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Annual report

International Disaster Response Laws, Rules and Principles (IDRL) Programme

 International Federation
of Red Cross and Red Crescent Societies

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**This report covers the
period 01 January 2011
to 31 December 2011.**

*Deputy Minister Ahmad Zaki opened the
IFRC workshop on disaster laws and
humanitarian action for governments and
National Societies of South Asia in Malé,
on October 11, 2011.
Aishah Amin/IFRC*



In brief

Programme outcome

In 2011, the IFRC's International Disaster Response Laws, Rules and Principles (IDRL) programme continued its work on the promotion of legal preparedness for international disaster response, as requested by Resolution 4 of the 30th International Conference of the Red Cross and Red Crescent. It worked in three main areas: (1) collaborating with National Societies to provide technical assistance to interested governments on the implementation of the [“Guidelines for the domestic facilitation and regulation of international disaster relief and initial recovery assistance”](#) (the “IDRL Guidelines”); (2) building the capacity of National Societies, IFRC staff and humanitarian partners to promote and use the IDRL Guidelines and related instruments; and (3) advocacy for legal preparedness and fostering new collaborative research on disaster law issues.

Programme summary

During the reporting period, the IDRL programme:

- (1) supported National Societies in over a dozen countries to provide focused technical assistance to their governmental authorities on the implementation of the IDRL Guidelines, provided ad hoc advice in several other countries, and collaborated in the development of a new model act on IDRL;
- (2) organized the first annual disaster law short course, three regional training workshops, provided a number of country-level briefings and developed additional language versions of its online introductory training; and
- (3) Advocated for attention to legal preparedness for disasters in over two dozen major global and regional fora, including the collaborative organization of a major “international dialogue” on bridging domestic and international disaster response systems and the preparation of debate on disaster law issues at the 31st International Conference, and undertook research projects on law and disaster risk reduction and regulatory barriers to post-disaster shelter.

Financial situation

The total 2011 budget was CHF 2,792,246, of which, CHF 1,919,100 (69% per cent) was covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 1,893,097 (68 per cent of the budget and 99 per cent of funding actually available).

[Click here to go directly to the financial report.](#)

No. of people we have reached

See chart on page 16.

Our partners

The IDRL programme is very grateful for the support of its donors for its 2010-2011 plan. This includes substantial contributions from ECHO and the Governments and Red Cross Societies of Australia, Austria, Canada, Denmark, Finland, Iceland, Japan, Norway and the United Kingdom. The programme also expresses its appreciation to the Norwegian Law Students Humanitarian Organization (Humak) for its grassroots fundraising efforts aimed at IDRL work in Africa and in Haiti.

The IDRL programme worked with many programmatic partners, including a number of National Societies as described below and internal partnerships with other departments and offices within IFRC, as well as external partners such as the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), the Inter-Parliamentary Union (IPU), the Applied Geoscience and Technology Division of the Secretariat of the Pacific Community (SOPAC) and the Pacific Immigration Directors' Conference Secretariat. For its model act project, it also received pro-bono legal assistance from the World Customs Organization and the law firms of Allen & Overy, Baker & Mackenzie, CMS Cameron McKenna, and the legal department of Microsoft Corporation, brought together with the assistance of "Advocates for International Development A4ID".

Context

A decade of research and extensive consultations have revealed that regulatory problems – including both excessive bureaucracy in some areas and insufficient monitoring in others – substantially impair the timeliness, effectiveness and quality of assistance that affected individuals and communities receive following major disasters. It has also showed that better legal preparedness at the domestic level can go a long way to preventing these kinds of problems.

In November 2007, the 30th International Conference of the Red Cross and Red Crescent adopted the [IDRL Guidelines](#). The IDRL Guidelines, drawn from existing laws and norms at the international and regional levels, provide a set of recommendations to governments on how to prepare their disaster laws and plans to overcome the common regulatory problems in international disaster relief. The Conference encouraged states to make use of the IDRL Guidelines both to develop their own national legal frameworks and as a basis for bilateral and regional agreements. It also called on IFRC and National Societies to support governments in doing so.

In many ways, the development of the IDRL Guidelines was influenced by the [regulatory challenges that arose out of the response to the Indian Ocean tsunami in 2004](#). The kinds of problems that

were encountered – both by affected states and by international assistance providers – were not unique to that disaster, but the scale of the devastation and of the international response both contributed to making them particularly visible. The massive earthquake in Haiti in January 2010 provoked a similarly crushing human toll and also [a number of similar regulatory issues](#), magnified by the literally hundreds of relief organizations that responded. In early 2011, the Great East Japan Earthquake and resulting tsunami and nuclear disaster reminded us that all countries face disaster risk, developed and developing alike. These experiences have prompted a number of countries – including those without a long history of receiving outside disaster assistance – to think afresh about their legal preparedness. In 2011, National Societies, with the support of the IFRC, have provided substantial advice and support to governments in doing so.

Progress towards outcomes

Programme component 1: Technical assistance to governments

Outcome: Policy-makers understand and make use of the IDRL Guidelines to strengthen legal and policy frameworks for disaster response.

		
<p>The first annual “Disaster Law Short Course, in Køge, Denmark – January 2011.</p>	<p>IFRC workshop held in conjunction with the Colombian Red Cross and the government, January 2011.</p>	<p>IDRL workshop in Windhoek, Namibia, in November 2011.</p>

Achievements:

1.1 Provide advice and undertake technical support projects for governments on the use of the IDRL Guidelines

Goal for the two-year period 2010-2011: Working in conjunction with National Societies, complete ongoing technical support projects and initiate at least 10 new technical support projects in 5 regions.

Progress during the reporting period:

During the reporting period, IFRC supported National Societies in over a dozen countries to provide technical support on IDRL to their governments:

Africa

- The **Uganda** technical assistance project was completed by the Uganda Red Cross in March

2011 after several months of research, consultations and several workshops organized under the chairmanship of the Ministry for Disaster Preparedness and Management. The [final report](#) provides a review of Uganda's legal system in relation to disaster and emergency situations, and assesses its capacity to monitor and facilitate international disaster assistance. Uganda is currently finalizing a national disaster management policy, which is expected to lay the foundation for the enactment of a disaster management law as a subsequent step.

- Following initial steps taken in 2010, technical assistance projects were launched in **Namibia** and **Mozambique** in 2011. Experienced research consultants were engaged by the National Societies and have finalised first draft studies based on desk research of existing laws and procedures and interviews with government stakeholders. In Namibia, a summary of the research findings as well as the recommendations were reviewed at a [workshop](#) in Windhoek in November, co-hosted by the Office of the Prime Minister, the Namibia Red Cross and the IFRC. The project report is currently undergoing final review and is expected to be published in early 2012. Further to the project research, the researcher, with support from the IFRC, had the opportunity to provide input on a draft disaster management bill currently under development by the Namibian Government, and the Namibia Red Cross was requested to provide technical support to the Government by reviewing the its Emergency Management Operational Procedure Manual and its Disaster Risk Management Plan.
- In Mozambique, the draft report and recommendations were reviewed at a workshop in Maputo in November 2011. The researcher is currently incorporating the outcomes of this workshop in the final draft of the report, and was to initiate another round of interviews with certain stakeholders. The project report is expected to be finalised and published in early 2012. Further to the project research, the researcher, with support from the IFRC, had the opportunity to provide input on a draft disaster management bill currently under development by the Mozambique Government, and the Mozambique Red Cross was requested to provide technical support in the review of the Law on Medicines and legislation pertaining to NGO registration.
- A follow-up project was also initiated with the **Sierra Leone Red Cross** (SLRCS), which was the first African National Society to complete an IDRL country project in 2009 (the [report](#) from which was recently re-issued). In 2011, the SLRCS and IFRC assisted the Office of National Security in the development of an IDRL Policy.

Americas

- The IDRL technical assistance project in **Colombia** continued during 2011. A first national IDRL [workshop](#) was held in January, providing an opportunity for participants to analyse the most important legal issues arising in the delivery of international aid by states and humanitarian organizations during the relief and early recovery phases of disaster situations. A [follow-up workshop](#) was held in Bogotá in April. At the workshop, the draft report of the technical assistance project and the key findings and recommendations were presented. The final report was finalized in 2011 and is expected to be published in the first half of 2012. The National Society and the Colombian Directorate of Disaster Management are considering renewing their [cooperation agreement](#) to continue their collaboration in the implementation and use of the IDRL Guidelines in Colombia in 2012. The Colombia Chapter of the "Regional Legal Compendium of Regulatory Instruments for the Management of International Humanitarian Assistance in Emergency" (described below) was also completed, based on the findings of the in-country IDRL study.
- Following a second country workshop in Lima in February 2011, the **Peru** technical assistance project was completed in the same month. Drawing on the project findings and the recommendations presented in the report, the Peruvian Government adopted a new law

creating a National System for Disaster Risk Management (SINAGERD). This new entity, working in collaboration with the Peruvian civil defence office and other specialized international and regional organizations, is tasked to develop norms to “facilitate humanitarian assistance operations in the country in accordance with international laws for disaster response”. After amendment to incorporate the new act, the report is expected to be published in the first half of 2012. The Peru Chapter of the Regional Legal Compendium was also completed, based on the findings of the in-country IDRL study.

- The **Haiti** project, launched in 2010, was completed in May 2011. The [report](#) was presented to governmental and humanitarian partners during the [Exchange Experience Regional Workshop on Urban Risk Management in the Americas](#) held in Port-au-Prince in August 2011. The report highlights the legal challenges faced during the relief phase of the 2010 earthquake response. Some of the main recommendations resulting from this project are to develop a full legislative and institutional framework for prevention, mitigation, disaster preparedness, relief and recovery and to take the necessary measures to ensure the implementation of ratified international agreements into domestic law. A follow-up project is currently being planned to assist the authorities to develop protocols and procedures to regulate and facilitate international disaster response.
- Research also began in 2011 for a technical assistance project in **Argentina**, with pro bono assistance from the law firm of Baker & McKenzie. A preliminary report is expected to be completed in the first quarter of 2012.
- New technical assistance projects in the **Dominican Republic** and **Jamaica** were negotiated in 2011 and are expected to begin in the first half of 2012.
- Technical support was also provided, in collaboration with the Ecuador Red Cross, in the revision of the CAPRADE Operational Guide for mutual assistance between Andean countries in case of disasters.

Asia Pacific

- In Nepal, the Nepal Red Cross developed a [report](#) on IDRL for launch in early 2012. As a follow up to the report, the Nepal Red Cross Society is currently preparing a proposal for the Ministry of Home Affairs to adopt key recommendations from the study. The proposal will include a plan to develop a set of guidelines for international disaster response in Nepal.
- In **Pakistan**, following a renewed commitment by the National Disaster Management Agency, the IDRL programme contracted a consultant to undertake research for a legal preparedness study. Discussions are underway for the development of a set of guidelines on international disaster response to complement the National Disaster Management Act 2010. Stakeholder interviews were conducted throughout the year, and issues related to disaster management law were discussed as part of a [national workshop](#) on lessons learned from Pakistan’s “mega-disasters” convened by the Pakistan Red Crescent in May.
- A study on **Vanuatu**’s legal and policy framework for managing foreign disaster response was completed and launched in August 2011. The project was undertaken by the IFRC and the Vanuatu Red Cross with the support of the National Disaster Management Office. The [final report](#) recommends amendments to the customs, quarantine, and immigration laws and/or plans, as well as to the disaster risk management act and plans.
- A new IDRL study commenced in the **Cook Islands** in October 2011 after the Cook Islands’ Cabinet issued a memorandum approving the study. The research work is currently being undertaken by the Cook Islands Red Cross with support from the IDRL programme, and in partnership with the Government’s Emergency Management Department, the Prime Minister’s Office, and the Crown Law Office. The IDRL programme has also provided ad-hoc technical input to the Joint National Action Plan for Disaster Risk Management and Climate

Change.

- The IDRL programme also provided inputs to draft disaster management legislation in **Bangladesh, Bhutan, Cambodia, Myanmar and Vietnam**, with a specific focus on strengthening the provisions for international disaster relief. In addition, the IDRL programme provided technical support to SOPC's ongoing disaster risk management review processes for the governments of **Tuvalu and Kiribati**.
- Discussions advanced for the development of new technical assistance projects in the **Philippines**. A [preliminary workshop](#) was held in Manila in May 2011, bringing together the relevant government departments with the National Society to discuss the existing disaster management framework in the Philippines, training on IDRL and ways forward for IDRL in the Philippines. Similar discussions on future projects were also undertaken in the **Maldives, Samoa, Sri Lanka, and Mongolia**.

Central Asia

- In **Kazakhstan**, as a follow-up to the technical assistance project undertaken by the Kazakhstan Red Crescent and IFRC in 2010, a workshop of project task force members, chaired by the Ministry of Emergency Situations was convened in Astana in February 2011. Some of the recommendations emerging from the research report and from the deliberations of the task force were then included in a new draft law on civil defence which is currently pending inter-ministerial review. The English translation of the project report will be finalized and published in the first quarter of 2012.
- In **Tajikistan**, UNDP invited the IFRC and the Tajikistan Red Crescent to collaborate on an IDRL technical assistance project. An initial meeting with relevant ministries was convened in February 2011 and a consultant was recruited to begin legal research during the reporting period. A round table workshop on preliminary findings was organized by the IFRC and the Tajikistan Red Crescent in December 2011. The project is due for completion in the first half of 2012.

1.2 Complete an EU regional study

Goal for the two-year period 2010-2011: Complete the project launched in 2009 to study law in the EU, both at the national and trans-national levels, in light of the IDRL Guidelines.

Progress during the reporting period:

As noted in the [2010 annual report](#), the EU regional study was completed in 2010. Resulting in part from that study, ECHO led a working group of member states in the development of European "Guidelines for Host Nation Support," drawing on the IDRL Guidelines and other relevant instruments.

1.3 Develop a model act to assist states in implementing the IDRL Guidelines

Goal for the two-year period 2010-2011: Develop a model act to assist states to implement the IDRL Guidelines.

Progress during the reporting period:

A pilot version of the "[Model Act for the Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance](#)" was completed (in Arabic, English, French, Spanish and Russian) and presented to 31st International Conference in November 2011.

The pilot Model Act was developed in cooperation with OCHA and IPU as model domestic legislation to be used by states in implementing the recommendations of the IDRL Guidelines. It draws from the experiences of IFRC and National Societies in the many technical assistance projects undertaken to date, as well as additional research about how various states handle common problem areas. It also draws from pro bono research performed in 2010 by several major private law offices and companies (Allen & Overy, Baker & Mackenzie, CMS Cameron McKenna and the legal department of Microsoft Corporation, contacted through the assistance of the UK-based NGO “A4ID”), examining how existing legislation in over 50 jurisdictions in Asia-Pacific, Africa and the Americas address the issues raised in the IDRL Guidelines. It includes an extensive commentary addressing each section of the text, explaining its purpose and the background to the issue in terms of experience or best practices. Where relevant, the commentary also canvasses different options for how the concept can be translated into domestic law. Expert meetings on the Model Act were convened in Geneva in May 2011, and in Oxford and Kuala Lumpur in September 2011.

In its [Resolution 7](#) on “Strengthening normative frameworks and addressing regulatory barriers concerning disaster mitigation, response and recovery”, the International Conference welcomed the efforts of the project partners to develop the model act and invited further consultation with states and other stakeholders on the use of the model act as a reference tool. Additional consultations on the text as well as field testing are planned for 2012.

1.4 Develop a disaster law course for policy-makers

Goal for the two-year period 2010-2011: Work with interested National Societies and other partners to design an annual short course on disaster law for government officials.

Progress during the reporting period:

In January 2011, a select group of policy makers and National Society representatives from around the globe convened in Køge, Denmark for the first annual “[Disaster Law Short Course](#).” Organized jointly by the IFRC, the Danish Red Cross and the Danish Emergency Management Agency (DEMA), the course was designed to provide a broad overview of law and legal issues in domestic response, international disaster cooperation and disaster risk reduction.

Guest speakers from the United Nations International Strategy for Disaster Risk Reduction, OCHA, the German Red Cross, Iranian Red Crescent, and the Philippines Office of Civil Defense joined presenters from the co-sponsoring institutions to bring participants cutting edge information about trends in international and domestic law related to disaster management.

1.5 Participate in UNDAC preparedness missions:

Goal for the two-year period 2010-2011: IDRL programme staff will continue to make themselves available to lend legal support to “preparedness missions” undertaken by the UN Disaster Assessment and Coordination (UNDAC) programme.

Progress during the reporting period:

The IDRL programme participated in an UNDAC preparedness assessment mission to **Sri Lanka** in November 2011. The [final report](#), presented to the Government of Sri Lanka, contained a number of

recommendations related to legal preparedness for disasters, including amendments to the current draft disaster management law and a comprehensive review of Sri Lanka's legal framework for disasters against the IDRL Guidelines.

Programme Component 2: Training and capacity building

Outcome: Interested National Societies and other partners are empowered to advocate for strengthened legal frameworks for disaster response.

		
<p>Second Central Asia IDRL conference in Astana, Kazakhstan, in August 2011.</p>	<p>Regional training workshop in Malé, Maldives, in October 2011.</p>	<p>The Caribbean's first IDRL workshop in Barbados, in October 2011.</p>

Achievements:

2.1 Organise training workshops

Goal for the two-year period 2010-2011: The programme will continue to offer training workshops for National Societies, humanitarian partners, and, as appropriate, government officials. At least three regional or sub-regional workshops will be organised each year in 2010 and 2011.

Progress during the reporting period:

Regional workshops were held in [Astana](#) (August), [Male](#) (October), and [Barbados](#) (October). In addition, the IFRC provided specialized briefings on IDRL in the context of other trainings, including:

- “Pre-DIHAD” seminar on humanitarian assistance hosted by OCHA in Dubai (March)
- Netherlands Humanitarian Forum, organized by the Netherlands Red Cross in the Hague (May)
- UNDAC induction course hosted by OCHA in Panama (June)
- First Responders Initiative training hosted by the Canadian Red Cross, Panama (June)
- Workshop on Emerging and Re-emerging Diseases in the Americas for National Societies Relief Directors in Panama (April)
- Humanitarian Network meeting for Central America Relief Directors in El Salvador (December)
- National Societies Pre-Hurricane Season Meeting in Guatemala (May)
- Sri Lankan Red Cross Society members in Colombo (October)
- International Diploma in Humanitarian Assistance in Kuala Lumpur (November)

2.2 Develop additional training materials

Goal for the two-year period 2010-2011: Develop dedicated training materials for use outside of its own workshops, to develop internal and partner capacities on legal issues in disasters and health emergencies.

Progress during the reporting period:

Additional language versions of the **online introductory training module** on IDRL were developed during the reporting period. The module, available free to the public on the [IFRC learning platform](#), is now available in Arabic, English, French, Russian, and Spanish.

The IDRL programme also continued to work with the Malaysian Red Crescent and the Islamic University of Malaysia in the development of disaster management and IDRL modules for their Executive Diploma in Humanitarian Affairs.

Programme Component 3: Dissemination, advocacy and research

Outcome: The IDRL Guidelines are well known, partnerships are developed and the knowledge base of the Movement on legal issues in disaster response is deepened.

		
<p>IDRL presentation at the ASEAN Regional Forum Disaster Relief Exercise in Manado, Indonesia, March 2011.</p>	<p>Seminar on disaster risk and humanitarian assistance" hosted by the Brazilian Ministry of External Relations, April 2011.</p>	<p>IFRC side-event at the Third Global Platform for Disaster Risk Reduction in Geneva, May 2011.</p>

Achievements:

3.1 Disseminate the IDRL Guidelines to RC/RC, governments, UN agencies, inter-governmental organizations, NGOs and academic institutions; and advocate for legal preparedness at the global and regional levels

Goal for the two-year period 2010-2011: Continue to disseminate the IDRL Guidelines and accompanying information and assist IFRC staff and National Societies to do the same. Raise the profile of IDRL in global and regional fora.

Progress during the reporting period:

Global

- In March 2011, the IFRC convened a **Global Community Safety and Resilience Forum** in Damascus, Syria, aimed at strengthening Red Cross and Red Crescent programming in these areas. A dedicated session of the forum led by the IDRL programme addressed issues of legislative advocacy.
- In May 2011, the IFRC convened a [side event](#) at the **Third Global Platform for Disaster Risk Reduction** on the fundamental role of legislation in effective disaster risk reduction. The event, entitled 'How can legislation Promote Disaster Risk Reduction at the Community Level?', highlighted best practices and key challenges experienced by states that have adopted specific disaster risk reduction laws. On the occasion of the Platform, the IFRC Secretary General also issued an [editorial](#) on legislation and community-level risk reduction.
- In June 2011, the IFRC participated in the **3rd Commonwealth Red Cross/Red Crescent International Humanitarian Law Conference in Kuala Lumpur**. Though largely focused on development in international humanitarian law and its national implementation, a portion of the debate was dedicated to a dialogue on IDRL. The [conference](#) provided an opportunity to review progress and challenges to the implementation of the IDRL Guidelines in the Commonwealth. In their outcome statement, participants called for additional cooperation in this area.

- As in past years, the IFRC successfully advocated for the inclusion of positive references to the IDRL Guidelines in the annual resolutions of the **UN General Assembly and Economic and Social Council** on the “Strengthening of the coordination of emergency humanitarian assistance of the United Nations” (A/RES/66/119, ECOSOC Res. 2011/8), as well as in the UN Secretary General’s reports on the above and on “International cooperation on humanitarian assistance in the field of natural disasters, from relief to development” (A/66/339).
- In cooperation with OCHA, the IFRC continued to engage with an ad hoc working group of the **World Customs Organization** (WCO) to assist it in elaborating a plan of action on developing solutions to customs issues in disaster operations, including at a meeting held in Brussels in February 2011. In June 2011, the WCO’s Permanent Council adopted a resolution on “the role of customs in natural disaster relief,” which refers to the IDRL Guidelines and sets out a series of steps for the WCO secretariat and member states to take, in collaboration with the IFRC and OCHA. Plans are now being developed among these partners for the convening of a first regional workshop gathering customs officials and humanitarians in the first half of 2012.
- In September 2011, internal dissemination was promoted at dedicated sessions of the annual National Societies legal advisors meeting and the “IFRC Global Communications Forum.”
- In October 2011, the IFRC together with partners the Swiss Agency for Development and Cooperation (SDC), OCHA, and the International Council of Voluntary Agencies (ICVA) jointly convened the “**International Dialogue on Strengthening Partnership in Disaster Response: Bridging National and International Support**”. The [International Dialogue](#) gathered more than 130 participants representing more than 40 states and regional organisations and over 30 different humanitarian organisations. The International Dialogue was convened as a first step in overcoming perceptions of distrusts and real operational gaps as between international and domestic systems of humanitarian response. During the reporting period, several lead-up events were also organised connected to the International Dialogue, including an [expert meeting](#) hosted by Chatham House, as well as a [side event](#) during the ECOSOC Humanitarian Affairs segment.
- In November 2011, substantial preparatory work and consultations on disaster law over the course of the year culminated at the **31st International Conference of the Red Cross and Red Crescent**, which gathered over 1800 delegates from states, the Movement and humanitarian partners in Geneva that month. These included studies in the areas of law and disaster risk reduction and regulatory barriers to shelter, as discussed below, in addition to a review of global progress on IDRL. Discussion papers on “[Progress in the implementation of the guidelines for the domestic facilitation and regulation of international disaster relief and initial recovery assistance](#)”, “[Law and disaster risk reduction at the community level](#)” and “[Addressing regulatory barriers to providing emergency and transitional shelter in a rapid and equitable manner after natural disasters](#)” were prepared in addition to [other background materials](#). A half-day plenary session of the three-day conference was devoted to disaster law issues, featuring speakers from a number of countries. On the occasion of the plenary, the IFRC signed a [memorandum of understanding with OCHA](#) to solidify their future cooperation in the area of disaster law. In its [Resolution 7](#), the International Conference welcomed the work of the IFRC and National Societies including with respect to the new model act, encouraged states to review their legal preparedness in the three areas mentioned above, with the support of National Societies and the IFRC among others and requested the IFRC to continue to innovate in the area of disaster law.

Africa

- In April 2011, the African Union invited over 60 experts to its headquarters in Addis Ababa to consult on the draft version of the AU's Humanitarian Policy Framework. Participation in the [consultation meeting](#) provided IFRC an opportunity to present an introduction to IDRL and the IDRL Guidelines to the expert audience. As a result of IFRC's input and participation in the meeting, IFRC was unanimously elected to take a seat on the Sub-Committee in charge of finalising the draft policy and leading the process of adoption of the Humanitarian Policy Framework.
- Planning continued for workshops with member states and National Societies of ECOWAS and SADC. Due to funding delays and issues related to the partner institutions, these will take place in 2012.
- In November 2011, the programme launched an advocacy report entitled "[Disasters in Africa: the case for legal preparedness](#)," featuring case studies from South Africa, Mozambique, at the 31st International Conference.

Americas

- In March 2011, the IFRC participated in the **Second Session of the Regional Platform for Disaster Risk Reduction** in the Americas hosted in Mexico and advocated for attention to legal preparedness. The meeting's outcome statement "strongly encourag[ed] national, sub-national and local governments to ... [among other things] ... promote strengthening of regulatory frameworks and guidelines that support the rapid, timely intervention of the international community in disasters", and referenced IDRL and IFRC's work in the field.
- In April 2011, IFRC representatives participated in the **4th Regional Meeting on Enhancing International Humanitarian Partnerships** (EIHP) in Quito, together with delegates from 24 Latin American and Caribbean governments and representatives from regional and international organizations. In their concluding declaration, the state participants extended their call to IFRC to continue collaborating with the government task force for the development of a [Regional Legal Compendium of Regulatory Instruments for the Management of International Humanitarian Assistance in Emergencies](#) (RLC), based on the recommendations of the IDRL Guidelines. In this context, a specific request was also made to IFRC to facilitate a regional workshop to train assigned government focal points in completing the questionnaire provided to them in order to gather information to include in the RLC. In October 2011, the IFRC co-hosted and participated in a [workshop](#) in Panama City, where work on the compendium advanced, and governments and other stakeholders discussed the compilation of the various country chapters.
- Also in April, IFRC representatives [participated in a seminar](#) on "**Normative aspects related to disaster risk and humanitarian assistance**" hosted by the Brazilian Ministry of External Relations. The event, organized in the context of recent disasters affecting the municipalities of the state of Rio de Janeiro, provided an opportunity to examine challenges in the prevention of disasters and the provision of assistance, in particular in relation to land ownership and irregular occupation following natural disasters. IFRC was invited to present on disaster laws matters as keynote speaker in a panel on "Legal aspects related to disaster risk reduction and humanitarian assistance."
- In June 2011, IFRC attended the 41st regular session of the [General Assembly of the Organisation of American States](#) in San Salvador. Among the resolutions adopted by the Assembly was a resolution on 'Existing mechanisms for disaster prevention and response and humanitarian assistance among member States', which explicitly calls on member states to make use of the IDRL Guidelines. In the margins of the official session, the IFRC jointly with the El Salvador Red Cross launched an [advocacy report](#) to raise awareness of the

importance of strengthening legislation and policies surrounding disaster management and to highlight how good disaster risk management legislation can support the reduction of vulnerability in the region.

- In September 2011, in the context of the adoption of a new law “Establishing the National System for Emergency and Civil Protection and creating the National Agency for Civil Protection,” the IFRC participated and presented at a [seminar](#) in Santiago, organized jointly with the Chile Red Cross, United Nations, and governments authorities, to discuss the importance of legal preparedness to disasters.

Asia Pacific

- In January 2011, an exchange of letters between IFRC and Secretariat of the Pacific Community (SOPAC Division) affirmed their commitment to cooperate in promoting IDRL to SPC member states. The IFRC also regularly participated in the Pacific DRM Partnership Network to ensure IDRL issues were addressed in their disaster planning activities.
- In March 2011, a representative of the IDRL programme [presented at the ASEAN Regional Forum](#) (ARF) Disaster Relief Exercise in Manado, Indonesia. The event was jointly organized by the Governments of Indonesia and Japan to identify effective disaster relief coordination mechanisms among members of the Forum. The IDRL Guidelines were referred to as one of the most important sources for the development of the ARF General Guidelines for Disaster Relief and the ARF Strategic Guidance for Humanitarian Assistance and Disaster Relief. Over 500 government participants and 23 nations including the EU and various ASEAN and UN agencies attended.
- In August 2011, an IDRL programme representative met with the ASEAN Secretariat to provide input for the development of a questionnaire for ASEAN member states on the implementation of the ASEAN Agreement for Disaster Management and Emergency Response. Support for the development and completion of the questionnaire is expected to continue into 2012.
- In October 2011, the IFRC participated in the fourth [Regional Humanitarian Partnership Workshop for the Asia-Pacific](#) in Shanghai. A representative of the IDRL programme participated in a panel discussion on developments in disaster response preparedness, and presented on IDRL and legal preparedness for natural disasters more broadly.
- In the Pacific, the IDRL programme was involved in the **Working Group on Disaster Risk Management Mainstreaming**, which is part of the Pacific Disaster Risk Management Partnership Network, and served on the organizing committee of the **4th Pacific Regional Platform for Disaster Risk Management**, where it presented on IDRL in August 2011. The Platform agreed to work toward the outcome of strengthening legal arrangements at the national level to facilitate and regulate foreign disaster response, by making use of internationally recognized guidelines and the pilot Model Act.
- The IDRL programme likewise participated in the **4th Annual Pacific Humanitarian Team** workshop in October 2011 hosted in Suva. A programme representative gave a presentation on IDRL and IDRL elements were included in the two day simulation exercise on disaster response.
- In November 2011, discussions with the **Oceania Customs Organisation (OCO)** on future collaboration resulted in an exchange of letters, which outlined IFRC’s and OCO’s mutual commitment to promote IDRL to OCO members and to provide support at the national level.
- Presentations on IDRL and other disaster law topics were made at several additional events

during the reporting period, including the **Asia Pacific Housing Forum**, (Bangkok, September) and the **Mercy Malaysia International Humanitarian Conference** (Kuala Lumpur, November).

Europe

- In November 2011, the IDRL programme made presentations at a high-level conference on “**Civil protection and humanitarian aid facing disasters and crises together**” for civil protection officials from Europe and neighbouring countries organized by the Italian Civil Protection and International Cooperation offices in Rome, and at a “**Seminar on Legal aspects of Regional Emergency Management in South East Europe**” organized by NATO and the Ministry of Security of Bosnia and Herzegovina in Sarajevo.

3.2 Undertake new research on law in disaster risk reduction

Goal for the two-year period 2010-2011: Begin an 18-month research project, to examine the key legal issues in disaster risk reduction, with a particular focus on how law can best foster community-level activity to reduce risk to disasters and health emergencies.

Progress during the reporting period:

The IDRL programme continued its research on the [legal aspects of disaster risk reduction](#). The project seeks to consolidate existing research and best practice in legislation in disaster risk reduction, in particular with regard to how law can support risk reduction at the community level. Case study research was completed on Albania, the [Dominican Republic](#), [Brazil](#) and [South Africa](#), to complement the report completed in 2010 on [Nepal](#).

In May 2011, the IFRC organised a side event at the Third Global Platform for Disaster Risk Reduction (see above, section 3.1) and held an [experts meeting](#) on legislative issues in disaster risk reduction. The day-long event was attended by representatives of governments, international organisations, academic institutions, IFRC and National Societies. Discussions at both events informed the debate at the 31st International Conference of the Red Cross and Red Crescent, in November 2011, and were summarized in the [background document](#) prepared for the Conference.

3.3 Collaborate with other IFRC secretariat departments on applied research

Goal for the two-year period 2010-2011: Collaborate with other departments of the IFRC on applied research regarding the use of legal tools to meet disaster management goals. This will include work with the Shelter Department, looking at issues raised both with regard to its work with National Societies and as the Global Emergency Shelter Cluster convener in natural disasters.

Progress during the reporting period:

The IDRL programme collaborated with the IFRC Shelter Department to study the main [regulatory barriers to the speedy and equitable provision of emergency and transitional shelter](#) after disasters, as well as best practice. This included a literature review, the commission of a case study report, a survey of shelter practitioners from various agencies, and the organization of an [expert workshop](#) in July 2011. The findings of this research were summarized in the [background document](#) for the International Conference.

3.4 Other dissemination

Goal for the two-year period 2010-2011: Foster academic and public attention to IDRL.

Progress during the reporting period:

- The programme produced [a video on disaster law topics](#) featuring several countries, as well as separate [video on IDRL and the Haiti earthquake](#).
- The programme's [bi-monthly e-newsletter and weekly news service](#) continued to reach a wide audience (of over 3,000 subscribers) by email, twitter and Facebook.
- The work of the IFRC and National Societies in the Americas on IDRL was featured in a substantial article of the Red Cross/Red Crescent Magazine ("[The case for disaster law](#)", Issue 1, 2011)
- The IFRC's advocacy report on disaster law in the Americas received substantial television coverage in El Salvador, the site of the OAS General Assembly. A seminar held in Chile and a workshop held in Barbados received substantial media coverage in the respective countries.
- The IFRC's IDRL work was likewise featured internally in the *Pacific Monthly* (an e-mail newsletter produced by the Pacific regional office together with the inputs of ICRC and National Societies) and in the [May edition](#) of Fedlife Magazine.
- In addition, the IFRC continued to engage academic audiences on IDRL, including through participation in a [January symposium](#) of the *Emory International Law Review* on "International Law Frameworks in the Aftermath of Natural Disaster,"

Progress toward quantitative goals

Goal for two-year period 2010-11	Level achieved through 2011
Ten (10) governments benefiting from new country-level pilot technical assistance projects.	14 technical assistance projects were underway or completed.
Twenty (20) government representatives benefiting from a five-day course.	Course held in January 2011 with 23 participants (including 13 government representatives).
Five (5) disaster risk reduction country case studies.	Five DRR case studies completed.
Organized at least three (3) regional or sub-regional workshops each year in 2010 and 2011.	Regional workshops held in Bangkok, Vienna and Washington in 2010. Workshops held in Astana, Male, Barbados and Panama in 2011.
At least 10 trainings/briefings of substantial length.	Over two dozen trainings/briefings provided to various audiences.
Seek to co-sponsor two to three conferences per year with regional organizations.	Participation in a number of key regional conferences,

Constraints or challenges

Funding for the programme has generally been highly earmarked, which has led to shortfalls in some areas of planned work, in particular in Africa.

In general, due to IFRC's strong belief that full government engagement is critical in the country projects it supports, it has often encountered delays due to the time required to obtain full participation and consensus across various governmental stakeholders.

Another constraint that emerged related to the programme's mandate, which is concentrated on the regulation of international relief. The programme has received increasing requests from National Societies and governments in many parts of the world to provide broader guidance and support on issues related to law and disasters, particularly with regard to domestic risk reduction and response measures. Our experience also shows that it is difficult to approach the issue of regulation of international response without also looking to domestic issues. In order to respond more positively to the interests of its members, and in line with the request of the 31st International Conference, IFRC plans to broaden its approach to disaster law in the future, with appropriate measures to guard against duplication of the activities of other organizations.

Working in partnership

Our key partners are National Societies – often involving a combination of leadership, disaster managers and legal advisors. A major goal of the IDRL programme is to help them support their own authorities on the development of effective disaster laws.

The programme also continued its partnership with several external actors in 2011, including UNOCHA, as well as UNDP, the IPU and WCO. At the regional level, the programme continued its cooperation with several regional organizations during the reporting period, including CAPRADE,

CDEMA, OAS, PIDC, and SPC. It also initiated its first private sector partnerships with the law offices involved in the model legislation project discussed above.

Contributing to longer-term impact

IFRC remains convinced that the best way to overcome regulatory issues in international assistance is to prepare legal frameworks *in advance* of the onset of a disaster. The IDRL programme continues to work globally to promote implementation of the IDRL Guidelines, raise awareness of legal issues in disaster management, and to support states and international and regional organizations in their efforts to enhance legal preparedness for disaster response.

By maintaining a minimal staff presence in Geneva and concentrating resources in the field, the programme aims to take best advantage of IFRC's decentralised management structure and ensure that its programming is relevant to specific regional needs. During the reporting period, the programme maintained dedicated field staff in place to support national societies and IFRC on disaster law issues in Africa, the Americas and Asia-Pacific (including the Asia-Pacific Zone office and the Regional Representation for the Pacific). However, it also added a second staff member in the Geneva headquarters office to assist with advocacy preparations for the International Conference and other major events. A consultant was also added to the IDRL team in Kuala Lumpur to support their ongoing projects and activities in the Asia Pacific.

Looking ahead

In light of the broader demands on it as discussed above, IFRC will change the name of its IDRL programme to the "Disaster Law programme." It will continue to actively promote the IDRL Guidelines and legal preparedness for international disaster response in general, but will also gradually build the capacity and knowledge of the secretariat and National Societies to work in other areas.

This will include building upon the research conducted on disaster risk reduction and regulatory barriers to emergency and transitional shelter. Initial research findings and consultations indicate a surprising lack of detailed research and analysis in these areas and that the Red Cross/Red Crescent, with its operational experience and disaster law expertise, may be well-placed to undertake this work. IFRC will also build its partnerships with key stakeholders, including UN agencies and academic institutions to ensure that its work adds value and is well coordinated with similar initiatives.

How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations](#) (NGOs) in Disaster Relief and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

www.ifrc.org
Saving lives, changing minds.



IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of nonviolence and peace.

Find out more on www.ifrc.org

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