

Report 2006-2007



International Federation
of Red Cross and Red Crescent Societies

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

Appeal No. MAA00004

2 July 2007

This report covers the period of 01/01/2006 to 31/12/2006 of a two-year planning and appeal process.

In a world of global challenges, continued poverty, inequity, and increasing vulnerability to disasters and disease, the International Federation with its global network, works to accomplish its Global Agenda, partnering with local community and civil society to prevent and alleviate human suffering from disasters, diseases and public health emergencies.



Multi-stakeholder regional forums in Europe (May) and in Asia-Pacific (December) on IDRL. International Federation.

In brief

Programme Summary: During 2006, the work of the IDRL Programme was again successfully scaled-up and intensified. The IDRL Programme continued to advocate for legal preparedness as a pre-condition to ensuring the speed and efficiency of international response to non-conflict disasters. It engaged in a worldwide consensus-building process on IDRL, through amongst others the organization of two multi-stakeholder regional forums, which allowed further collaboration and partnerships with National Societies, governments, the United Nations (UN) and non-governmental organizations (NGOs).

Towards the end of 2006, the IDRL Programme developed a major instrument following up on its official mandate conferred by the 28th International Conference: The Draft Guidelines. The Programme will submit them for adoption at the 30th International Conference of the Red Cross and Red Crescent to take place in November 2007, in Geneva. (**Objective 4**). These Guidelines will form the basis for the future development of a Red Cross/Red Crescent (RC/RC) National Societies Advocacy Guide.

During 2006, the Programme moved towards financial viability, increasing its donor basis from five contributors to 20. However, the lack of funding did not allow the Pan-African Forum to take place as originally planned in November 2006 (**Objective 4**) and led to the revision of the Appeal budget for 2006 and 2007 which respectively lowered and increased with the Forum budget (CHF 200,000).

Goal: The IDRL Programme seeks to reduce the vulnerability and suffering of people affected by non-armed conflict disasters by raising awareness, promoting the implementation, and encouraging the strengthening of laws, rules and principles that ensure a timely, adequate and efficient international response to disasters, where international involvement is needed.

Needs: Total 2006-2007 budget CHF 2,058,480 (USD 1,687,278 or EUR 1,278,559), out of which 59 per cent covered. **Click here to go directly to the attached financial report.**

Our Partners: The IDRL Programme pursues its goal in consultation with major stakeholders (Red Cross and Red Crescent Societies, governments, intergovernmental organizations (IGOs), NGOs and academics). It is grateful for the support and commitment of the Australian Red Cross and AusAID, the Austrian Red Cross, the Finnish Red Cross, the Norwegian Red Cross and Government, and the contributions received from the following new donors: Danish, Swiss and Turkish Governments, as well as the Croix-Rouge française, the German and Icelandic Red Cross, Qatar Red Crescent, Swedish and Swiss Red Cross, Turkish Red Crescent Society and United Arab Emirates Red Crescent.

Progress towards objectives

Objective 1: To enlarge the collection and dissemination of IDRL laws, rules and principles.

Progress/Achievements

During 2006, 68 responses to the surveys were received from 35 National Societies, 18 governments, and 15 International organizations. The analysis of the survey results constituted a basis for the comprehensive overall IDRL thematic study (**Objective 2**) and the development of the Draft Guidelines (**Objective 4**).

The database, developed in 2005 and 500 international, regional and bilateral legal instruments were updated regularly in 2006. It now incorporates 82 national instruments covering 35 countries. Fifteen new instruments have also been developed in 2006. For more information, please refer to <http://www.ifrc.org/what/disasters/idrl/publication.asp>

Objective 2: To clarify, analyze the scope of existing IDRL laws, rules and principles, including any gaps and weaknesses.

Progress/Achievements

Operational case studies identify the main IDRL legal problems faced by both providing and receiving actors of international humanitarian assistance. They explore the degree of implementation and the usefulness of existing IDRL frameworks, as well as identify best practices. In 2006, six new case studies were finalized and four were in progress. These reports are critical for gaining a deeper understanding of the link between law and operational challenges and to help identify the gaps in the existing legal framework with a view to proposing solutions. As such, they constitute an important source of information for the IDRL desk study and the development of the Draft Guidelines. All finalized reports are available on the website.

Case studies in 2006:

Finalized:

- The 1999 Marmara earthquake by the Turkish Red Crescent Society.
- The Regulatory Framework for Disaster Response established within the European Union by the Austrian Red Cross and the IDRL Programme.
- Three case studies on the *International response to the tsunami* respectively in Thailand, Sri Lanka and Indonesia by the Asia-Pacific IDRL Project. An IDRL information session/workshop was organized in Bangkok in July to discuss key issues relevant to the Asia-Pacific region prior to the IDRL Asia-Pacific Forum held in Kuala Lumpur in December.

Ongoing:

In preparation for the Regional Forums on IDRL in the Americas and Africa, the IDRL Programme has been conducting five more case studies:

- Western African food crisis and locust infestation, by Mali Red Cross Society. Key results of the case study will be presented to the Pan-African Forum on IDRL.
- A synthesis of the IDRL continental and regional regulatory frameworks in Africa. This synthesis will serve as a background paper to the Pan-African Forum on IDRL.
- International response to tropical storm Stan in Guatemala.
- International response to the 2007 floods in Bolivia.
- International Response to Hurricane Dennis in Jamaica, in cooperation with ECLAC.

Ongoing desk study:

The thematic desk study is being finalized. It draws on IDRL consultations, case studies and an in depth analysis of the survey responses. It will provide a thorough analysis of the existing law, articulate trends, identify remaining gaps in the existing IDRL regulatory frameworks, and set forth recommendations for the international community to be discussed at the 30th International Conference in November 2007.

Objective 3: Raising awareness and advocacy.

Progress/Achievements

- IDRL had a side event on “Improving Legal Frameworks for the Facilitation, Coordination and Regulation of Disaster Response” at the UN Economic and Social Council (ECOSOC) in July, Geneva. Please refer to <http://www.ifrc.org/what/disasters/IDRL/advocacy/events.asp> for more information on advocacy events.
- The IDRL Programme was internationally recognized in the Tsunami Evaluation Coalition (TEC) Report (July); the UN Secretary General Report to the 61st General Assembly (November); and the UN Special Envoy on the Tsunami Report.
- The IDRL Programme, including the IDRL Asia-Pacific Project, made presentations in many international events, including: the International Conference on Emergency Communications (ICEC) in Tampere, Finland in June; the International Conference on Disaster Reduction in Davos, Switzerland in August; the IDRL Statement to the VIth Committee, 61st Session of the UN General Assembly, in New York in October; and the VIIth Asia and Pacific Regional Conference of the International Federation of Red Cross and Red Crescent Societies in Singapore in November.

To read more on IDRL trainings and presentations, kindly refer to <http://www.ifrc.org/what/disasters/IDRL/resources/newsletters.asp> In 2006, IDRL newsletters reached 1,700 readers.

Objective 4: To bridge any gaps in the IDRL programme.

In preparation of the 30th International Conference, the overall purpose of regional forums is to engage in a consensus-building dialogue with major stakeholders involved in disaster response. Through panel presentations, plenary discussions and working group sessions, participants explore the currently existing IDRL frameworks at international and regional levels and analyze the main operational challenges identified by the different stakeholders involved in disaster response. Through the regional IDRL Forums, the different stakeholders have direct input in the progressive shaping of the Draft Guidelines.

Two Forums in a series of five regional consultations on IDRL were organized in 2006. The agenda, presentations, photo gallery and reports are available on the website.

- The European Forum on IDRL, Antalya, Turkey, 25-26 May 2006, co-convened with the Turkish Red Crescent Society was attended by 22 RC/RC National Societies, 11 governments, nine international organizations, four NGOs and NGO networks, the International Federation of Red Cross and Red Crescent Societies (IFRC), International Committee of the Red Cross (ICRC) and three independent experts.
- Asia-Pacific forum on IDRL, Kuala Lumpur, Malaysia, 12-13 December 2006, co-convened with the Malaysian Red Crescent Society and hosted by the Malaysian Government. It was attended by 22 RC/RC National Societies, 10 governments, 11 international organizations, six NGOs, independent experts and corporations, IFRC and ICRC.

In 2007, the IDRL Programme plans to submit the Guidelines to the International Conference. The Guidelines follow up on the Final Goal 3.2 of the 28th International Conference's Agenda for Humanitarian Action (Final Goal 3.2. Enhance international disaster response through support for the compilation and application of the laws, rules and principles applicable to international disaster response). These Guidelines are expected to provide an impetus to the development of the critically required comprehensive national legal frameworks in disaster management. The Guidelines will propose a core content of principles on which national legislation could be based, and are intended to serve as a useful tool of reference for governments interested in legislative review.

The first draft of the document on the European Forum on IDRL in May 2007, entitled "Draft Declaration of Principles," was elaborated in November drawing on IDRL research, case studies and surveys and previously conducted IDRL consultations. It was subsequently submitted to the Asia-Pacific Forum on IDRL, which analysed the document and provided detailed feedback, leading to the second (current) version of the document. The title of the document changed to "Guidelines" in order to better link the document to operational realities, and to propose pragmatic solutions to IDRL legal challenges in the field. "Guidelines" also more adequately emphasize the non-binding nature of the document.

Working in partnership

The Croix-Rouge française extended an intern for three months to the Programme, and the Croix-Rouge malienne provided a volunteer-researcher to conduct the operational case study on the Western African food crisis and locust infestation. The European Forum and the Asia-Pacific Forum on IDRL were successfully organised with the support of the Turkish and the Malaysian Red Crescents and Governments.

Other partners include the United Nations (UN), East Asian Union (ASEAN), Federal Emergency Management Agency (FEMA), American Society of International Law, American Bar Association, International Telecommunications Union (ITU), Norwegian Refugee Council, Steering Committee for Humanitarian Response (SCHR), International Council of Voluntary Agencies (ICVA), Naval War College, Wilton Park, Webster University, etc.

Contributing to longer-term impact

The IDRL Programme is contributing towards the International Federation's Global Agenda in a cross-cutting way, in particular Goals 1 (reducing deaths from disasters) and 2 (reducing deaths from health emergencies). It also strengthens the Red Cross/Red Crescent Movement's profile as a global leader in disaster relief and in particular in setting standards, as recommended in Strategy 2010.

The IDRL Programme advocates for appropriate legal frameworks which facilitate, coordinate but also regulate international humanitarian assistance so as to ensure compliance with minimum international quality and accountability standards, for example, the Draft Guidelines.

The IDRL Programme and Draft Guidelines are also in line with Priority 5 of the Hyogo Framework for Action calling for national preparedness at legal, institutional and policy levels.

Looking Ahead

Towards the end of 2006, the IDRL Programme embarked on an worldwide multi-stakeholder consultative process on the Draft Guidelines, with a view to developing consensus on and fostering ownership of the document by the different stakeholders involved in international disaster response. As such, an introduction to the Guidelines was presented in November at the VIIIth Asia and Pacific Regional Conference of the International Federation of Red Cross and Red Crescent Societies in Singapore, and the XVth Balkan Conference of National Societies in Marmaris. The consultation process will intensify in 2007. The Guidelines have been submitted to all Permanent Missions of States Parties to the Geneva Conventions based in Geneva (or in New York), and the IDRL Programme has engaged in bilateral consultations and negotiations with States. They have been shared with all National Societies and will be presented at major RC/RC fora in 2007, including the Mediterranean, European and Inter-American Conferences. Discussions and consultations are also being launched with major NGOs and their networks, such as SCJR, ICVA, Interaction, and the UN, through close collaboration with the Inter-Agency Standing Committee (IASC). Finally, three regional forums on IDRL will be organized in direct preparation to the International Conference discussions and decisions made on IDRL, respectively the Americas Forum (23-24 April in Panama), the Pan-African Forum (14-15 May in Nairobi) and the Middle East Forum (Abu Dhabi in June).

Through worldwide thematic and financial support, reflecting enhanced ownership of the Programme, the IDRL Programme has successfully carried out its activities as set out in its Revised Strategic Plan 2004-2007. In 2007, the IDRL programme will report on its activities, finding and results at the 30th International Conference.

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International Federation of Red Cross and Red Crescent Societies

MAA00004 - INTERNATIONAL DISASTER RESPONSE LAWS (IDRL)

Annual Financial Report 2006

Selected Parameters	
Reporting Timeframe	2006/1-2006/12
Budget Timeframe	2006/1-2007/12
Appeal	MAA00004
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		2,058,481				2,058,481
B. Opening Balance		17,933				17,933
Income						
<u>Cash contributions</u>						
<i>Australian Red Cross</i>		176,881				176,881
<i>Austrian Red Cross</i>		23,528				23,528
<i>Danish Government</i>		319,785				319,785
<i>Finnish Red Cross</i>		160,852				160,852
<i>German Red Cross</i>		7,944				7,944
<i>Icelandic Red Cross</i>		4,425				4,425
<i>Norwegian Red Cross</i>		164,239				164,239
<i>Qatar Red Crescent Society</i>		6,230				6,230
<i>Swedish Red Cross</i>		25,000				25,000
<i>Swiss Government</i>		25,000				25,000
<i>Swiss Red Cross</i>		10,000				10,000
<i>Turkish Red Crescent Society</i>		50,000				50,000
<i>United Arab Emirates Red Crescent So</i>		5,000				5,000
<i>United States - Private Donors</i>		1,849				1,849
C1. Cash contributions		980,733				980,733
<u>Outstanding pledges (Revalued)</u>						
<i>Australian Red Cross</i>		225,465				225,465
<i>Qatar Red Crescent Society</i>		6,098				6,098
<i>United States - Private Donors</i>		1,848				1,848
C2. Outstanding pledges (Revalued)		233,410				233,410
<u>Reallocations (within appeal or from/to another appeal)</u>						
<i>Australian Red Cross</i>		0				0
<i>Finnish Red Cross</i>		0				0
C3. Reallocations (within appeal or		0				0
C. Total Income = SUM(C1..C6)		1,214,143				1,214,143
D. Total Funding = B + C		1,232,077				1,232,077

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		17,933				17,933
C. Income		1,214,143				1,214,143
E. Expenditure		-639,791				-639,791
F. Closing Balance = (B + C + E)		592,286				592,286

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		2,058,481					2,058,481	
Land, vehicles & equipment								
Land & Buildings	2,000						2,000	
Computers & Telecom	5,000		2,194			2,194	2,806	
Total Land, vehicles & equipment	7,000		2,194			2,194	4,806	
Transport & Storage								
Storage			95			95	-95	
Transport & Vehicle Costs			15			15	-15	
Total Transport & Storage			110			110	-110	
Personnel Expenditures								
Delegates Payroll	1,019,100		326,298			326,298	692,803	
Delegate Benefits			48,223			48,223	-48,223	
National Staff			49			49	-49	
National Society Staff			6,328			6,328	-6,328	
Consultants	116,000		41,866			41,866	74,135	
Total Personnel Expenditures	1,135,100		422,762			422,762	712,338	
Workshops & Training								
Workshops & Training	537,000		52,231			52,231	484,769	
Total Workshops & Training	537,000		52,231			52,231	484,769	
General Expenditure								
Travel	124,000		72,629			72,629	51,371	
Information & Public Relation	63,000		8,922			8,922	54,078	
Office Costs	38,960		18,567			18,567	20,393	
Communications	17,000		7,496			7,496	9,504	
Financial Charges			514			514	-514	
Other General Expenses	2,620		12,777			12,777	-10,157	
Total General Expenditure	245,580		120,907			120,907	124,673	
Program Support								
Program Support	133,801		41,586			41,586	92,215	
Total Program Support	133,801		41,586			41,586	92,215	
TOTAL EXPENDITURE (D)	2,058,481		639,791			639,791	1,418,690	
VARIANCE (C - D)			1,418,690			1,418,690		

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IV. Project Details

Project	Name	Opening Balance	Income	Expenditure	Closing Balance
		A	B	C	A + B + C
Disaster Management					
G31600	DM IDRL	18,951	718,135	-437,715	299,370
G31603	ASIA & PACIFIC IDRL	-1,017	496,008	-202,076	292,915
Sub-Total Disaster Management		17,933	1,214,143	-639,791	592,286
Total	INTERNATIONAL DISASTER	17,933	1,214,143	-639,791	592,286

Budget	Variance
D	D - C
1,445,861	1,008,146
612,620	410,544
2,058,481	1,418,690
2,058,481	1,418,690