnerships to complement the work of humanitarian actors in our areas of interest and expertise. Scouting should be a recognised member of the council or civil protection agency of the country to facilitate cooperation with civil society as well as with the government.





Coordination and The Cluster Approach

Coordination is crucial in response to a humanitarian crisis. While time constraints and communication difficulties can make it challenging to coordinate actions with partners, proper collaboration is even more important in emergencies than under normal circumstances.

Effective disaster response requires mutual trust and coordination of efforts and resources among the many agencies and people involved in emergency response—including the affected local population and local community based organisations, Civil Defence and government emergency structures, fire brigades, health departments and clinics, Red Crescent/Red Cross Societies, international agencies, NGOs and others.

For example, several organisations may provide first aid, shelter and food to victims. In this case, clear coordination of activities is required to ensure that the maximum number of people is assisted in the shortest possible time and to avoid unnecessary duplication of services. Through direct coordination, organisations can clearly divide responsibility for different operations and plan their actions accordingly.

Representatives of various organisations working in one sector (health, shelter and food provision) may organise sub-groups or systems. Working on disaster preparedness planning prior to the disaster helps organisations involved better understand each other's aims, objectives and capacities. Such understanding and communication result in more coordinated efforts, and helps avoid duplication and identify gaps and weaknesses in necessary services during an actual emergency response. This is known as the cluster approach.

The stated aim of the cluster approach is to strengthen system-wide preparedness and coordination of technical capacity to respond effectively to humanitarian emergencies, and provide clear leadership and accountability in the main areas of humanitarian response.

For Scouts at the local and national level, the most important thing is to identify the leaders/coordinators of the cluster in the area in which they are interested. There are several clusters at global and national levels covering different humanitarian areas such as Nutrition, Water, Sanitation and Hygiene (WASH) or education. Although Scouting can be involved in other areas, education is of particular interest and NSOs should make efforts to join or partner with that cluster in their country.

For example, the principal responsibility of the Education Cluster is to ensure education agencies and organisations responding to an emergency have the opportunity to take a coordinated approach and work alongside existing education structures at country level, to meet the education needs of the affected population.

The Education Cluster Unit acts as the secretariat for the Global Education Cluster and is led by staff from UNICEF and Save the Children. At local level, it is led by local authorities in education and supported, if necessary, by staff from UNICEF and Save the Children. Other members of the education cluster include: UNHCR, UNESCO, INEE, Plan International.



© WSE Inc.



© WSE Inc.

Conclusion

This document aimed to highlight the vital contribution of Scouting to Humanitarian Action from its inception and more than a century later, through countless initiatives of millions of Scouts around the World, simply living the values of Scouting and pursuing the mission of Scouting. It showed the need to recognise and promote the Humanitarian Action happening within the Youth Program. With a steady increase in the frequency and severity of natural disasters and humanitarian crises, it showed how Scouts are in a unique position to bring positive changes in their community with their presence, skills set, values, knowledge of the community and the trust placed in them.

With the Scout program, NSOs/NSAs are essentially building resilience and reducing vulnerability in the local communities. Prevention and mitigation are intrinsically linked to the educational mission of Scouting. The document highlighted the need for better preparedness while emphasizing the importance of partnerships with specialised organisations, particularly in the response phase where Scouts should have no role in leading the coordination.

Scout leaders have a real opportunity to reach out to young people in humanitarian settings. The Guidelines showed how non-formal education and Scouting can strengthen the coping capacities of young people against future disasters, offer a protective environment and bring dignity and structure to their lives. It showed how the recovery phase can be a bridge to sustainable development through education and an opportunity to grow Scouting.

The experiences of many NSOs/NSAs have proved that our organisation is a key stakeholder of the Humanitarian Action. These Guidelines showed the needs for a coordinated approach at the national and global levels to improve the resources, skills, knowledge and preparation necessary for safer and more effective interventions in the field, based on best practices by experienced NSOs/NSAs.



References and resources

- Sendai Framework for Disaster Risk Reduction 2015 – 2030, United Nations (<http://www.unisdr.org/we/inform/publications/43291>)
- The Sphere Handbook, <http://www.spherehandbook.org>
- Disaster Preparedness Training Program, IFRC
- UNISDR terminology on disaster risk reduction. Geneva: UNISDR UNISDR (United Nations International Strategy for Disaster Reduction) http://www.preventionweb.net/files/7817_UNISDRTerminologyEnglish.pdf
- UNDP (United National Development Programme). An overview of disaster management.
- Living with risk: a global review of disaster reduction initiatives. UNISDR (United Nations International Strategy for Disaster Reduction) <http://www.unisdr.org/we/inform/publications/657>
- Planning Education in and after emergencies, Margareth Sinclair, UNESCO
- Partners in life skills education, Department of Mental Health, World Health Organization, Geneva.
- Building Resilience and Investing for a Safer Tomorrow, USAID
- At risk: natural hazards, people’s vulnerability and disasters. 2nd ed. WISNER, B., London: Routledge.
- Delivering Education for Children in Emergencies: A Key Building Block for the Future, Save the Children
- MINIMUM STANDARDS FOR EDUCATION: PREPAREDNESS, RESPONSE, RECOVERY, INEE (International Network for Education in Emergencies)
- Responding to the needs of children in crisis, LYNNE JONES, International Review of Psychiatry, June 2008; 20(3): 291–303
- Guideline on Risk Management Policy “Safe Scouting”, WOSM



SCOUTS[®]
Creating a Better World

© World Scout Bureau Inc.
Scouting Development
July 2017

World Scout Bureau
Global Support Centre
Kuala Lumpur

Suite 3, Level 17
Menara Sentral Vista
150 Jalan Sultan Abdul Samad
Brickfields
50470 Kuala Lumpur, MALAYSIA

Tel.: + 60 3 2276 9000
Fax: + 60 3 2276 9089

worldbureau@scout.org
scout.org

